



PLANNING COMMISSION

July 15, 2025

6:30 PM

Planning Commission

a. Call to Order

b. Pledge of Allegiance

c. Roll Call

d. Consent Agenda

1. Minutes from May 20, 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

h. New Business

1. Comprehensive Plan Update - Parks & Recreation Element
2. Comprehensive Plan Update - Capital Facilities Element

i. Adjournment

PLANNING COMMISSIONERS

Pat Huggins
Joe Fattizzi

Matthew Desvoigne
Jessica Jasper

Joe Franett

Danielle Freiburger
Cassandra Sexson

The City of Sedro-Woolley complies with applicable Federal civil rights laws and does not discriminate on the basis of race, color, national origin, limited English proficiency, age, disability, or sex. The City of Sedro-Woolley doesn't exclude people or treat them differently because of race, color, national origin, limited English proficiency, age, disability, or sex.

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.

Join Zoom Meeting

<https://us06web.zoom.us/j/98042863482?pwd=dnpVeXp4YUJYQVBtdm10VTZ2VVlyZz09>

City of Sedro-Woolley

Planning Commission - July 15, 2025

Meeting ID: 980 4286 3482

Passcode: 070388

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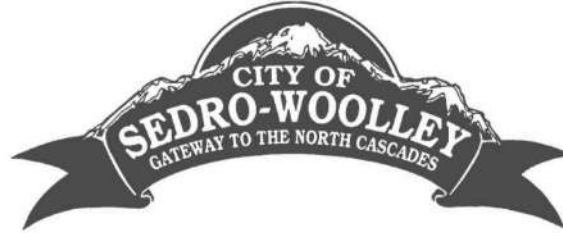
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- +1 253 215 8782 US (Tacoma)



Regular Meeting of the Planning Commission
May 20, 2025 - 6:30 PM

a. Call to Order

Planning Commission Chair, Joe Franett, called the meeting to order at (6:31PM).

b. Pledge of Allegiance

c. Roll Call

Commissioners Present:

- Commissioner Joe Franett
- Commissioner Joe Fattizzi (Online)
- Commissioner Jessica Jasper
- Commissioner Danielle Freiburger
- Commissioner Matthew Desvoigne

Commissioners Absent:

- Commissioner Pat Huggins
- Commissioner Cassandra Sexson

Staff Present:

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

Facet Northwest Consultants Present:

- Senior Planner Matt Covert

d. Consent Agenda

1. Minutes from April 15, 2025 Planning Commission Meeting

Minutes from April 15th, 2025, Planning Commission Meeting approved as written.

Staff were tasked to review bylaws to confirm how the Planning Commission Chair's vote is counted.

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 (6:37PM)

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

General Public Comments closed at (6:37PM)

f. Public Hearing(s)

None.

h. New Business

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

Public Works Director Bill Bullock, introduced by Community Development Director Tom Glover, presented the first read of the Transportation Element PowerPoint.

It was discussed between Staff and Commissioners that the initial read of the Transportation Element was primarily presented to cover the data. There will be a second read added for the Planning Commission to review changes in more detail.

g. Unfinished Business

1. Comprehensive Plan - Chapter 1, Vision Statement and Introduction - DRAFT

Matt Covert covered the changes from the Council's first read of the Vision Statement and Introduction that will be made at a later date.

Nicole McGowan announced that she is contributing an original charcoal art piece for the Comprehensive Plan Update Cover.

The Planning Commissioners pointed out some grammar and spelling corrections needed. Policy E3.7 was discussed as potentially needing to be removed as the timber industry heritage and logging history content were removed from the Vision Statement.

2. Comprehensive Plan - Chapter 3, Housing Element - DRAFT

Planning Commissioners got a second chance to review Chapter 3, Housing Element - Draft of the Comprehensive Plan. Matt Covert led Planning Commissioners through the draft revision suggestions and notes.

The Planning Commissioners and Staff discussed the importance of leaving housing policies broad in the Comprehensive Plan since specific changes to associated development regulations are actively being developed.

There were some grammar changes suggested throughout the Housing Element to maintain consistency with changes made in other Chapters of the Comprehensive Plan.

It was discussed to change all mentions of Live-Work to Work-Live.

i. Adjournment

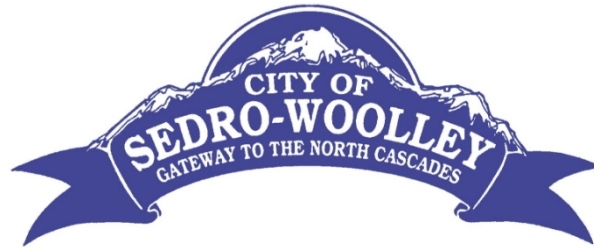
Time (8:49PM)

ATTEST:

APPROVED:

Planning Commission Chair

Planning Commission Secretary



Planning Commission Agenda Item

Agenda Item No.: h.1.

Date: July 15, 2025

From: Thomas Glover, Community Development Director

Subject: Comprehensive Plan Update - Parks & Recreation Element

RECOMMENDED ACTION:

Review only. No action required/requested.

BACKGROUND/SUMMARY INFORMATION:

Parks & Recreation Element are a required chapter of the Comprehensive Plan. This is the updated draft.

FISCAL IMPACT, IF APPROPRIATE:

None identified at this time.

ATTACHMENTS:

1. City of Sedro Woolley_Parks Element Review Memo DRAFT 2025_0709
2. Comp Plan Layout_Parks and Recreation Element 2025_0711

MEMORANDUM

DATE: July 9, 2025
TO: City of Sedro-Woolley Planning Commission
FROM: Annie Sieger, Sieger Consulting SPC
RE: 2025 Comprehensive Plan Update – Parks and Recreation Element Review

Sieger Consulting SPC was contracted as a subconsultant to Facet to support review and revision of the City of Sedro-Woolley's Parks and Recreation Element as part of the City's 2025 Comprehensive Plan Update. The Parks and Recreation Element was last updated in July of 2016 and is being updated as part of the City's currently Growth Management Act-mandated (GMA) plan update. Since the last update of the Parks and Recreation Element, the City, in 2024, has updated its Parks, Recreation, Trails, and Open Space Plan; this Plan has not yet been adopted. Currently, the City's parks and recreation planning documents support Recreation and Conservation Office (RCO) recreation (but not habitat) planning eligibility through June 2025.

The main focus of Sieger Consulting's review is two-fold, and includes:

1. Review of the City's current Park Impact Fee program and provide recommendations to integrate revised impact fees into the plan to ensure the fees are properly designed to service new growth as required by state statute.
2. Review of the existing Sedro-Woolley's Comprehensive Plan Parks and Recreation Element and provide recommended goal and policy updates in accordance with GMA requirements and to position the City to potentially develop a Parks, Recreation and Open Space Plan in the future.

However, accomplishing these goals requires full review of the existing Parks and Recreation Element and integration, to the extent possible, of the City's updated Parks, Recreation, Trails, and Open Space Plan, with a goal of not only providing high quality planning inputs to guide City policy makers and staff and ensuring regulatory compliance, but also to support extended RCO grant eligibility.

As a first phase of this review process, Sieger Consulting reviewed the current Parks and Recreation Element to identify key recommendations for revising the City's Parks Impact Fees. A draft of this memo was transmitted on June 22, 2025. The Memo identified six key recommendations for updating the Impact Fee Rate Study for compliance with state law and to ensure that fees are equitably levied against all park system beneficiaries in the City of Sedro-Woolley. As a second phase of this review process, Sieger Consulting has outline observations about the City's current Parks and Recreation Element, in some cases providing recommendations for advancing the document, as well as a revised set of Goals and Policies based on this review. These observations and recommendations are organized by chapter of the draft Parks and Recreation Element. Given the limited scope of the review, in some cases, observations are not accompanied by recommendations.

Observations

Observations related to the City of Sedro-Woolley’s current Parks and Recreation Element are provided in the bullets, following. Where recommendations are provided, they accompany the relevant observation but their font is bolded and italicized. Some of these recommendations are significant and may require more effort and analysis than can be reasonably accomplished as part of the Comprehensive Plan update process. Where that is the case, we have identified them as “long-term” recommendations, and, where possible, given a suggestion for initial steps to take to address them in the “short-term.”

- As discussed previously, the City of Sedro-Woolley’s Parks and Recreation Element was last updated in July 2016, however, in the interceding time the City has developed a Parks, Recreation, Trails, and Open Space Plan that has not yet been adopted. As such, some parts of the narrative may be out-of-date. ***Update narrative to ensure accuracy of key references, dates, and statistics.***
- The current Parks and Recreation Element is 46 pages long. In the updated Comprehensive Plan Element template, the document is approximately 24 pages long. ***In the short-term, consider whether any long-form narrative content can be summarized or condensed into another format like a table, and moved to a technical appendix. In the long-term, finalize the adopt the Parks, Recreation, Trails, and Open Space Plan and incorporate by reference into the Parks and Recreation Element or include as a technical appendix.***
- ***Ensure content, voice, and format align with other Comprehensive Plan elements.***

In addition to these general recommendations, following, we have provided key observations related to each section, excepting “6.04 Introduction” which simply requires narrative updates in alignment with the rest of the document and “6.16 Goals and Policies” which has been substantively updated, of the draft Parks and Recreation Element. As discussed above, observations are provided as bullets and, where appropriate, recommendations have been provided in bold, italicized font.

6.08 Existing Parks Location and Inventory of Uses

- The current city-owned parks and recreation facilities inventory does not provide a quantitative assessment of amenity availability (that is, it does not provide counts of parks amenities in individual parks and across the system). For open space, it does not assess how much acreage is intended for recreational access and truly accessible to park users. It also does not document age and condition of assets, which would be helpful in assessing long-term maintenance and capital facilities needs.
- The current non-City owned parks and recreation facilities inventory does not document amenity availability at given facilities nor access restrictions (including open hours, restrictions on use, etc.).
- The current parks inventory is bifurcated into a “city-owned” and “non-city owned” inventory. While this is necessary and helpful, there is no attempt to reconcile the total parks and recreation facilities and amenities available to residents from a quantitative or geographical perspective. ***In the long-term, these inventories should be compared to identify whether and how other, non-City actors are contributing to City of Sedro-Woolley residents and visitors’ access to parks and recreation***
- The current parks inventory does not provide an “inventory” of recreation programming being delivered by the City in Sedro-Woolley. Given that the City provides a meaningful amount of recreation activities and

that one of the City’s goals (Goal P4) is to “Provide recreation programming and activities for residents,” it likely makes sense to outline what is currently provide and to whom. ***In the long-term, the City should analyze recreation programming enrollment and attendance to understand demand for current programming and monitor recreation trends to make sure programming remains relevant to residents. The City should also consider a cost-recovery strategy that ensures the long-term financial sustainability of the programming and that residents are being adequately prioritized in delivery of the programming.***

6.12 Projected Population/Land Use/Park Provision Within the City and its Urban Growth Area

- This section does not currently document the City of Sedro-Woolley’s current Parks and Recreation level of service or provide any demand analysis (either quantitative or based on public engagement and outreach data) to understand the adequacy of that level of service. ***In the short-term, both current and proposed level of service should be documented in this section, and ideally visualized over time based on the City’s growth targets and expected growth pattern. In the long-term, it may make sense to develop a visualization that also considers the increase in population geographically, identifying areas where population density will increase and allowing for comparison with existing and acquired parks and open space.***
- This section does not document the City of Sedro-Woolley’s proposed level of service. As documented in the May 2018 Impact Fee Rate Study, this level of service was substantively updated to a planned level of service that is much higher than the City’s current provision of service, for example, for Neighborhood, Community, and Regional Parks moving from approximately 5.72 acres per 1,000 residents to 10 acres per 1,000 residents. This created a substantial deficit in park acreage (that is, an “existing deficiency” of park acreage) as well as a large future need to meet ongoing demand. This demand was provided as a “lump” needed in 2036, and the annual need was not estimated based on expected growth patterns. The justification of this increase was “*The LOS was raised to compensate for the loss lands that are not owned by the city, but have been used for recreation purposes in the past. Such lands include private land that has been recently developed or is anticipated to be developed in the near future. The Planning Commission recognizes that the city has traditionally had lower density rates than those projected for 2036. Higher densities coupled with the loss of previously vacant land within the city increases the need for parks and open spaces to be provided by the city. Unused and otherwise vacant lots have in the past served both recreational and aesthetic needs of the community because their presence as undeveloped areas gave the impression of open space and gave residents a place to recreate.*” ***While this increase in level of service ostensibly reflects public desires for parks and open space level of service in Sedro-Woolley, the City should, in the long-term, consider the financial feasibility and achievability (e.g., availability of green field lands for park development, alignment to other City goals like housing affordability and growth) of meeting these level of service standards and whether there are complementary ways of addressing them (e.g., development codes that preserve community character, street trees and other City beautification, development of pocket parks which achieve beautification and access goals with a smaller amount of acreage).***

- While the City does consider tourists and other visitors as park users and does seem to encourage visitation and park use by these audiences but does not document, either quantitatively or qualitatively, this usage.

6.20 Linkages to County Parks Planning and to Urban Growth Area Interlocal Agreements with Skagit County

- This section of the Parks and Recreation Element has not yet been updated to align to the County's Comprehensive Plan.
- The City has identified several policies that benefit from or assume future partnerships with Skagit County. ***As such, the City should review the County's Comprehensive Plan to foster alignment with County Goals and Policies.***
- This section provides an inventory and description of County Parks "in the vicinity of Sedro-Woolley." ***This content may be better suited to section "6.08 Existing Parks Locations and Inventory of Uses."***

6.24 Action Program

- The City's "Parks and Recreation Provision Policies" are not defined in a way that clearly differentiates them from Goals and Policies. It does appear that these policies are more internal policies about "how" things by the City should be done while Goals and Policies are more external policies about "what" should be done on behalf of the community. ***These "policies" should be defined in a way that differentiates them from overall Goals and Policies; if practical, a word other than "policies" should be used for clarity.***
- Some of the Policies "Parks and Recreation Provision Policies" identify parks facilities and amenities for the City to consider developing. A justification for developing these facilities and amenities is not provided. ***This content feels more appropriate as part of "Goal and Policies;" as such, it has been developed into Policy P2.7.***
- The "Development Standards" section documents the City's level of service. ***This content may be better suited to section "6.12 Projected Population/Land Use/Park Provision Within the City and its Urban Growth Area."***
- The recommended capital facilities and proposed capital projects sections have not been updated. These sections should be substantively updated based on completed projects and newly identified projects. ***The proposed capital projects section should include a parks and recreation specific capital improvement program that includes maintenance needs as well as capital facilities projects, documents dedicated funding sources, and identifies whether projects are impact fee-eligible or not.***
- The current action program does not assess the City's current ability to fund its Parks and Recreation program (including, administration, operations and maintenance, as well as committed and desired capital projects). While the City is not required to ensure concurrency in Parks and Recreation planning, it does make sense to ensure planning is achievable within existing resources and identify funding strategies for addressing projects outside of those resources. While this section includes "Financing Strategies" it does not demonstrate their adequacy in meeting the City's financial needs for Parks and Recreation nor alternatives or contingencies based on fluctuating economic conditions or increased competition for

existing, non-dedicated City resources. *In the short-term, the City should identify a capital funding strategy for addressing desired capital projects and ensuring adequate resources for meeting its “proportionate share” of City funding for impact fee-eligible projects.*

Recommended Draft Goals and Policies

As part of its review, Sieger Consulting was asked to provide recommended goal and policy updates in accordance with GMA requirements. Following, we have provided a recommended set of updated goals and policies, by making edits to the original goals and policies in track changes.

Goal P1: ~~To provide~~ **Ensure access to ample parks, and recreation, and trails facilities to meet current demands and adequate land acquisition and planning to support future demands**

Policy P1.1: Pursue ~~joint ventures~~ **partnerships** with Skagit County, other jurisdictions, and ~~other~~ **public/private opportunities-organizations to in order** to obtain access to a greater variety of recreational facilities than the city—could provide on its own.

~~Policy P1.2:~~ **Work with the school district and other organizations to construct and maintain facilities, such as restrooms, by means of a joint use agreement, for the to enhance the usability of public and private parks and open spaces.**

Policy P1.3: Investigate with the Upper Skagit Tribe the possibility of building a long house along the Skagit River, which could be used by the Tribe for ceremonial events, and by the city as a center for cultural exchange.

Policy P1.4: Establish a network of bicycle and pedestrian trails, which are coordinated with Skagit County in order to provide linkages to existing and proposed regional parks, open spaces and trail systems.

Policy P1.5: ~~2:~~ **Revise the park dedication requirements in the subdivision ordinance to allow for “pocket parks” less than two acres in area.**

Policy P1.6: Limit the placement of buildings on park land whose use is unrelated to the park’s purpose. If land is to be taken for the purpose of buildings, it must be replaced with new parkland. The intent of this policy is to ensure “no-net-loss” of useable park property.

Policy P1.10: Ensure that future buildable lands analyses include a geographic analysis that identifies areas of need for future parks based on where new development is most likely to occur and critical areas or other lands appropriate for conservation (with a focus on lands along shorelines, steep hillsides, wetlands, and stream corridors) as accessible open spaces.

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Policy P1.11: Assess current level of service from a geographic and access perspective to identify currently underserved residential areas and areas of future growth where parks and recreation facilities will be needed.

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Policy P1.12: Develop a land acquisition strategy that informs what land might be most appropriate to acquire for future parks, open space, and trails as well as a “living” list of desired properties for future acquisition.

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Policy P1.13: ~~2:~~ **Acquire areas of environmental significance for preservation and limited, sensitive development**

of educational and interpretive facilities.

Goal P2: Develop existing and future acquired park lands to support a variety of recreational and leisure activities that meet residents' needs, are environmentally sensitive, and are efficient to administer and maintain. To provide a variety of leisure environments and experiences that are efficient to administer and maintain

Policy P2.10: Develop parks that are designed to be multi-functional, conserve resources and add value to the adjacent community.

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

Policy P2.431: Develop parks that are suited for multi-generational users, from toddlers to seniors, and all ages in-between.

Policy P2.442: Construct indoor/covered sports courts for year-round use.

Policy P2.5: Coordinate with local service organizations in the development and improvement of city parks facilities.

Policy P2.6: Work with the parks department to better screen parks that are adjacent to major arterials, by way of landscaping and fencing to ensure pedestrian safety and to minimize noise from traffic.

Policy P2.7: Consider public demand and financial feasibility of developing commonly desired but expensive to maintain parks and recreation facilities and amenities, including:

- Community centers, including a municipal pool
- Splash parks/pads and/or interactive water features
- Performing arts center
- Outdoor amphitheaters
- BMX bike facilities
- Additional skate park amenities
- Additional sports fields and courts

Policy P1.3: Establish a network of bicycle and pedestrian trails, which are coordinated with Skagit County in order to provide linkages to existing and proposed regional parks, open spaces and trail systems.

Goal P3: Enhance the City's connectivity and pedestrian and multimodal access through development of new and existing trails.

Policy P13.14: Develop a bicycle route in existing neighborhoods that uses existing, low traffic roads, having its focus points being area schools, civic centers, the central business district and proposed and existing parks, which will include bicycle racks, signage and striping to signify the route.

Policy P31.25: Include existing and proposed bicycle and pedestrian trails on the city's six-year Transportation Improvement Program for non- motorized travel, including a pedestrian overpass to connect the

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northern and southern portions of the city, which is currently split by Highway 20.

~~Policy P1.6: Work with the school district and other organizations to construct and maintain facilities, such as restrooms, by means of a joint use agreement, for the use of public and private parks and open spaces.~~

~~Policy P1.7: Identify zones which generally indicate where it is appropriate for future parks to be located as new development occurs.~~

~~Policy P1.8: Work with the parks department to develop ways to acquire new land for future parks.~~

~~Policy P1.9: Limit the placement of buildings on park land whose use is unrelated to the park's purpose. If land is to be taken for the purpose of buildings, it must be replaced with new parkland. The intent of this policy is to ensure "no net loss" of useable park property.~~

~~Policy P1.10: Develop parks that are designed to be multi-functional, conserve resources and add value to the adjacent community.~~

~~Policy P1.11: Develop parks that are suited for multi-generational users, from toddlers to seniors, and all ages in between.~~

~~Policy P1.12: Construct indoor/covered sports courts for year-round use.~~

~~Policy P1.13: Coordinate with local service organizations in the development and improvement of city parks facilities.~~

~~Policy P2.1: Increase the amount of natural areas to be preserved within Sedro-Woolley's developed urban area, especially along shorelines, steep hillsides, wetlands and stream corridors.~~

~~Policy P2.2: Develop a mixture of active and passive recreational areas in order to accommodate the desires and lifestyles of Sedro-Woolley's residents.~~

~~Policy P2.3: Work with the parks department to better screen parks that are adjacent to major arterials, by way of landscaping and fencing to ensure pedestrian safety and to minimize noise from traffic.~~

Goal P4.3: To provide recreation programming and activities for residents.

~~Policy P3.1: To encourage community involvement in the city's artistic and architectural heritage, the city should participate in organized art walks to city art installations, significant buildings, murals and private art galleries. Work together with the local businesses to foster an arts community in the Central Business District.~~

~~Policy P3.1.2: Develop indoor programs which provide for community activities and athletic uses on a year-round basis, concentrating on the recreational needs of Sedro-Woolley's youth.~~

~~Policy P4.2: Develop a cost-recovery strategy to support long term financial sustainability of recreation programming and activities.~~

~~Policy P4.3: Pursue partnerships and sponsorships to ensure City recreation programming and activities is open to all residents, regardless of financial means.~~

Commented [A1]: Replaced by policy P1.11

Commented [A2]: Replaced by policy P1.10

Commented [A3]: Incorporated into policy P1.12

Goal P54: Celebrate the City’s heritage and vibrant culture and beautify it through the arts and by showcasing the natural beauty of the environment. To provide a park system that compliments Sedro-Woolley’s natural and cultural heritage and character

Policy P53.1: To encourage community involvement in the cities artistic and architectural heritage, the city should participate in organized art walks to city art installations, significant buildings, murals and private art galleries. Work together with the local businesses to foster an arts community in the Central Business District.

Policy P5.24.7: Continue to work with local artists to install art – sculptures, murals, etc. – in public places, including city owned properties downtown, the community center, the senior center, the library, and city parks.

Policy P5.3: Develop parks amenities that are designed to educate and commemorate Sedro-Woolley’s heritage by way of statues, plaques, benches, etc.

Policy P54.8.4: Establish policies requiring The use of artistic detailing in public works items such as bike racks, sidewalk paving, tree grates, bollards, sidewalk crossings, etc. should be encouraged.

Policy P54.53: Pursue the development of a logging display in coordination with the Museum’s logging display, where people can learn and participate in historic logging practices, and show how the logging industry has changed and will continue to change in the future.

Policy P54.64: Develop a working display at Riverfront Park on the life cycle and habitat requirements of the salmon in order to inform the public of the importance and vulnerability of this endangered species.

Policy P54.75: Work with citizen task force to develop a Railroad Park and trolley line on the east-west track that runs through the central business district.

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~~Policy P4.1: Investigate with the Upper Skagit Tribe the possibility of building a long house along the Skagit River, which could be used by the Tribe for ceremonial events, and by the city as a center for cultural exchange.~~

~~Policy P4.2: Acquire areas of environmental significance for preservation and limited, sensitive development of educational and interpretive facilities.~~

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~~Policy P4.6: Develop parks that are designed to educate and commemorate Sedro Woolley's heritage by way of statues, plaques, benches, etc.~~

~~Policy P4.7: Continue to work with local artists to install art—sculptures, murals, etc.—in public places, including city-owned properties downtown, the community center, the senior center, the library, and city parks.~~

~~Policy P4.8: The use of artistic detailing in public works items such as bike racks, sidewalk paving, tree grates, bollards, sidewalk crossings, etc. should be encouraged.~~



CHAPTER 5

Parks, Recreation and Open Space Element

Introduction

Parks provide more than just a place for the residents of the city to gather, play and relax; parks can instill a sense of pride in the community. They are a part of the identity of the community and contribute to the quality of life of its residents. As the City of Sedro-Woolley grows, so do the demands on our parks and recreation programs. This element is intended to help the city plan for future parks and recreation needs by setting goals and policies, examining the current parks inventory and projecting future parks needs.

The Growth Management Act requires a Parks and Recreation Element that is consistent with the city's Capital Facilities Element (Chapter 7 of the Sedro-Woolley Comprehensive Plan). This element includes an estimate of the demand on the parks system and an evaluation of the facilities and services needed to meet the projected demand on parks services. Also addressed are the regional / intergovernmental parks and recreation services to meet the regional demand.

This element was last updated in 2012 and set goals and planned future parks and recreation needs through 2025. The previous update was based on population projections found in the Skagit County Population & Employment Forecasting & Allocation 2025. In 2016, Skagit County revised population estimates for the county and all the jurisdictions within the county through 2036. Per the County forecast, the population of Sedro-Woolley (and its unincorporated urban growth area) is expected to increase to 17,069 residents by 2036.

As part of this update, the Planning Commission reviewed the current level of parks services and set revised goals for parks

Did you know that the Northern State Recreation Area was formerly a hospital and dairy farm? Its grounds were designed by the Olmsted Brothers, whose father famously designed New York City's Central Park!



Former Chapel of Northern State Hospital, now a conference center. Photo by Joe Mabel.



The 22.5-mile Cascade Trail connects Sedro-Woolley and Concrete. Photo by Robert Ashworth.

services through the 2036 planning horizon. The Planning Commission reviewed the County population projections and the held several public hearings to gather input on what the city's goals for parks should be. The results of the Planning Commissions public hearings was used to set a level of service (LOS) for park lands and identify the amount of land necessary to accommodate the anticipated population growth. The Planning Commission determined that an additional 164 acres (see Appendix A) are necessary to meet the future demands on the park system. This acreage includes property needed for new parks, open spaces and trails. In addition, the estimated cost of developing that property to meet the 2036 level of service goals was determined.

Within the Parks and Recreation Element, "parks" include more than the developed play areas in traditional city-owned play areas. Parks in this context includes recreational facilities such as ball fields, athletic courts, play areas, community centers, city-owned open spaces – both those intended for future parks development, and those set aside as critical areas such as wetlands or fish and wildlife habitat areas. Though critical areas are not intended for active recreational uses, they provide limited opportunities for passive recreation as well as protected oases of natural landscape in an urban environment.

EXISTING PARKS LOCATION AND INVENTORY OF USES

There are four types of recreational lands that serve residents of Sedro-Woolley: city-owned parks; regional recreational facilities – both public and private; recreational facilities owned by the school district; and lands owned by homeowner associations. An inventory of the existing recreational lands, listed by category, is included below. Not all the properties are developed as parks or play areas, and some are not intended to be developed. Areas set aside for open space and critical areas contribute to the aesthetic appeal of the community are valuable lands for passive recreation and wildlife habitat.

CITY-OWNED PARKS AND TRAILS

The City of Sedro-Woolley owns and maintains approximately 112.6 acres of park properties. Within city parks system (parkland owned by the city) there are five classifications of park: neighborhood, community, regional, open space and trails.

- **Neighborhood Parks.** Neighborhood parks are smaller areas meant to accommodate the residents in the immediate vicinity. Amenities are limited and include playgrounds, picnic areas and other amenities expected in a small park.
- **Community Parks.** Community parks generally are larger and serve the needs of the greater Sedro-Woolley community. Picnic shelters, playgrounds, ball fields and restrooms are typical to these parks.
- **Regional Parks.** Regional parks serve areas beyond city limits and include amenities that attract users from the region and beyond such as a sports field complex suitable for large tournaments, camping, trails, playgrounds, restrooms and picnic shelters.

- **Open Space.** Open spaces ~~s-parks~~ are areas for passive recreation and have limited, if any amenities. Typical amenities are limited to trails, viewing areas and maybe a small parking area.
- **Trails.** There are several trail segments throughout the city, and it is a goal to connect those trails and extend new trails into are- as of the city that are underserved by trails. Not all the property over which trails pass are owned by the city. Many of the trails that are open to the public exist within easements that allow public access. Some trails consist of little more than a graded path, signage and maybe some security fencing, while others are paved within the city street right-of-way, but separated from the road. The city has included paved paths as part of major road improvement projects when room is available. **Figure P-2 shows the adopted Sedro-Woolley Bikes and Trails map.**

Commented [AS1]: Where is this exhibit?

Neighborhood Parks

1. **Hammer Heritage Square** is approximately 0.20 acres located in downtown Sedro- Woolley at the corner of Metcalf and Ferry Streets. The square features a gazebo, restrooms and a clock tower to attract visitors to downtown. With seating, a landscaped water fountain, and a mural, the square is the centerpiece of downtown Sedro-Woolley.
2. **Metcalf Street Mall** is an improved alleyway owned by the city. In 1956, the Sedro- Woolley Jaycees improved the small mall area with landscaping, setting bricks, etc. Additional improvements by the Garden Club occurred some years ago. The mall is located in the alleyway south of Woodworth Street running directly west from Metcalf Street. Since the mall is located in the center of the business district, its primary use comes from downtowners. Equipped with benches, it serves as a convenient rest stop and walkway for shoppers and pedestrians alike.
3. **Lions’ Roadside Park** is comprised of approximately 0.25 acres of land. Part of the property is in the right-of-way of Moore Street. The remaining portion was donated to the city by the Lions Club. It was also improved by the Lions Club. The park is located in the northern portion of the city, directly north of the Moore and Haines Street intersection. Although small in size, it borders on Highway 20, making an excellent rest stop or picnicking area for passersby. The park is moderately to heavily used during the summer, both on weekdays and weekends. The majority of users are visitors driving through on Highway 20.
4. **Park Cottages Park Area** is approximately three-tenths of an acre of land on the west side of Brickyard Creek, due west of the Park Cottage Place. The park property is undeveloped, and is well vegetated with native plants and offers a good example of a healthy stream ecosystem. There is no road access to the property there are no future development plans for the land.
5. **Fire Station 2 Park** is approximately one acre of land adjacent to the north side of the fire station located on North Township Street. The park property is undeveloped, and is encumbered by overhead power lines. Brickyard Creek lies directly west of the site. The creek and the steep ravine in which it flows are located on private land. The ravine is well vegetated with native plants and offers a good example of a healthy stream ecosystem.

Likely future development of the site includes interpretive signage along the city owned portion of the creek buffer, trails and open grassy fields.

6. **Harry Osborne Park** consisting of 1.5 acres is located right off Highway 20 at the northwesterly entrance to Sedro-Woolley (intersection of Borseth and Ferry Streets). This property is leased by the city of Sedro-Woolley from Burlington Northern. The Scott Paper Company donated the locomotive on the property; the large cross-section of log is dated at eight hundred forty-six (846) years. Along with picnic tables and a convenient location to town, Big Log Park serves as a summer lunch spot for many downtowners. Also with its unique features, it attracts a large number of visitors all year round, traveling on Highway 20. Park use is seen to be moderate to heavy during the summer months.
7. **Bassett Road property** is a former land- fill on the north end of the city owned by the Sedro-Woolley. The park has not been developed. Access to the 11.2 acres of future park will be primarily from Bassett Road, but a trail easement from Longtime Lane will provide pedestrian access to the southern portion of the land.

Community Parks

8. **Bark Park.** The City opened a fenced off-leash dog park on former FEMA floodway property adjacent to Riverfront Park in 2009. The one-acre off-leash park also has a small parking lot.
9. **Bingham Park** is located in the northwest portion of the city. Bounded by Cook Road, Munro, Edward R. Murrow and Borseth Streets, the park lies on approximately 2.6 acres of land. Equipped with a 5 stall R.V. Park, an enclosed picnic area, tables, benches and covered barbecue pit, the park provides an excellent location for picnicking. Other features include playground equipment located adjacent to the picnic area, and rest rooms. An onsite resident caretaker assists with the maintenance and oversight of the Park and the R.V. facility. The trees scattered throughout the park offer a pleasant environment for its users. The park is heavily used during the summer months, usually with the peak traffic occurring on weekends. User groups consist of families traveling on Highway 20 and a roughly proportional number of local families. Bordering on Highway 20 as it does, Bingham Park offers a convenient stop for the traveler as well as being centrally located for Sedro-Woolley residents. Because of its location on Highway 20, many users said the park can be noisy and somewhat dangerous for small children playing. There are three parcels of WSDOT right of way directly west of Bingham Park that are maintained by the city as open grass open space. These parcels are not included in the Bingham Park Acreage but are regularly used by the public as dog walking and picnic areas.
10. **Winnie Houser Park & Playfields** located on Rhodes Rd consists of 9.52 acres of sports fields that is currently used as a home for the Sedro-Woolley Youth Soccer Association. This park was built through the joint efforts of the Soccer Association and City Public Works Operations Staff. The field opened for use in 2017. Future improvements for the facility include a restroom, a paved parking lot, an irrigation system, site fencing, playground, and an 8' paved shared use path surrounding the perimeter of the site. These improvements are

dependent of future funding. The city is currently researching funding opportunities to continue to develop this park into a multi-use facility.

11. **Metcalf Park** located on 2.8 acres is in the central portion of the city between Metcalf and Murdock Streets; Metcalf Park is just north of City Hall and the fire and police station. Located within the park, is the Tesarik Little League Ball Field with the grandstand, rest rooms, two dug-outs, practice pitch area and ball field, Metcalf Park provides an ideal location for little league baseball games, and softball games both for players and spectators. Although there is no parking on the site, the four streets bordering the park provide a large number of parking spaces. During the summer months, it is used to capacity for organized recreation. The park also has an outdoor basketball court, and a volleyball court. The newest addition to the ball park includes a skate park in the southeastern portion of the parcel. Because the park is located near the downtown business core and adjacent to City Hall, the park has potential to be a central gathering place for the community. Future plans for the park include a children's playground in the southwest corner of the park, and addition of another basketball court.
12. **Memorial Park** located on three acres of land is found in the central eastern portion of the city, between Ball and Central Streets. The library, community center, and senior citizen center are located on this site. It also is equipped with playground equipment, rest rooms, benches and barbecue pit. A great deal of community pride is attributed to this park since many of the features were provided through the efforts of community organizations. The park is used heavily during the summer months with peak use occurring on weekends. The majority of users consist of local families and clubs. Parking is plentiful with a seventy-three (73) space lot. However, all the developments on the park property restrict the amount of open space available. Memorial Park has a resident park caretaker to assist with maintenance and supervision of the park and assists with community center rentals. Plans are currently in the works for a total redevelopment of memorial park to include a splash park, a new playground, outdoor picnic buildings, site furniture and renovations to the community center facility. The library building may be repurposed if the library is relocated.
13. **Denny Engberg Memorial Field** on west side of Fruitdale Road, just east of the cemetery and north of Marlene Way is approximately 5.35 acres of city-owned land that is currently leased to the Sedro-Woolley Youth Football Association for use as a youth football field. This property is reserved for future expansion of the adjacent cemetery. Use as a football is temporary until the space is needed for cemetery expansion.

Regional Parks

14. **Riverfront Park** on the Skagit River consists of 20.5 acres, including 3 acres added to the northwest corner of the park in 2008. The park has a boat launch with ample parking area, together with twenty-seven (27) RV and five tent sites. The site is equipped with rest rooms. Recreation facilities include baseball, basketball, volleyball, horseshoes, and a children's play area. Other facilities include a covered amphitheater, three covered shelters, two of which include sinks, power, barbecue pits and picnic tables. The site is attractively landscaped and includes a rose garden. Also during the week of July 4th, an annual carnival

is held on the park grounds. River- front Park includes on site resident park caretaker to assist with supervision and maintenance of the park and R.V. facility.

15. **SWIFT Center Park** on North Fruitdale Road consists of 14.81 acres including an approximately 3 acre pond used annually for the Skagit Steelhead Club Fishing Derby. There is also a large gravel parking area used by the fishing derby participants. The parkland was offered to the city by the Port of Skagit in 2018. No recreation facilities exist at the site, but there is room for a Cal Ripken little league field, as well as other uses such as volleyball, basketball, play equipment walking trails and open space lawn for general recreation uses. Access to the waterfront can also be improved.

Open Space Parklands

16. **Sauk Mountain View Estates Open Space** dedicated as part of the Sauk Mountain View Estates development located in the north- eastern portion of the city off of Portobello Road. The area is under the BPA power lines and contains approximately three acres of open space area. The developers also dedicated a public trail system to connect the open space with other developed areas. This site will be used primarily for passive recreation.
17. **FEMA Floodway Property** as part of the FEMA program to purchase floodplain property, the city acquired approximately eleven (11) acres adjacent to the Little League ball fields and north of Riverfront Park. Future development of the site may include open space areas and ball fields, salmon enhancement and restoration, and pedestrian trails to connect Riverfront Park with neighboring residential areas. The terms of acquiring the property limit the placement of structures on the property.
18. **River Road Property** is approximately 36 acres located immediately to the south of city limits, north of River Road and west of Township Street. The property is within the Skagit River floodplain, but uses thereon are not restricted as the FEMA Floodway property is restricted. Future uses may include ball fields and other uses appropriate for an area that is subject to seasonal river flooding.
19. **205 N. Reed Street Property** is approximately 2.6 acres of open space that was purchased for the purpose of improving stormwater drainage infrastructure that borders the north side of the property. The site has been studied as a potential location for a future developed park, but is currently maintained as open space.
20. **Sapp Rd Property** is approximately .6 acre of land acquired by the city in 2017 for potential use as a future city park. It is currently unmaintained and is bordered to the north by Sapp Rd and the East by Bottomless Creek, a classified salmon stream.

[Following, in Table 6, is a summary of the City of Sedro-Woolley's city-owned parks and opens space inventory.](#)

Table 1. Summary of [Existing City-owned Parks and Open Space Facilities](#)

	Facility	Acreage
Neighborhood Parks		
1.	Hammer Heritage Square	0.20
2.	Metcalf Street Mall	0.25
3.	Lions Roadside Park	0.25
4.	Park Cottages Park	0.29
5.	Fire Station 2 Park	1.00
6.	Harry Osborne Park	1.50
7.	Bassett Road Property	11.20
Community Parks		
8.	Bark Park	1.00
9.	Bingham Park	2.60
10.	Winnie Houser Park & Playfield	9.52
11.	1Metcalf Park	2.80
12.	12. Memorial Park	3.00
13.	Denny Engberg Memorial field.	5.35
Regional Parks		
14.	Riverfront Park	20.5
15.	SWIFT Center park	18.41
Open Space		
16.	Sauk Mountain View Estates Open Space	3.00
17.	FEMA Property	11.00
18.	River Road Property	36.00
19.	205 N. Reed St Property	2.6
20.	Sapp Rd Property	0.6

	Facility	Acreage
	TOTAL	131.07 Acres

Trails

1. The Fruitdale / McGarigle Road path system is a paved, off-road path within the city right-of-way along Fruitdale road from State Route 20 to McGarigle Road, then westward parallel to McGarigle Road to State Route 9. The path connects to the Cascade Trail at S.R. 20, and connects to the path system within Northern State Recreation area. Long term public works plans are to continue the path westward within the John Liner Road right-of-way.
2. Moore Street (State Route 20) shared use path runs along the north side of SR 20 from Township street westward to Hodgkin Street. This path is also a paved path within the city right-of- way along Moore Street, but separated from the road by a planting strip. This path creates a vital cross-town pedestrian and bicycle corridor that enables alternate forms of transportation to the goods and services located along State Route 20 and in the Central Business District. Plans are in place to extend this trail from Township Street to Fruitdale Road. Future plans include extending this path west along SR20 connecting to the City of Burlington Arboreta Trail.
3. 3. Sauk Mountain View Estates trails lay on the eastern and western portions of the Sauk Mountain View Estates residential development. Some portions of the trail corridor are owned by the city, while other sections are owned by the home-owners association, but public access is allowed. These trails explore the creek ravine on the east side and run along the hillside on the west. As further development occurs in the area, these trails will be able to connect to future trails to create a unique and extensive trail system. This system may also connect to the walking trail envisioned under the power lines running from Bassett Road to the intersection of Fruitdale Road and State Route 20 (see Proposed Capital Projects in the Action Program – section 6.24)

SURROUNDING PUBLIC AND PRIVATE PARKS AND TRAILS NOT OWNED BY THE CITY~~SURROUNDING RECREATIONAL FACILITIES, PUBLIC AND PRIVATE~~

The following is an inventory list of private recreation areas and public access points surrounding Sedro-Woolley. There are currently no state or federal parks within ten (10) miles. There are two County-run parks in the immediate area: Northern State Recreation Area and the county operated beach at Clear Lake.

4. Little League Field, located on River Road south of Sedro-Woolley near Riverfront Park, consists of three acres equipped with two baseball diamonds, benches, and roadside

Commented [AS2]: Fix with find and replace?

parking. The fields are owned by Public Utility District #1 and are sponsored by the local Kiwanis Club.

5. Sedro-Woolley Rodeo Grounds, located one-half mile east of Sedro-Woolley, consist of five acres equipped with rest rooms, benches, parking, riding arena, and holding pens.
6. Wildcat Steelhead Club, located one mile southeast of Sedro-Woolley. This is a small private park which includes picnic facilities and a boat launch.
7. Gateway Golf Course, a nine-hole golf course, located at 837 Fruitdale Road, Sedro-Woolley, consists of sixty-five (65) acres equipped with picnic areas, rest rooms, and putting course.
8. Washington State Department of Fish and Wildlife Department Public Access Site, located off River Road just outside city limits directly adjacent to the Riverfront Park site. The site is equipped with a boat launch and rest rooms.
9. Northern State Recreation Area (NSRA) is a Skagit County Park adjacent to the eastern edge of the city. NSRA has a diverse range of natural, cultural and topographical features. There are significant wetlands on site as well as large areas of dry meadow and forested uplands. Hansen Creek, a significant salmon stream recently subject of a tremendously ambitious restoration project, flows through the site. Prior to closing in the 1970's, NSRA was the working farm associated with the Northern State Hospital. The 726 acre park includes several miles of walking trails, an 18-hole disc golf course, a small parking area and excellent opportunities for wildlife observation.

SCHOOL-OWNED RECREATIONAL FACILITIES

10. Sedro-Woolley High School located on the corner of 3rd and Nelson Streets. Facilities include four tennis courts, a grass field used for football, track and field, and a cinder surface track running around the borders of the field. Indoor facilities consist of a double gymnasium used primarily for school activities.
11. Cascade Middle School located on Township Street. Facilities include a grass field used for soccer, little league, and football. Indoor facilities consist of a gymnasium. The construction and renovation of Cascade Middle School in 2013 has significantly cut down on the amount of open space available for outdoor recreation at this site
12. Evergreen Grade School located on McGarigle Road directly east of Township Street. Facilities consist of a play area with a variety of playground equipment. Plans to rebuild Evergreen Elementary in the next few years will significantly cut down on the amount of open space available for outdoor recreation.
13. Mary Purcell School located on the corner of 7th and Bennett Streets. Facilities include a paved playground with a variety of playground equipment. There is a grassy area adjacent to the paved playground.
14. Central School located on the corner of Talcott and 6th Streets, across the street from Central Tennis Courts. Facilities include two small ball fields and playground equipment.

15. Central Tennis Courts are located across from Central School on the corner of Talcott and Sixth Streets. Their southeast location from the central business district offers the local resident a convenient spot for playing tennis.
16. Janicki Field, located on nineteen (19) acres southwest of the intersection of Cook and Prospect Roads which includes four sixty (60) foot Little League fields, two ninety (90) foot ballfields and three full size soccer fields. The School District also owns several acres east of the ball fields that are currently undeveloped grassy fields. The District plans to use this area for future school buildings.

Homeowner Association Owned Private Park Facilities and Open Spaces

Newer housing subdivisions are required to provide recreation areas and open spaces within the subdivision for the benefit of the new residents. Owned and maintained by the homeowners association, these recreation areas and open spaces are typically smaller than standard city parks, but provide conveniently located recreational opportunities for residents of the subdivision. Newer residential subdivisions may also contain property set aside as critical areas, such as wetland and stream buffers or land with steep slopes. Home- owners associations are responsible for maintaining and protecting these critical areas. Critical areas can provide limited passive recreation, such as paths and seating areas.

17. Klinger Estates - 1.3 acres of open space, roughly 8,000 of which contains play areas/equipment.
18. Fidalgo Commons - 27,800 square feet of play area and 17,800 square feet of open space.
19. Spring Meadows - 8,500 square feet of play area and 3 acres of critical areas.
20. Sapp Place - 900 square feet play area
21. Brickyard Meadows – 7,000 square feet of play area and 1.87 acres of critical areas.
22. Sauk Mountain View Estates – one 5,465 square foot play area on East Gateway Heights Loop and another 3,500 square foot play area on Vecchio Court, 3.2 acres of open space and 10 acres critical areas.
23. Park Cottages - 4,000 square feet play area and 1.95 acres critical areas.

PROJECTED POPULATION/LAND USE/PARK PROVISION WITHIN THE CITY AND ITS URBAN GROWTH AREA

The land use element of the city's comprehensive plan seeks to ensure that most urban activities occur in a concentrated downtown business core surrounded by relatively dense urban residential land use, but still allows for smaller open space and play areas. Lower residential densities and more open space are typical in peripheral areas near the defined Urban Growth Boundary (UGB). Skagit River flood hazards are addressed by designating the flood-prone southern portion of the city's urban growth area (UGA) as open space. Figure LU-2 shows this one hundred (100) year flood plain.

The Growth Management Act (GMA) requires municipal jurisdictions to prepare comprehensive plans that account for the long term effects of growth and development. A strategy must be developed so that the cost to maintain a desirable level of service for urban infrastructure is shared equitably among residents. It is the land use element that defines such a strategy and guides the development of all subsequent comprehensive plan elements, such as this parks element. The land use element lists the amount of acreage each of the land use designations in Sedro-Woolley, based on a 2016 Land Capacity Analysis. According to that 2016 study, there were 3,306 acres of land within city limits (excluding rights-of-way). Properties zoned as Public or Open Space are typically used for parks and recreation purposes.

Lands zoned Public are intended primarily for public use and include parks, schools, government facilities, cemeteries and the Northern State Campus. Not all properties zoned as such are owned by the City, much of this zone is owned by the state, county or Sedro-Woolley School District. Lands zoned Open Space are intended for preserving open spaces and protecting critical areas, such as flood-prone lands and wetlands. There are 9.5 acres of property zoned Open Space within the city limits, plus another 7 acres in the UGA, for a total of 16 acres. The City owns approximately 36 acres of land (referred to as River Road Property in section 6.08), which is currently used as a hay field. This property lies south of city limits and outside the current UGA boundary, east of Third Street, west of Township Street and north of River Road. The property is in the 100 year floodplain, so development potential on the land is limited. Seasonal use as ball fields may be possible, as is use of the area for stormwater utility purposes. The property is not in the urban growth area, however, the city should seek to have the property designated as part of its UGA so it may be annexed in the future. The City will likely designate this property as Open Space in the Comprehensive Plan should it be included in the UGA.

Extension of the city limits to the southern fringe of the city UGA at the Skagit River would require the city to incorporate the river shoreline into its Shoreline Management Area, making it subject to the rules and guidelines developed in the city's Shoreline Management Plan. Inclusion of Skagit River frontage in the city's Shoreline Master Plan will provide the city with an opportunity to address further access to the river frontage in a comprehensive manner within the regulatory framework of the State Shoreline Management Act and within state and federal grant programs that give priority to waterfront recreation and public access.

As property in the urban growth area is annexed into the city limits, new development proposals will be reviewed for compliance with the goals of the city's comprehensive plan.

GOALS AND POLICIES

Parks and Open Space

Citizens 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. This trail connects Burlington and Sedro-Woolley with the upriver communities of Lyman, Hamilton, and Concrete. Trails are also available around Riverfront Park. Bicycle and pedestrian paths connect parks to recreation facilities.

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 to visit is located downtown.

Vision Statement

The Parks and Recreation Element surveys and analyzes the existing park system and potential improvements, assesses the needs of the community through public involvement, and develops an action program consisting of policies and a capital facilities plan. The parks goals and policies of the original plan remain applicable and appropriate today:

1. Develop ample park facilities to provide a broad range of recreational activities.
2. Provide appropriate park and recreational facilities to meet future demand.
3. Provide a park system which is efficient to administer and maintain.

24.4. Provide a park system which complements Sedro-Woolley's natural and cultural beauty and uniqueness.

Through public outreach and surveys, the city has compiled the following vision of parks and recreation in Sedro-Woolley:

"We envision Sedro-Woolley as a 'visitor-friendly' and 'kid-friendly' community with a consistent emphasis on maintaining parks and implementation of recreational programs. We envision that organized, focused, parks & recreation activities will significantly contribute to economic development and economic growth in our community."

Sedro-Woolley has prepared its Vision Statement in the form of a narrative that describes how it will appear twenty years from now. This narrative reflects the concern of citizens for maintaining the “small town” character of this place.

Goals and Policies

The vision statement informs the city’s current goals and policies. The following is the list of the City of Sedro-Woolley’s current Goals and Policies to guide future land use decisions and code revisions that affect park and recreation uses.

GOAL P1: ~~to p~~Ensure provide access to ample parks, recreation, and trails facilities and recreation facilities to meet current demands and adequate land acquisition and planning to support and future demands.

- Policy P1.1 Pursue partnerships with Skagit County, other jurisdictions, and public/private opportunities in order to obtain access to a greater variety of recreational facilities than the city could provide on its own.
- Policy P1.1 Work with the school district and other organizations to construct and maintain facilities, such as restrooms, by means of a joint use agreement, to enhance the usability of public and private parks and open spaces.
- Policy P1.1 Investigate with the Upper Skagit Tribe the possibility of building a long house along the Skagit River, which could be used by the Tribe for ceremonial events, and by the city as a center for cultural exchange.
- Policy P1.1 Establish a network of bicycle and pedestrian trails, which are coordinated with Skagit County to provide linkages to existing and proposed regional parks, open spaces and trail systems.
- Policy P1.1 Revise the park dedication requirements in the subdivision ordinance to allow for “pocket parks” less than two acres in area.
- Policy P1.1 Limit the placement of buildings on park land whose use is unrelated to the park’s purpose. If land is to be taken for the purpose of buildings, it must be replaced with new parkland. The intent of this policy is to ensure “no-net-loss” of useable park property.
- Policy P1.1 Ensure that future buildable lands analyses include a geographic analysis that identifies areas of need for future parks based on where new development is most likely to occur and critical areas or other lands appropriate for conservation (with a focus on lands along shorelines, steep hillsides, wetlands, and stream coordiors) as accessible open spaces.

Assess current level of service from a geographic and access perspective to identify currently underserved residential areas and areas of future growth where parks and recreation facilities will be needed.

Policy P1.1 Develop a land acquisition strategy that informs what land might be most appropriate to acquire for future parks, open space, and trails as well as a “living” list of desired properties for future acquisition.

Policy P1.1 Acquire areas of environmental significance for preservation and limited, sensitive development of educational and interpretive facilities.

GOAL P2: Develop existing and future acquired park lands to support a variety of recreational and leisure activities that meet residents needs, are environmentally sensitive, and are efficient to administer and maintain.

Policy P2.1 Develop parks that are designed to be multi-functional, conserve resources and add value to the adjacent community.

Develop a mixture of active and passive recreational areas in order to accommodate the desires and lifestyles of Sedro-Woolley’s residents.

Policy P2.1 Develop parks that are suited for multi-generational users, from toddlers to seniors, and all ages in-between.

Policy P2.1 Construct indoor/covered sports courts for year-round use.

Policy P2.1 Coordinate with local service organizations in the development, improvement, and ongoing maintenance of City-owned parks facilities.

Policy P2.1 Implement strategies to screen parks that are adjacent to major arterials, by way of landscaping and fencing to ensure pedestrian safety and to minimize noise from traffic.

Policy P2.1 Consider public demand and financial feasibility of developing commonly desired but expensive to maintain parks and recreation facilities and amenities, including:

- Community centers, including a municipal pool
- Splash parks/pads and/or interactive water features
- Performing arts center
- Outdoor amphitheaters
- BMX bike facilities
- Additional skate park amenities
- Additional sports fields and courts

GOAL P3: Enhance the City’s connectivity and pedestrian and multimodal access through development of new and existing trails.

Policy P3.1 Develop a bicycle route in existing neighborhoods that uses existing, low traffic roads, having its focus points being area schools, civic centers, the central business district and proposed and existing parks, which will include bicycle racks, signage and striping to signify the route.

Policy P3.1 Include existing and proposed bicycle and pedestrian trails on the city’s six-year Transportation Improvement Program for non- motorized travel, including a pedestrian overpass to connect the northern and southern portions of the city, which is currently split by Highway 20.

GOAL P4: Provide recreation programming and activities for residents.

Policy P4.1 Develop indoor programs which provide for community activities and athletic uses on a year-round basis, concentrating on the recreational needs of Sedro-Woolley’s youth.

Policy P4.1 Develop a cost-recovery strategy to support long term financial sustainability of recreation programming and activities.

Policy P4.1 Pursue partnerships and sponsorships to ensure City recreation programming and activities is open to all residents, regardless of financial means.

GOAL P5: Celebrate the City’s heritage and vibrant culture and beautify it through the arts and by showcasing the natural beauty of the environment.

Policy P5.1 To encourage community involvement in the cities artistic and architectural heritage, the city should participate in organized art walks to city art installations, significant buildings, murals and private art galleries. Work together with the local businesses to foster an arts community in the Central Business District, including through establishment of a creative district.

Policy P5.1 Continue to work with local artists to install art – sculptures, murals, etc. – in public places, including city owned properties downtown, the community center, the senior center, the library, and city parks.

Policy P5.1 Develop parks amenities that are designed to educate and commemorate Sedro-Woolley’s heritage by way of statues, plaques, benches, etc.

Policy P5.1 Establish policies requiring detailing in public works items such as bike racks, sidewalk paving, tree grates, bollards, sidewalk crossings, etc. should be encouraged.

- Policy P5.1 Pursue the development of a logging display in coordination with the Museum's logging display, where people can learn and participate in historic logging practices, and show how the logging industry has changed and will continue to change in the future.
- Policy P5.1 Develop a working display at Riverfront Park on the life cycle and habitat requirements of the salmon in order to inform the public of the importance and vulnerability of this endangered species.
- Policy P5.1 Work with citizen task force to develop a Railroad Park and trolley line on the east-west track that runs through the central business district.

LINKAGES TO COUNTY PARKS PLANNING AND TO URBAN GROWTH AREA INTERLOCAL AGREEMENTS WITH SKAGIT COUNTY

In 2009 Skagit County adopted a state-mandated plan to coordinate and plan for linkages between the Urban Growth Areas (UGAs). The UGA Open Space Concept Plan identifies and prioritizes open space corridors and greenbelts within and between County's UGAs that include lands useful for recreation, wildlife habitat, trails, and connection of critical areas. The plan identifies priority areas within the county to be considered for a strictly voluntary open space preservation program. The Skagit County UGA Open Space Plan does not create a regulatory land use designation or allow public access by default. Nor does the Plan mandate that identified areas be regulated or protected. The plan, along with the Sedro-Woolley Parks and Recreation Element, the Skagit County Comprehensive Park and Recreation plan and the Skagit County Planning Policies related to UGA development give guidance for how new growth and open space needs will be coordinated in the fringes of the city. The plans also help the region's parks program providers work cooperatively to meet the regional parks and recreation need.

The Skagit County Comprehensive Park and Recreation Plan adopted in 2013 highlights the opportunity to utilize the uplands adjacent to the Skagit River for open space, conservation and recreational uses. This is consistent with the approach taken in the land use element of the city comprehensive plan.

Centennial Trail

The Centennial Trail is a regional trail system intended to eventually connect Snohomish and Whatcom County. Unlike the Cascade Trail, which is in a rails-to-trails conservancy as per federal legislation, this property has been purchased outright. The existing trail segment is approximately three-quarters mile long starting from south Lake McMurray off State Route 9. The trail ends at the Snohomish County line. In all, the trail system is contained within 22.04 acres of country parkland.

Cascade Trail

This rails to trails conservancy project is 22.5 miles of multi-use trail that parallels the scenic State Route 20 corridor, connecting Sedro-Woolley and Concrete. Hiking, biking, and equestrian use are permitted on the path. No motorized vehicles are allowed. The trail is open year round and in places, meanders along the Skagit River. Viewpoints along the way provide for wildlife viewing opportunities. Trail amenities include portable toilets at trailheads and benches along the trail. The trail encompasses two hundred eighty (280) acres of land.

Burlington to Sedro-Woolley Trail

Three miles of hiking/jogging trail covering 6.8 park acres. This linear trail divides Highway 20 and the Burlington Northern Railway and provides for recreational and non-motorized transportation.

Northern State Recreation Area

Skagit County acquired the seven hundred twenty-six (726) acre Northern State Recreation Area northeast of Sedro-Woolley, in 1990 from the State of Washington. In 2000, a Master Plan workshop lasting three days was conducted on the site to generate ideas and focus energy on a few specific improvements. A Master Plan was created from that meeting. Much of the development will depend on private funding. The facility will include trails, ball fields, play areas, campgrounds, equestrian center, and environmental education and interpretation sites. Natural resources on the site include Hansen Creek with associated wetlands and tributaries and Red Creek. Over five hundred (500) acres of the site will remain undeveloped to support the wildlife populations. The park will showcase the natural, historical, and cultural character of the region while incorporating accessibility and

sustainability. An extensive trail network will provide access to much of the property for a range of interests and physical ability levels. The site will address the education themes of Salmon Habitat Restoration, the Northern State Hospital Farm, Natural Habitats & Biodiversity, and Native American Continuity. An ambitious restoration project on Hansen Creek, including removal of field grasses, reconstruction of the stream bed structure to restore the natural alluvial plain, installation of large woody debris in the stream and planting acres of native plants to decrease flooding and improve fish habitat was completed in 2010. These themes will be presented in the Education Center, as well as along the trail system. Camping facilities will include a forty (40) acre site with one hundred (100) camping sites with various designs, including yurts for year-round camping, RV sites and group camping sites.

ACTION PROGRAM

This action program is designed to accomplish the parks and recreation goals and policies set forth in the previous section. The action program consists of policies specifically addressing parks provision within the city and its urban growth area, development standards, recommended capital facilities, and financing strategies.

Small cities such as Sedro-Woolley are often surrounded by open space in agricultural and forestry uses and have the community's needs for "regional parks" addressed by national, state, and county parks. In addition, larger backyards and school grounds can fulfill many of the traditional neighborhood park functions. However, the Growth Management Act's policies of containing sprawl and promoting urban infill will increase demand for park and recreation opportunities in cities and their urban growth areas.

Many cities are addressing this situation in their development regulations and impact fee schedules adopted pursuant to the Growth Management Act. A complementary or alternative approach to park land dedication requirements is to utilize the impact fee provisions of 82.02.050- 090 of the Growth Management Act.

Sedro-Woolley collects park impact fees on new residential development in accordance with the rules set forth in the Growth Management Act. Appendix A of the Parks and Recreation Element contains an up to date impact fee calculation that shows the anticipated costs of providing the city's desired level of service (LOS) for its parks system. The City Council sets the actual amount charged per unit based on the findings of the parks impact fee calculation and the goals and policies found in this element of the Comprehensive Plan.

In addition, as part of a development proposal, an applicant may dedicate park land for areas where additional parks are needed pursuant to the parks capital facilities plan.

Both approaches must follow the basic constitutional and statutory requirements of completing a comprehensive plan together with a capital facilities element that identifies:

- Deficiencies in public facilities serving existing development and the means by which existing deficiencies will be eliminated within a reasonable period of time;
- Additional demands placed on existing public facilities by new development; and
- Additional public facility improvements required to serve new development.

Park and Recreation Provision Policies

1. New residential development shall pay its own way, in accordance with park standards established in the city's parks plan, either through a park land dedication requirement or a park impact fee.

2. The city should seek to develop and operate park and recreation facilities through cooperative arrangements with the Sedro-Woolley school district, Skagit County, and other public and private groups and agencies.
3. The city should continue to look to Skagit County for recreation programming until the city establishes a Parks and Recreation Director position and should work cooperatively with the county thereafter.
4. The city should cooperate with the rest of the county in meeting the need for major indoor recreational facilities through construction of multi-use facilities, such as that proposed at the Skagit Exposition and Recreation Center at Northern State.
5. The city should cooperate with the rest of the county in meeting the need for trails through development and implementation of a county-wide non-motorized plan.
6. The city shall establish its parks development standards and program in such a way as to ensure that there is a balance of larger, regional parks along with smaller, neighborhood parks.
7. The city shall approve future development regulations to ensure that:
 - a. Adequate open space buffers and landscaping are provided in new development.
 - b. Clustering new development and maximizing open space is one option that is considered.
 - c. Homeowners Associations are formed to manage common open space and recreational areas that are not needed as part of the city's parks program.
 - d. Park design minimizes maintenance and operations costs.
 - e. Subdivisions that continue Sedro- Woolley's traditional neighborhood design are encouraged.
8. Any city subdivision code requirements for park land dedication shall be extended to new multi-family and mobile home development and any in lieu payment shall be adjusted annually to reflect land price increases within the city of Sedro-Woolley as identified by the county assessor.
9. The city should work to secure Skagit County's agreement that city park standards and development regulations, and not those of Skagit County, will apply in the city's urban growth area.
10. The city should accept the proposal set out in the county parks plan that the county lend its resources to those of the city in securing potential park property within the city's urban growth area.
11. The city should work with the county to develop a fifteen (15) to thirty (30) acre Community Park at Northern State under the joint auspices of Skagit County and the city of Sedro-Woolley.

12. The annual city budget should provide adequate funding for maintenance of city parks after ensuring that all user groups pay their fair share and volunteer efforts are maximized.
13. As far as practicable, the city should seek to minimize its park development costs by working with service organizations, user groups, and volunteers.
14. This plan should be updated as necessary to meet changing conditions and to ensure that the goals and policies of the city comprehensive plan are met.
- ~~15. The city should work to increase the availability of RV parking space and facilities for residents and visitors to Sedro-Woolley. A downtown RV camp site would bring additional visitors and foot traffic to the commercial core of the city.~~
- ~~16. The city should work to construct a municipal pool, including exercise facilities, day care, and meeting rooms.~~
- ~~17. The city should implement a dynamic city-wide recreational program with sufficient staff for the parks and recreation department.~~
- ~~18. The city should consider the development of a performing arts center.~~
- ~~19. The city will maintain and improve the skateboard park by providing new equipment to meet the needs of youths in the city.~~
- ~~20. The city should work to develop a splash park, or interactive water fountain in which children may play.~~
- ~~21. The city should pursue opportunities to construct a small, uncovered, outdoor amphitheater for children's productions and other small-scale performances, using a hill or man-made berm for seating.~~
- 22-15. Unopened right-of-ways should be examined as potential parks.
- 23-16. Creek Corridors, power easement corridors and abandoned railway corridors shall be examined as potential parks and trails.
- 24-17. Harry Osborne Park may be expanded for parks and visitor information services.
- 25-18. Bicycle and pedestrian trails and paths should be separated from driving lanes by landscape strips or other means to provide more pedestrian-friendly experience for travelers using non-motorized transportation. Such separation on State Routes 9 & 20 is especially desired.
- ~~26. A new location for an additional baseball field appropriately sized for Babe Ruth league baseball games shall be sought and developed.~~
- 27-19. Currently a large portion of open space used for outdoor youth athletics is provided by the Sedro-Woolley School District. As new school development continues, the city continues to lose the use of these spaces. The city should work to acquire and develop adequate acreage to support youth athletics, and shall make improvements to existing

facilities utilizing funding from the state Resource conservation office and other grant funding sources.

~~28. The city should work with user groups and community service organizations to plan and develop an outdoor BMX bike facility.~~

~~29-20.~~ The city should make it a priority to plan and develop a community park on the north side of SR20 which has a large population of children and young families, but currently has no park.

Development Standards

Figure P-1 illustrates the areas within the city where parks and recreational facilities are located. The figure allows one to see where additional park lands and trails are necessary to accommodate the 2036 projected population.

The city has set a level of service (LOS) for parks and trails through 2036. The LOS is based on existing parks infrastructure and public input concerning the desired amount of parks in the city. The LOS is less than, but comparable to, the LOS set by other cities in the region. A full analysis of the existing parks LOS, the proposed parks LOS and the projected costs per new unit of development through 2036 are included in Appendix A to the Parks and Recreation Element. Below is a summary of the desired parks LOS for 2036 as determined through the Planning Commission's public hearing process:

- **Neighborhood, community and regional parks** – Ten (10) acres of neighborhood, community and regional park (total, not each park type) per 1,000 residents in 2036.
- **Open space** – Five (5) acres of open space park per 1,000 residents is recommended as the LOS for 2036.
- **Trails** – 1 mile of trail (separated from roadways) per 1,000 residents in 2036. This includes both trails on public lands and trails on private land where an easement is in place to allow public trail access.

Appendix A of the Parks and Recreation Element contains an up-to-date impact fee calculation that shows the anticipated costs of providing the city's desired LOS for its parks system. That calculation does not include existing deficiencies, only the amount of new parks needed to accommodate future population needs and the costs to improve newly acquired land. The city is electing to fund less than the full amount through parks impact fees, but will actively seek grants to fund the shortfall. Additional costs to fund the shortfall should be through private donations to this city park funds and through the city general fund.

It is recommended that an option of a dedication of land be continued in instances in which large subdivisions are being constructed in which dedication of land for recreational purposes would correspond to plans to be implemented in the parks element (i.e. neighborhood parks, an integral part of a trail system). Minimum dedication should be at least one half to one acre in size. A decision whether or not to accept a dedication of land in lieu of fees would be approved by the planning commission with consultation by the city council's parks committee. Dedication in lieu of the impact

fee was retained as an option in instances where the dedication would fit into the overall parks plan of the city.

Recommended Capital Facilities

Figure P-1 shows the location of existing city parks and trails. The city should strive to maintain a balance of regional community parks, smaller neighborhood parks, open spaces between neighborhoods, and a trail system linking such facilities.

Given that much of the projected population growth of the city is steered toward the north of the current city limits, and dispersed northeast and northwest, two separate community parks in the northern portion of the city would make sound planning sense. The city-owned property adjacent to the Fire Station No. 2 property is a likely location for a new city park that would meet this need. An unspecified location in the vicinity of the multi-family developments on Trail Road and the property within the Urban Village Mixed Use (UVMU) Overlay is also of interest. Further, given the number of existing neighborhood parks, joint-use facilities, and park size preferences articulated in this plan, it would be most useful to plan for each of these to be more than ten (10) acres in size.

Proposed Capital Projects

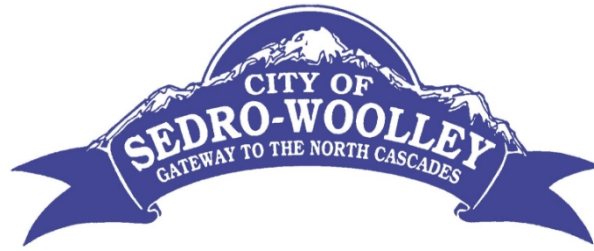
Based on the results of the Parks and Recreation survey, proposed parks and recreational development to occur between 2018-2024 should include the following projects:

- Design Park for North Side of City (2018- 2022) Identify land and purchase for future development of a community park on the North Side of SR20.
- Memorial Park Renovation Project (2019- 2020) Complete reconstruction of Memorial Park that includes splash park facility, new sidewalks, picnic structures and playground.
- Houser Park & Playfields (2019-2022) Construct park improvements including irrigation system, restrooms, fencing, shared use path, playground, and associated utilities.
- Fire Station No. 2 Park (2023-2024) The City owns approximately one acre of level land adjacent to the north side of the fire station on State Route 9, in the north end of the city. This property is encumbered by a 100-foot power line easement, but there is still potential for passive uses and some active uses. the western portion of the property is at the top bank of a slope leading to the Brickyard Creek riparian corridor, thus offering good opportunity to develop a walking path and interpretive signs along the area covered by native vegetation. The area under the power lines may be used as a grassy field or possibly and off-leash park. Development of this area would require minimal funding from the park impact fee fund.
- Sapp Road Activity Area (2021-2022) - The city will construct a passive recreational activity area south of Sapp Road between the Brickyard Creek Development and Township Street. In recent years, this area has experienced the most significant growth in the city. The city anticipates a donation of two to three acres by a developer at the site, adjacent to Brickyard Creek. The park will be designed for passive uses (i.e. walking, nature hikes and interpretive areas). Again, this project will rely to a great extent on volunteer labor and materials. Cost to develop the site to be funded by park impact fees, state grants (i.e. vegetation, fishery enhancement) and budgeted city funds.
- Sauk Mountain View Estates Area (2018- 2023) - With residential development

anticipated to occur north of the golf course on Fruitdale Road, an active use neighborhood park will be necessary in this location. The city accepted a donation of a three acre park at the western edge of the Sauk Mountain View Estates North. The property is under the PSE power lines and has limited development potential. Structures, including fences, goals, basketball hoops or back-stops, are not allowed by PSE. Activities in the park will be limited to passive uses such as walking paths, thus this park will be an open space park instead of a developed park. Funding for this project will be minimal, but will not likely take place until development in the west side of the park is completed in the future.

- Bassett Road Recreational Site (2023-2024) Again, with residential development anticipated to occur to the north of Sedro-Woolley, development of a recreational area will be necessary on the north side of the city limits. The city intends to convert the former 11.2 acre Bassett Road Landfill into a passive recreation site, with an emphasis on maintaining a natural recreational area (i.e. trails, nature hikes and interpretive areas). This project will rely to a great extent on volunteer labor and materials. Cost to develop this project to be funded by park impact fees and budgeted city funds.
- Northern State Recreational Area (NSRA) (on-going) - Owned by Skagit County, Consisting of 726 acres of former farm land, NSRA is being developed as a regional park destination. The County has plans for new ball fields, overnight camping and extensive walking and interpretive paths. A large-scale ecological restoration has been performed on the lower extent of Hanson Creek within the County property, and further restoration within the park area is expected. The City will continue to support the County's efforts to develop regional park improvements, including ball fields, at NSRA.
- State Street properties adjacent to Memorial Park (2018-2023) – Memorial Park, along with the city library, community center and senior center, makes up almost an entire city block between State Street, Pacific Street, Ball Street and a city alley. There are three landholdings adjacent to Memorial Park, fronting on State Street, that are not owned by the city. These properties obstruct visual connection to the park from State Street and generally present safety, usability and access issues for the park. The City has long-term intentions to acquire these properties and improve park access and infrastructure. Acquisition of these properties and subsequent improvements to be funded by park impact fees, budgeted city funds and potentially grant funding.
- Develop a walking trail under power lines from Bassett Road to Fruitdale Road (2022-2024). Puget Sound Energy maintains a 100-foot wide easement across the northwestern portion of the city. A walking trail below the power lines in this easement will provide a safe and scenic recreational amenity and make a convenient cross-town pedestrian corridor. It will be necessary to acquire an easement or other permission to use the area under the power lines as city trail. Trail development costs are anticipated to be minimal since developing permanent structures (besides a gravel trail) is not necessary.

Commented [AS3]: From previous Plan



Planning Commission Agenda Item

Agenda Item No.: h.2.

Date: July 15, 2025

From: Thomas Glover, Community Development Director

Subject: Comprehensive Plan Update - Capital Facilities Element

RECOMMENDED ACTION:

Review only - no action required/requested.

BACKGROUND/SUMMARY INFORMATION:

Comp. Plan Update - Planning Commission reviews each completed draft chapter (element) first before the item goes to the City Council.

FISCAL IMPACT, IF APPROPRIATE:

None identified at this time.

ATTACHMENTS:

1. Draft Capital Facilities Element_V1_071125_No Appendices

Chapter 7

CAPITAL FACILITIES ELEMENT

- 7.04 Introduction
- 7.08 Sewers/Sanitary Capital Facilities
- 7.12 Schools
- 7.14 Library
- 7.16 Public Safety: Fire Protection
- 7.20 Public Safety: Police Protection
- 7.24 Storm Water Management
- 7.28 Solid Waste Management
- 7.32 Capital Facilities Financing
- 7.36 Capital Facilities Goals and Policies
- Appendix A Sedro-Woolley Fire Department
- Appendix B Fire Equipment Replacement Schedule
- Appendix C Police Staff Estimates and Capital Outlay Costs
- Appendix D Police Mitigation Fee Analysis and Proposal
- Appendix E Sedro-Woolley School District #101 Capital Facilities Plan

Commented [DK1]: Will be inserted in the final draft

PRELIMINARY D R A F T: 07.09.2025

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7.04

INTRODUCTION

PURPOSE OF THE CAPITAL FACILITIES PLAN (CFP)

The capital facilities plan (CFP) element is required under the Growth Management Act (RCW 36.70A.080 (3)) and is an important part of the city of Sedro-Woolley’s comprehensive plan. It constitutes the City’s plan for capital facility development, maintenance and funding and implements Goal 12 of the Washington State Growth Management Act (GMA): “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 the current service levels below locally established minimum standards.”¹

According to Chapter 365-196 WAC (Growth Management Act — Procedural Criteria), the CFP element should contain at least the following features:

- Policies and procedures to ensure capital budget decisions are in conformity with the Comprehensive Plan
- An inventory of existing capital facilities, also referred to as “public facilities,” showing the locations and capacities of the capital facilities
- A forecast of the future needs for such capital facilities ~~based on the Land Use Element~~
- Proposed locations and capacities of expanded or new capital facilities
- At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes
- A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.
- ~~A statement that no local Comprehensive Plan or development regulation may preclude the siting of essential public facilities.~~

The Sedro Wooley A capital facilities plan (CFP) is an important planning tool. It demonstrates that the city has made a realistic review of the capital facilities that it provides (sewer/sanitary, transportation, parks and recreation, solid waste, police, fire protection, schools, and storm water) and determined the level of service that it can provide its existing and future residents. It identifies needed capital improvements and a reasonable financial plan to pay for them.

The Growth Management Act also requires that the Comprehensive Plan includes a process and criteria for siting of essential public facilities (RCW 36.70A.200). Goals and policies for the siting of essential public facilities are included in this element.

The capital facilities plan is also important for seeking state funding. An approved capital facilities plan is required by the Washington State Department of Commerce, for instance, to be eligible for the Public Works Trust Fund program.

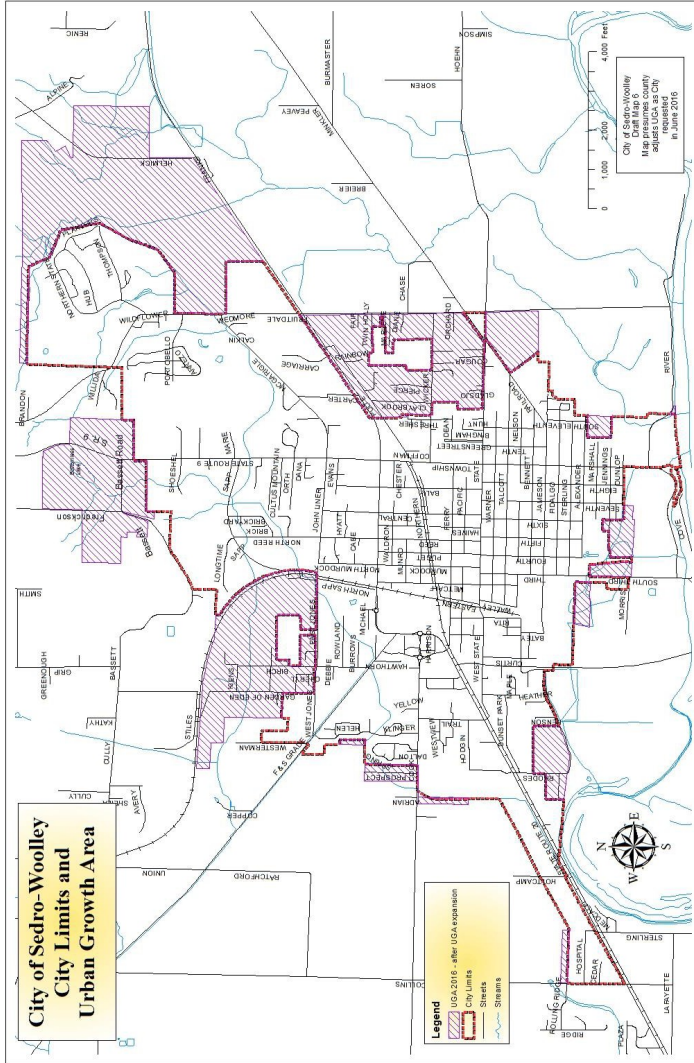
¹ RCW 36.70A.020

City of Sedro-Woolley Location

The city of Sedro-Woolley is located in Skagit County in northwestern Washington. The city is about seven miles east of Interstate 5 and about a mile and a half east of the city of Burlington. Main access routes to Sedro-Woolley are SR 20 and Cook Road from the west and SR 9 from the north and south. Access from Eastern Washington is seasonal as State Route 20 is open only from late spring to early fall.

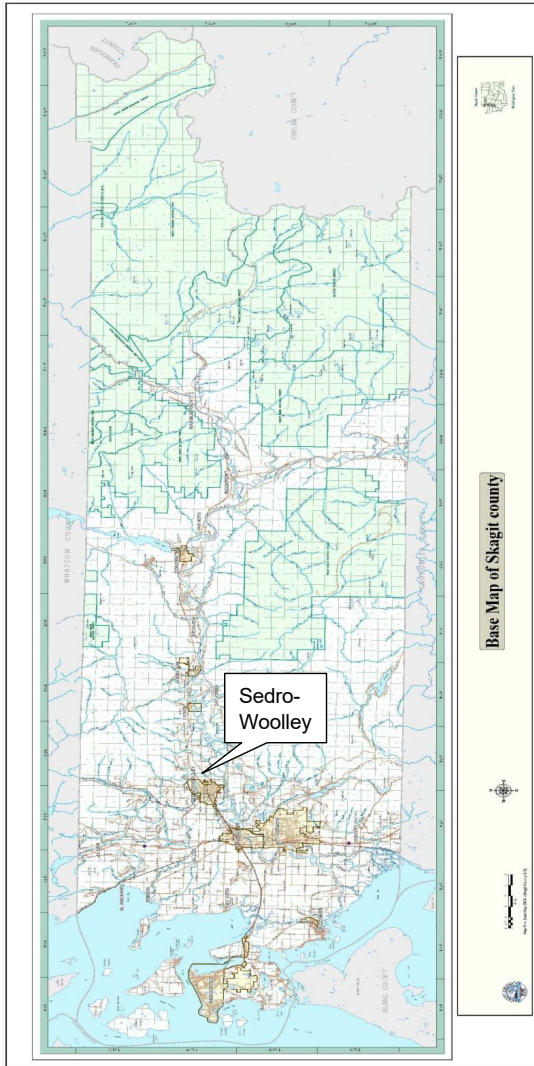
Figure CF-1 shows the urban growth area (UGA) that surrounds Sedro-Woolley. The UGA is defined by the county as the area within which the city of Sedro-Woolley plans to provide public services over a twenty (20) year planning horizon. Figure CF-2 shows Sedro-Woolley's location in Skagit County.

Figure CF-1 Sedro-Woolley City Limits and UGA Map



Commented [DK2]: City to provide an updated UGA Map

Figure CF-2 Skagit County and Sedro-Woolley Vicinity



OVERALL APPROACH TO THE CFP

This section describes the process for preparing the ~~2025~~2005 CFP. This process involved developing and evaluating a benchmark and a preferred alternative for each public facility based on land use alternatives defined by the city. The 2014 update process built on the exiting CFP and included updates to the previous data.

The process included analyzing the public facilities that support existing residential and commercial development and identifying future public infrastructure needs. Sedro-Woolley's [future land use map designations alternatives](#) and population projections presented in the overall comprehensive plan were used to identify these future needs.

The results of identifying current and future infrastructure requirements were combined to prepare individual capital improvement plans for each public facility. These individual sections are then combined into a final CFP. This CFP documents in one plan all capital improvement requirements, excluding transportation capital improvements which are identified in the transportation element of the city's comprehensive plan. It also identifies the sources and level of financial commitment and revenues necessary to meet the concurrency requirements of the Growth Management Act (GMA). As defined in the GMA, concurrency is the requirement that the city ensure that adequate public facilities and services be provided to service development at the time it is available for occupancy, without decreasing current service levels below locally established minimum standards. In summary, the CFP meets the following GMA requirements: Identifies existing public infrastructure needs for two time periods-years 2014 to 2020 and years 2021 to 2027.

- Establishes that concurrency is maintained
- Identifies the financing method (required for the six year period ~~2024~~20320)

DEFINING SEDRO-WOOLLEY'S CAPITAL FACILITIES

The City of Sedro-Woolley is a full-service municipality providing wastewater, stormwater drainage, a multimodal and street transportation system, a parks and recreation system, law enforcement, fire services, and administrative services. Drinking water is provided by the Skagit Public Utility District. The public library, public schools, power, gas, and internet services are provided by contract services, separate taxing districts, interlocal agreements, or by private providers.

The Transportation Element includes an inventory and the six-year transportation Improvement Program (TIP) which also includes a financing plan. For this reason, roads and non-motorized transportation projects such as trails referenced in the Transportation Element and associated plans do not need to be listed in the text of this CFP. Table CF-1 includes a list of [Capital facility service providers and corresponding functional plans](#).

FUTURE GROWTH MODELLING

[As noted in the Land Use Element, the final population and employment projections and targets countywide anticipate that Skagit County will grow by 29,580 people to a total population of 160,830 by 2045. This is based on the state Office of Financial Management's Medium population projection for the county.](#)

[For the City of Sedro-Woolley, the population target in 2045 is 16,596, an increase of approximately 4,000 people over the 2022 baseline. The unincorporated UGA is expected to grow by another 486 people to 1,986, for a total Sedro-Woolley UGA population of 18,582 in 2045.](#)

To help determine where future growth can be expected and to set policies to manage that future growth,

Commented [HH3]: Each jurisdiction should define capital facilities and identify which capital facilities and public services are included. Additionally, identify which capital facilities and public services support development

the city has updated its future land use map to reflect a new zoning classification and recent annexations. The city will also be making updates to the development regulations in the Municipal Code to address housing needs and growth. The city developed a “preferred” land use development plan. The preferred plan was reviewed in comparison to the “benchmark” or “no-action” alternative. These two growth scenarios offer a distinct vision of how land will be developed over the next twenty years. The benchmark land use alternative is the existing growth pattern and policies.

The new zoning classification creates a permanent Transitional Mixed Commercial (TMC) Zone (formerly and overlay) at the center of Town. This area is highly visible from State Route 20 and State Route 9 and is intended to develop commercially so as to attract more visitors into the core of the city, which includes the adjacent Central Business District. This new zone provides for a compatible mix of commercial, light manufacturing and residential development, which have been already been adopted, were required to implement the preferred alternative. The benchmark alternative continued the city’s historical patterns of land use. Under the benchmark scenario, previous zoning would have continued to guide and regulate future land use administration and decision-making.

Preferred Land Use Alternative

The preferred alternative is typical of a traditional urban growth pattern consisting of a concentrated downtown business center surrounded by residential land uses of decreasing density with distance from the city center. The central business district remains the location for most business and urban activity. At its edge, urban activities give way to large open spaces and agricultural uses. Industrial land uses also exist immediately adjacent to the central business district and next to major highways that run through the area. Auto-oriented commercial development along the SR 20 corridor is limited to nodes of existing development interspersed with light industrial uses. Historical areas of growth that continue in the midst of surrounding rural land use densities include the United General Hospital area at the extreme west end of town and the Northern State Campus in the northeastern portion of the urban growth area. Agriculture, recreation, and similar activities are encouraged in the southern border areas of the city, which cannot support urban development due to periodic flooding by the Skagit River. The preferred alternative reflects an orderly growth pattern that groups together compatible land.

Future urban growth area (UGA) expansion is expected to occur north of city limits as necessary. Farmland and wetlands prevent UGA expansion to the east and west. The Skagit River and its floodplain prevent further urban development south of city limits.

Benchmark Land Use Alternative

The benchmark or “no-action” alternative represented a continuation of historical land use development. There was less emphasis on the downtown core as the heart of the city and continued spreading out of non-residential activities. While the downtown area still contained most of the city’s private business activity, there was a pattern of businesses locating outside the urban core. This scenario could result in incompatible land uses being juxtaposed (e.g., heavy industry next to low-density residential land). Areas that have environmental constraints, such as flood hazard areas, could also be subject to incompatible land uses.

Level of Service Standards Analysis of Existing Facilities

Data collection involved compiling and analyzing existing reports, records, and documents as well as field verification and supplemental data collection. While a significant amount of data collection, analysis, and capital improvement planning work was accomplished by the city, there was a need to obtain more information. Additional data were collected from meetings with officials and City staff, public meetings, site visits, Skagit County Agencies (Public Works Department, Planning Department, Assessors Office, etc.), the Skagit Council of Governments, and State agencies (Department of Community Development, Office of Financial Management, Department of Employment Security, Department of Transportation, etc.).

Commented [DK4]: Land use alternatives are not being considered in this update.

PRELIMINARY D R A F T: 07.09.2025

Level of Service (LOS) standards for public infrastructure ~~were subsequently defined. These standards~~ represent the minimum acceptable level of service for a particular type of public infrastructure (sewer/sanitary system, transportation system, solid waste disposal, recreation/parks/open space, storm-water/drainage, emergency services, etc.). These standards ~~are were~~ used to determine deficiencies in existing infrastructure that need correcting and to identify future public infrastructure needs.

LOS standards help define a balanced approach between the city’s desire to provide the highest standards of service that are reasonably affordable and its goals for economic growth and development. LOS standards are also consistent with the city’s planning goals and policy objectives to have existing and future residents pay their fair share of the costs of providing each public service.

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Table CF-1 - Capital facility service provider and functional plans.

<u>Facility Type</u>	<u>Provider(s)</u>	<u>Description</u>	<u>Applicable Plan(s)</u>
<u>City of Sedro-Woolley</u>	<u>City of Sedro-Woolley</u>	<u>Includes City-owned buildings and property management related to City owned capital.</u>	<u>Adopted City Budget</u>
<u>Streets</u>	<u>Sedro-Woolley Public Works Department; WSDOT</u>	<u>Provides streets, sidewalks, traffic controls, and street lighting.</u>	<u>See the Transportation Element Adopted 6-Year Transportation Improvement Program</u>
<u>Public Transit</u>	<u>Skagit Transit</u>	<u>Provide bus services to park & rides.</u>	<u>Skagit Transit 6-Year Transit Development Plan</u> https://www.skagittransit.org/assets/1/7/2023-2028_TDP1.pdf
<u>Law Enforcement</u>	<u>City of Sedro-Woolley</u>	<u>Provides facilities that support the provision of law enforcement services.</u>	<u>Sedro-Woolley Capital Facilities Plan and Capital Improvement Program, Annual Police Department Budget, Police Protection Existing Personnel and Facilities Plan (2025)</u>
<u>Fire & Emergency Services</u>	<u>City of Sedro-Woolley</u>	<u>Provides facilities that support the provision of fire and emergency services, including ambulance service and advanced life support.</u>	<u>Sedro-Woolley Capital Facilities Plan and Capital Improvement Program, Annual Fire Department Budget.</u>
<u>Schools</u>	<u>Sedro-Woolley School District (School District 101)</u>	<u>Provides facilities for instruction for the City of Sedro-Woolley.</u>	<u>Sedro-Woolley School District Strategic Plan</u>

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<u>Facility Type</u>	<u>Responsible</u>	<u>Description</u>	<u>Applicable Plans</u>
<u>Library</u>	<u>Central Skagit Library</u>	<u>Provides access to books, movies, and music and to other community services like free wireless internet and public meeting space.</u>	<u>Central Skagit Libraries 2024-2028 Strategic Plan</u>
<u>Parks & Recreation</u>	<u>City of Sedro-Woolley Public Works Department</u>	<u>Provides facilities for passive and active recreational activities.</u>	<u>See the Parks, Recreation & Open Space Element</u> <u>Adopted City Budget</u>
<u>Water</u>	<u>Skagit Public Utility District</u>	<u>Infrastructure for providing drinking water to the City of Sedro-Woolley</u>	<u>See the Utilities Element</u> <u>Adopted 2023-2027 Strategic Plan</u> <u>2024 Water System Plan</u>
<u>Stormwater</u>	<u>City of Sedro-Woolley Public Works Department</u>	<u>Provides facilities used in collection, transmission, storage, and treatment within the city.</u>	<u>See the Utilities Element</u> <u>Updated Integrated Stormwater Management Plan</u>
<u>Sanitary Sewer / Wastewater</u>	<u>City of Sedro-Woolley Public Works Department</u>	<u>Provides facilities used in collection, transmission, storage, and treatment within the city.</u>	<u>See the Utilities Element</u> <u>Updated Comprehensive Sewer/Sanitary Plan</u>
<u>Electric and Natural Gas</u>	<u>Puget Sound Energy</u>	<u>Provides electric and natural gas service to homes and businesses in the city.</u>	<u>See PSE Planning: Integrated System Plan, Electric Progress Report</u> <u>https://www.cleanenergyplan.pse.com/library</u>

Analysis of Future Needs

The same LOS standards were applied to two future growth alternatives (the benchmark and the preferred alternatives) described in the comprehensive plan land use element. The city identified deficiencies for each alternative for the years 1995 to 2001 and years 2002 to 2015. This analysis led to the development of a capital facility improvements list that would correct the identified deficiencies. The costs associated with the future projects were also calculated.

Financing Capital Facility Improvements

Capital improvement projects and associated costs were evaluated with regard to the city's financing capability. Under the GMA, the city is required to show how it will pay for necessary capital improvements. This requirement is to ensure the city maintains concurrency. Capital facilities improvements must be implemented concurrently with growth and development so that both existing and new residents and businesses are provided vital public services at the city's

selected LOS standards.

A six-year financial plan (2025 - 2031~~44~~ to 2020) that identifies funding levels and sources for each set of capital facilities must be included in the capital facilities plan. Requirements for demonstrating funding capability for the years 2021-2027 are not as stringent as for the six-year period because of the difficulty of revenue forecasting and funding source identification, and because the GMA requires the city to review its capital facilities plan every two years, at a minimum. The city has proposed a more rigorous, annual review schedule for updating the capital facilities plan and financial section.

If the city determines in its financial review that it cannot fund the capital improvements identified in the six-year period, the city must make adjustments. The GMA suggests several methods to adjust the capital facilities plan so that the city can pay for the improvements. These methods include making financial adjustments such as incorporating new sources of funds (impact fees, state grants and loans, excise taxes, creation of utility districts, etc.), adjusting the alternative land use classifications, and lowering LOS standards so that fewer capital improvement projects are identified. The city was compelled to make such adjustments after an initial funding review for several of the capital facilities studied. LOS standards for transportation system improvements were changed because of the very high costs identified in the initial analysis.

CFP ORGANIZATION

This CFP is organized around each of the public services provided by the city of Sedro-Woolley and the school system for which capital facility planning is required to accommodate future growth. The discussion of each public facility begins by covering the existing conditions for the facilities. Next, the level of service (LOS) standards developed for the facilities are subsequently covered, along with the results of applying LOS standards to define current capital facility deficiencies and recommendations for future improvements. Finally, a listing of applicable goals and policies that have been developed to guide planning for that particular service are presented.

The Growth Management Act requires that the capital facilities element of the comprehensive plan be prepared setting forth guidelines for the purposes of comprehensive planning and coordination. Levels of services described in the following narratives are the estimates of the separate capital facilities. The following areas were identified as capital facilities for Sedro-Woolley:

1. Transportation (Ch. 3 of Comprehensive Plan)
2. Parks and Recreation (Ch. 6 of Comp Plan)
3. Sanitary Sewer (Section 7.08)
4. Schools (Section 7.12)
5. Libraries (Section 7.14)
6. Fire (Section 7.16)
7. Police (Section 7.20)
8. Storm Water (Section 7.24)
9. Solid Waste (Section 7.28)

Each of these items shall be addressed in the capital facilities element under a separate discussion. Water was not addressed in the capital facilities element since it is provided to Sedro-Woolley and the urban growth area by PUD #1 and is discussed further in the utilities element of the comprehensive plan.

SEWER/SANITARY CAPITAL FACILITIES

Commented [DK6]: Replaced pages 170-179 with updated plan sections provided by PACE.

EXISTING SEWER/SANITARY SYSTEM

The City of Sedro-Woolley (City) sewer service area spans approximately six square miles, aligning with its existing Urban Growth Area Boundary (Figure CF-2). The city currently provides sanitary sewer collection and wastewater treatment services to over 3,500 connections. Facilities that support the sewer system include the conveyance (pipeline) network, pump stations, the wastewater treatment facility, biosolids disposal, and an effluent outfall to the Skagit River. The conveyance system includes side sewers, gravity and force mains, and 12 pump stations.

A Comprehensive Sewer Plan was prepared in 2019 to update the previous 2005 Plan. The next sewer plan upgrade is scheduled for 2029. Since the completion of the 2019 Plan, the city has completed a number of pipe improvement projects and has extended service to previously unserved areas on Borseth and Robinson Streets in the southwest portion of the city. Some residences within the urban growth area (UGA) are served by septic tanks. Although the majority of septic tank systems are outside the city limits, several residences within the city are still on septic tanks. These systems will be discontinued as city sewer connections become available.

In recent annexations, five areas within the UGA were annexed into the city boundary (Hanson, Polte Road BLA, Hopke-Salt, Valley High, and Falklands). The city will phase out septic systems in newly annexed areas as sewer connections become available.

Remaining collection system upgrades identified in the 2019 Plan consist of annual renewal and replacement projects that target concrete mains and services as the first priority.

The wastewater treatment facility, originally constructed in 1973, has undergone several modifications, including a new clarifier constructed in 1992 and a comprehensive upgrade completed in 1998/1999. This upgrade included improvements to the headworks, added digester capacity, UV disinfection, added sludge dewatering capacity, and an added anoxic tank for secondary treatment. The plant currently operates below capacity; however, much of its equipment is approaching the end of its useful lifespan, necessitating strategic upgrades. It is projected that the plant capacity will not reach the 85 percent level until 2035, though equipment upgrades may be necessary before then. The city continues to contract with the Boulder Park facility in eastern Washington to haul and dispose of the biosolids via land disposal. The city is also exploring alternatives for solids processing, which may reduce or eliminate the need for land disposal by the current methods.

Pipelines

Wastewater is conveyed to the treatment plant through a network of pipelines ranging from 4 to 36 inches in diameter, totaling 262,540 linear feet. These pipelines include both gravity lines and force mains (pressure pipes). The city is responsible for maintaining sanitary sewer mains, which run through streets and public rights-of-way. Side sewers, connecting individual properties to the mains, are managed jointly: The city oversees the portion from the main to the property line, while property owners are responsible for the section extending from the property line to their home.

Pump Stations

Pump stations are required when natural topography does not allow for gravity flow to the treatment plant. A pump station receives flow from one area by gravity and pumps that flow over a topographic ridge to continue to

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the treatment plant. Sedro-Woolley has twelve pump stations that route flow through the Third-Metcalf Street and Township Street primary sewer basins.

Wastewater Treatment Facilities

The liquids and solids streams of a wastewater treatment facility are separately handled. Influent pumps route the wastewater through a screening removal facility to begin the treatment process. The wastewater treatment facility utilizes grit separation facilities, an oxidation ditch, secondary clarifiers, and UV disinfection to prepare the inflow for discharge.

Liquids Stream

After the final stage of UV disinfection, the flow is liquid stream and is discharged through a 24-inch diameter outfall into the lower Skagit River

Solids Stream

For this Plan, “solids” refers to biosolids. Two 35-foot-diameter aerobic digesters provide sludge stabilization, generating sludge that is suitable for land application. The plant has a gravity belt thickener and belt filter press to dewater sludge. The gravity belt thickener can be used to thicken the sludge either prior to addition to the digesters, or in between the digesters. The belt filter discharges the resulting Class B Biosolids via belt to trucks for haul to disposal. The City of Sedro-Woolley contracts with the Boulder Park facility in eastern Washington to haul and dispose of the biosolids via land disposal.

LAND CAPACITY AND SEWER EXTENSIONS

The Skagit Council of Governments (SCOG) issued the “Skagit County Population, Housing and Employment Growth Allocations” final report on April 29, 2024. Within that report, growth allocations (population, housing, and employment) are assigned to all cities, unincorporated UGAs, and rural areas and projected out to 2045. Population data and projections are sourced from the Washington State Office of Financial Management (OFM). Housing unit allocations leverage the Washington State Department of Commerce Housing All Planning Tool (HAPT). Employment allocations and projections use data from the Bureau of Labor Statistics, US Census Bureau Non-Employer Statistics, and Washington State Employment Security Department (ESD). Allocations are also informed through feedback from county and city planners. In 2024, the city worked with Facet NW Inc. to perform a land capacity analysis. This resulting report evaluates the relationship between the development capacity of tax parcels within city limits under current zoning and the projected need for commercial/industrial (employment) and residential uses over the 20-year planning horizon while applying a 25 percent infrastructure deduction. An additional 15 percent market factor deduction for vacant land and 20 percent market factor reduction for partially vacant land was utilized for estimating residential capacity. For estimating employment capacity, an additional 25 percent market factor deduction was applied. This land capacity analysis was utilized in collaboration with the 2019 General Sewer Plan for the development of this Sewer Element of the Capital Facilities Chapter Update to the Comprehensive Plan.

Within the existing city limits, the sewer system will be upgraded through an improvement program that considers demands for residential, commercial, and industrial sewer service. For instance, residential infilling and increased residential densities will be encouraged. Similarly, there will be new locations for industrial and commercial activity. Design of sewer system capital improvements will have to take the current land use changes into account.

The sewer system will only be extended to unsewered areas outside the current city limits after the city annexes the area. It is the city’s policy (Policy S1.2) to bring sewer service to residents by requiring large new developments to connect to the city sewer.

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The Skagit County Health Department currently has jurisdiction over all septic tanks, both within and outside the city limits. City ordinances (Chapters 13.08 and 13.12) require that new short plats (measured from the property line) and structures within 200 feet of a public sewer be connected to the public sewer, at the expense of the property/structure owner. It is city policy that residences outside of the 200 foot limit with properly functioning septic systems may be allowed, however, these residences will be required to connect to the sewer system when it becomes available. Homes with deficient septic systems will be required to hook up to the sewer system.

Outside the city limits but within the UGA, existing septic systems will also continue to be allowed. Residences with properly functioning septic systems in areas annexed to the city will be allowed, although these residences will be required to connect to the existing sewer system when it becomes available. Residences with deficient septic systems will be required to hook up to the sewer system. New subdivision developments will be required to hook up to the city's sewer system.

SYSTEM ANALYSIS

This section of the Chapter provides an evaluation of the Sedro-Woolley collection system facilities regarding current sewage flows and anticipated ultimate flows. This section also provides recommendations for providing sewer service to currently unsewered areas of the city and an analysis of the impacts of extending sewer service to unsewered areas on the existing downstream sanitary sewer system. A summary of the recommended collection system improvements is provided throughout this Chapter.

The recommendations outlined in this Chapter are based on general assumptions regarding the timing and location of anticipated development. The land use, population and flow projections dictate improvement recommendations and are based on specific development proposal information provided by the city. In most cases, however, they are based on more general information regarding potential densities allowed by existing zoning designations. The recommendations for the sewer system in this Chapter are therefore conceptual, and the precise location, size, and configuration of the recommended facilities will be determined by engineering design at the time of development and in accordance with all applicable design criteria, construction standards, and regulatory requirements.

Service Area Policies

The City of Sedro-Woolley currently provides sanitary sewer service within the City boundary, although there are currently some areas within the City limits that are served by septic systems. It is the City's policy to provide service to areas within the City in accordance with the established schedule of fees and charges. Sewer service will only be extended outside the City limits upon annexation of the area into the City or with City Council approval. A variety of goals and policies were established prior to the development of the recommendations for collection system improvements and are summarized as follows:

Goals and Policies

Goals

- Evaluate the future needs of the City based on the information provided in the City's comprehensive land use plan and by Skagit County's comprehensive land use plan for areas outside the City's UGA.
- Analyze the existing and future system needs in conjunction with City staff knowledge, accepted engineering practices, and the minimum design criteria.
- Develop practical and cost-effective collection system alternatives and improvement recommendations to provide an efficient and reliable sanitary sewer system operation to serve the existing and future needs of the City's customers.
- Maximize gravity sewer service wherever possible based on efficiency, cost-effectiveness, and feasibility.

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- Develop system strategies and improvement recommendations that are consistent with the protection of health, safety, welfare, and minimization of impacts to the environment.
- Identify recommended improvements to meet the City's needs at ultimate development and consider project phasing where appropriate.
- Identify "non-project" related recommendations that will improve the overall efficiency of the wastewater collection system.

Policies

- Policy SS1.1: Maintain a safe, efficient, and cost-effective sewage collection and treatment system.
- Policy SS1.2: Require all new subdivisions to connect to City sewer.
- Policy SS1.3: Existing septic systems shall be replaced with City sewer when it is available. The City shall seek sources of financial aid to assist low-income residents with this cost.
- Policy SS1.4: Monitor groundwater quality in areas of septic service on a timely basis.
- Policy SS1.5: Update the Sewer System Plan every 10 years on a rotating schedule with other capital facilities plans.
- Policy SS1.6: Eliminate any point or non-point pollution sources associated with sewage transport and disposal.
- Policy SS1.7: Monitor infiltration and inflow through routine television inspection. Conduct improvements to limit and reduce current infiltration and inflow.
- Policy SS1.8: The following service guidelines should be used to determine the impacts of new development upon existing public facilities.
 - Pipelines – provide for no more than 80% capacity of peak flow sewer.
 - Pump Stations – Provide for no more than 80% capacity of peak pumping rate.
 - Wastewater Treatment Facility (Liquid Stream) – Provide for no more than 80% hydraulic loading or organic loading (whichever is limiting).
 - Wastewater Treatment Facility (Solid Stream) – Provide for no more than 80% hydraulic loading or solids loading (whichever is limiting).
 - Septic Tanks – It is the policy for septic systems to necessitate no more than 1 acre to support a single equivalent residential unit.
- Policy SS1.9: Provide capital improvements to correct existing deficiencies, to replace worn out or obsolete facilities, and to accommodate desired future growth.
- Policy SS1.10: Coordinate land use and public works planning activities with an ongoing program of long-range financial planning, to conserve fiscal resources available to implement the capital facilities plan.

The Collection System

analysis of the city's primary system facilities in each of the city's two major drainage basins (Township and Third-Metcalf) was conducted by the model developed in Excel. The Excel model utilizes pipe attributes such as material, slope, and diameter to calculate the total maximum flow capacity for each pipe modeled in the system. Comparing a maximum capacity for each pipe to the anticipated instantaneous peak flows in the system allows for identification of areas of the system which currently or may in the future experience surcharges.

The city's sewer system was evaluated through three modeled scenarios:

- _____ Existing conditions: reflecting current system usage,

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• +10
Years conditions: near-term scenario utilizing estimated flows 10 years in the future, and

• +20
Years conditions: long-term scenario using anticipated flows 20 years in the future.

With population and employment data, the Excel model calculates base flows, peak flows, and infiltration and inflow (I&I) in gallons/acre/day (gpad) to help assess the capacity of modeled pipes for the three modeling periods. An I&I rate of 1,200 gpad was assigned to the area within a 100-foot buffer around each gravity sewer main within each basin. This assumes that I&I can enter the system if within 100 feet of a sewer main.

The model is designed to analyze the larger pipelines or trunks for comprehensive planning purposes. For the Sedro-Woolley system, it was determined that major pipelines should be modeled; and one trunk line per basin as sewer branches typically do not have capacity issues. Private side sewers and laterals are not modeled. Specifically, critical gravity pipelines from specific drainage basins and mains in areas of concern were included in the model.

Existing Conditions

The existing system model was constructed to represent existing conditions within the primary basins and sub-basins of the city. The existing system model is based primarily on recently obtained GIS information with additional input from system as-built information, historical and current flow data, and/or other appropriate city records. Due to the relatively flat topography of Sedro-Woolley, gravity collectors and interceptors in the past were constructed at smaller slopes to prevent excessive depths of pipe. Therefore, many slopes fall below what is recommended to maintain a cleansing velocity of 2.0 feet per second when flowing full. It is recommended that any new sewer be designed and constructed to meet minimum slope criteria to prevent sediment buildup and blockage, which reduces maintenance costs.

From city staff input, the focus for improvement of the system was to identify capacity issues and identify pipes that were needing replacement. Staff indicated that rehabbing or replacing concrete pipe was one of the focuses for this capital improvement plan (CIP). These problem areas represent potential bottlenecks, high grease inflow, and past system back-ups resulting from issues with pipes and/or high flows. Projected new development inflows from upstream of these problem areas will likely cause additional surcharges or backwater conditions in the identified problem areas.

+10 Years

The 10-year planning horizon represents halfway build-out conditions. These conditions were modeled with an average I&I rate of 1,200 gpad on a 100-foot buffer around each gravity sewer main and a peaking factor of 3.0 applied to the future half build-out scenario based upon UGA and zoning. Any sewer mains exhibiting full pipe flow or manhole surcharging would be targeted as a future capital improvement project. Discussing potential projects with city staff, no major improvements (trunk lines, pump stations, etc.) are planned that would have any major effect on the collection system model.

+20 Years

The 20-year planning horizon represents maximum build-out conditions. These conditions were modeled with an average I&I rate of 1,200 gpad on a 100-foot buffer around each gravity sewer main and a peaking factor of 3.0 applied to the future full build-out scenario based upon UGA and zoning. Any sewer mains exhibiting full pipe flow or manhole surcharging would be targeted as a future capital improvement project.

Existing Treatment Facility

Condition

A Condition Assessment Report Technical Memorandum was prepared for the Sedro-Woolley Treatment Plant and delivered in February 2016. The assessment was performed by the Brown and Caldwell staff in December 2015. The condition assessment categorized the recommendations by mechanical, structural, and electrical. The report indicated that the plant was in good condition and was well-maintained, except for a few systems.

Although well-maintained, four mechanical systems needed repair and/or replacement: a leaking digester 2 aeration piping, digesters 1 and 2 course-bubble diffuser piping, a leaking sludge pump, and automatic polymer mixing system.

All structures appeared to be in reasonably good condition with no significant detrimental impacts caused by age or operation. A few areas that were visible needed minor repairs to address specific leaks and expansion joint seal failures. Due to the age of clarifier #1, the structural condition was uncertain and additional inspection was recommended.

Overall, the electrical and I&C system hardware, PLCs (programmable logic controllers), I/O (input/output) modules, control servers, HMIs (human-machine interfaces), and workstations were all in good working condition. Some of the control equipment was replaced or upgraded in the previous three years, based on the report by Brown and Caldwell. Electrical equipment was largely protected from the environment and most of the electrical distribution equipment was in its useful service period. Given the condition at the time of inspection and level of maintenance, it was expected that the full 40-year investment would be achieved for all of the equipment observed. While all electrical equipment eventually succumbs to age, it was apparent that diligent and thorough maintenance had been applied thus far and led to a situation where a moderate amount of flexibility exists within the system for desired changes or upgrades. As the plant ages, planned, measured, and prioritized replacements will be possible. For example, the secondary treatment and solids handling systems are known to present significant needs going forward. The WWTP uses an activated sludge system consisting of a single oxidation ditch and two secondary clarifiers. This system lacks redundancy in concrete tankage, which is a significant concern as the existing concrete oxidation ditch approaches 50 years of age. The current system, while optimized by the operators to reliably meet permit requirements, has limited flexibility relative to the current state-of-the-art activated sludge system designs.

Capacity

The overall plant capacity at the Sedro-Woolley WWTP was assessed in the Brown and Caldwell Capacity Report in 2018. With both clarifiers and all secondary process tankage (including the anoxic tank and oxidation ditch), the current overall plant capacity was determined to remain at the current design value of 2.07 MGD on a maximum month basis as defined in Ecology's Criteria for Sewage Works Design (Ecology 2008). This is based on the peak hour hydraulic capacities of the grit tanks, UV system, and effluent pumps (7.18 MGD as peak hour flow [PHF], assuming the same PHF:MMF ratio). Accounting for the hydraulic bottlenecks at the grit tank effluent box and flow diversion box, the plant peak hour flow capacity is limited to values less than the design value. Further, the original oxidation ditch was not designed to provide denitrification and the city has adapted the operation to achieve this and the associated process benefits. However, this approach ultimately limits the rated capacity of the oxidation ditch system, and this must be considered relative to future growth.

The existing Sedro-Woolley Treatment Plant operates under current capacity limits. Upgrades to the treatment plant due to recent increases in max-month flows are planned by the city in order to restore the plant to its original capacity. Other maintenance and operations improvements, as outlined in the CIP, were discovered through the condition and assessment report prepared by Brown and Caldwell.

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The existing WWTP has been well-maintained for its age and the city has maximized the useful life of the facility and its components. Significant portions of the WWTP are nearing the end of their intended life and should be thoroughly evaluated for either rehabilitation and continued use or complete replacement. The city has proactively begun preparing early enough to prudently plan, design, and construct coordinated, facility-wide improvements. The city is currently developing a Facility Plan that will thoroughly analyze the WWTP and identify major necessary improvements. The Facility Plan will outline a variety of upgrade options, provide cost/benefit of each, and one or two preferred alternatives. After the preferred alternative is selected, preliminary engineering will begin to prepare for and evaluate the potential of pursuing an alternative construction method.

CAPITAL IMPROVEMENT PROJECTS

Although the recommended projects are as concise as possible, they are presented at a “planning level” of detail and are in no way meant to replace analysis and engineering required at the time of project implementation. In some cases, the magnitude of projects required cannot be identified without such additional analysis and monitoring. This is particularly true in the case of rehabilitation projects, where video inspection of pipelines is required to determine the extent and priority of the projects. In these instances, a worst-case scenario was assumed to provide the city with more conservative budgeting information.

The city is currently working on the following improvements:

- Annual Sewer Main Upgrade Project. This \$250,000 annual project improves existing mains over 50 years old, primarily concrete and vitrified clay pipe, by a combination of replacement or lining with Cured-in-Place Pipe (CIPP), Pipe Bursting, or other trenchless methods. The most recent version of this project is the 2017 Sanitary Sewer CIPP Project, which rehabilitated approximately 8,700 linear feet of sanitary sewer main.
- Annual Manhole Rehabilitation Project. This \$50,000 annual project installs a liner in existing manholes to reduce I&L.
- Annual Wastewater Treatment Plant Equipment Upgrades. This \$100,000 annual project targets mechanical equipment at or beyond its useful design life. The most recent version of this project is the 2024 WWTP Plant Water Building HVAC Modifications Project. This project will demolish existing ductwork, ventilation fans, and intake and exhaust louvers, install new ductwork, ventilation fans, supply and exhaust grills, and all necessary power and controls.

TABLE 7.08-1

WASTEWATER IMPROVEMENT PROJECTS RECOMMENDED WITHIN THREE YEARS

<u>Project Type</u>	<u>Project No.</u>	<u>Project Description/Location</u>	<u>Description of Deficiencies</u>	<u>Corrective Actions Involved</u>	<u>Estimated 2025 Project Cost*</u>
<u>Rehab/ Replacement</u>	R-1	<u>Alley between Fidalgo St and Sterling St, west of Township St and Fourth St</u>	<u>Existing pipes beyond design life</u>	<u>Replace or rehabilitate 2,300 LF of 18-inch sewer main</u>	<u>\$621,121</u>
	R-2	<u>North of Warner St and east of Township St</u>	<u>Existing pipes beyond design life</u>	<u>Replace or rehabilitate 1,400 LF of 8-inch sewer main</u>	<u>\$356,381</u>
	R-6	<u>Alley between Reed St. and Haines St.</u>	<u>Existing pipes beyond design life</u>	<u>Replace or rehabilitate 400 LF of 8-inch sewer main</u>	<u>\$101,823</u>
	R-7	<u>Alley between Gibson St. and Northern Ave.</u>	<u>Existing pipes beyond design life</u>	<u>Replace or rehabilitate 400 LF</u>	<u>\$101,823</u>

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				<u>of 8-inch sewer main</u>	
	<u>R-9</u>	<u>Along Northern Ave. from Metcalf to Murdock/Puget Alley; along Metcalf from Northern Ave. to alley between Munro and Gibson</u>	<u>Existing pipes beyond design life</u>	<u>Replace or rehabilitate 510 LF of 18-inch sewer main, 120 LF of 12-inch sewer main, and 500 LF of 10-inch sewer main</u>	<u>\$254,558</u>
Expansion	<u>E-5</u>	<u>East Jones Road (Corridor Project C1A)</u>	<u>Unsewered areas</u>	<u>Install approximately 1,350 LF of 8-inch-diameter sewer main</u>	<u>\$346,198</u>
	<u>E-6</u>	<u>Patrick Road (Corridor Project C1B)</u>	<u>Unsewered areas</u>	<u>Install 1,100 LF of sewer main</u>	<u>\$264,740</u>
	<u>E-7</u>	<u>Trail Road – F&S Grade Road to Jones Road (Corridor Project C9B)</u>	<u>Unsewered areas</u>	<u>Install 900 LF of sewer main</u>	<u>\$229,102</u>
	<u>E-8</u>	<u>Trail Road – Cook to F&S Grade Road (Corridor Project C9A)</u>	<u>Unsewered areas</u>	<u>Install approximately 2,030 LF of sewer main</u>	<u>\$519,298</u>
Treatment Plant	<u>TP-2</u>	<u>Digester Aeration Upgrade – Blowers</u>	<u>Due to limitations with the existing disk style diffusers, the blowers have been operated at low speed only since plant start-up in 1999.</u>	<u>Upgrade aeration system</u>	<u>\$821,500</u>
	<u>TP-5</u>	<u>Anoxic Tank Mixer Upgrade</u>	<u>The tank is equipped with an aeration system instead of mixers, which has a negative impact on denitrification when the anoxic tank is used.</u>	<u>Demo old structure and reactivate coarse bubble system</u>	<u>\$211,283</u>
	<u>TP-6</u>	<u>Facilities Plan</u>	<u>Significant portions of the WWTP are nearing the end of their intended life and should be thoroughly evaluated for either rehabilitation and continued use or complete replacement.</u>	<u>Prepare report to analyze the WWTP and identify major necessary improvements</u>	<u>\$254,558</u>

Note: Estimated project costs are based on professional engineering opinions. These costs include construction costs, tax, overhead costs, project design engineering and surveying, legal and administrative services (25%), and a contingency factor varying between twenty-five (25) and forty (40) percent depending on project size and estimated scope. Project costs from the 2019 Comprehensive Sewer Plan were amplified to 2025 dollars by applying a multiplier of 1.02 based on the ratio of the 2025 average annual construction cost index to the 2019 average annual construction cost index.

TABLE 7.08-2

WASTEWATER IMPROVEMENT PROJECTS RECOMMENDED FOR ACTION IN MORE THAN THREE YEARS

<u>Project Type</u>	<u>Project No.</u>	<u>Project Description/Location</u>	<u>Description of Deficiencies</u>	<u>Corrective Actions Involved</u>	<u>Estimated 2025 Project Cost*</u>
Rehab/Replacement	<u>R-8</u>	<u>Along E side of SR9 from Alderwood Ln to Sapp Rd.; along W side</u>	<u>Existing pipes beyond design life</u>	<u>Replace or rehabilitate 3,500 LF of 10-inch sewer main</u>	<u>\$926,590</u>

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		<u>of SR9 from Sapp Rd. to McGarigle Rd.</u>			
<u>Infill</u>	<u>I-1</u>	<u>North Ball Street</u>	<u>Unsewered areas</u>	<u>Install 1,500 LF of 8-inch sewer main</u>	<u>\$386,928</u>
	<u>I-2</u>	<u>Rowland Road</u>	<u>Unsewered areas</u>	<u>Install 1,200 LF of 8-inch sewer main</u>	<u>\$305,469</u>
	<u>I-3</u>	<u>Burrows Lane</u>	<u>Unsewered areas</u>	<u>Install 650 LF of 8-inch sewer main</u>	<u>\$162,917</u>
	<u>I-4</u>	<u>F&S Grade Road</u>	<u>Unsewered areas</u>	<u>Install 1,100 LF of 8-inch sewer main</u>	<u>\$274,922</u>
	<u>I-5</u>	<u>Carter Street</u>	<u>Unsewered areas</u>	<u>Install 1,634 LF of 8-inch sewer main</u>	<u>\$509,155</u>
<u>Expansion</u>	<u>E-1</u>	<u>Railroad Ave and Minkler Road</u>	<u>Unsewered areas</u>	<u>Install pump station and 1,000 LF of force main to connect to existing gravity sewer</u>	<u>Developer Funded</u>
	<u>E-2</u>	<u>SR 20 to Collins Road</u>	<u>Unsewered areas</u>	<u>Install 1,700 LF of 8-inch sewer main</u>	<u>Developer Funded</u>
	<u>E-3</u>	<u>Bottomless Lake</u>	<u>Unsewered areas</u>	<u>Connect areas to sewer upon development</u>	<u>Developer Funded</u>
	<u>E-4</u>	<u>Portobello</u>	<u>Unsewered areas</u>	<u>Connect areas to sewer upon development</u>	<u>Developer Funded</u>
	<u>E-9</u>	<u>Olmstead Park</u>	<u>Unsewered areas</u>	<u>Install 750 LF of sewer main</u>	<u>Developer Funded</u>
<u>Treatment Plant</u>	<u>TP-7</u>	<u>WWTP Upgrade</u>	<u>Aging, critical infrastructure</u>	<u>Perform facility upgrades based on the recommendations of the Facility Plan (TP-6)</u>	<u>\$13,618,837</u>
	<u>TP-8</u>	<u>WWTP Upgrade – Relocate Displaced Street Shop Bldgs</u>	<u>Aging, critical infrastructure</u>	<u>Relocate Displaced Street Shop buildings</u>	<u>\$458,204</u>
	<u>TP-9</u>	<u>Replace diaphragm pumps with rotary lobe pumps</u>	<u>Aging, leaking sludge pumps</u>	<u>Replace pumps with rotary lobe pumps</u>	<u>\$30,547</u>
	<u>TP-10</u>	<u>Replace polymer mixers with auto polymer mixing system</u>	<u>Mixing polymer to feed the gravity belt thickener is a manual, batch process that produces variable results and polymer buildup on all surfaces around the operation.</u>	<u>Install an automatic polymer mixing system</u>	<u>\$13,237</u>
	<u>TP-11</u>	<u>Varcor Biosolids Processor</u>	<u>The City of Sedro-Woolley contracts with the Boulder Park facility in eastern Washington to haul and dispose of the biosolids via land disposal.</u>	<u>Install a Varcor Biosolids Processor to reduce or eliminate the need of the Boulder Park facility</u>	<u>\$254,558</u>

Note: Estimated project costs are based on professional engineering opinions. These costs include construction costs, tax, overhead costs, project design engineering and surveying, legal and administrative services (25%), and a contingency factor varying between twenty-five (25) and forty (40) percent depending on project size and estimated scope.

**TABLE 7.08-3
ANNUAL WASTEWATER O&M PROJECTS**

<u>Project</u>	<u>Program Name</u>	<u>Project Description</u>	<u>Annual Cost (\$/year)</u>
<u>A</u>	<u>Annual Pump Station Rehabilitation</u>	<u>Yearly sewage pump station rehabilitations and maintenance tasks.</u>	<u>\$70,000</u>
<u>B</u>	<u>Annual Renewal and Replacement</u>	<u>Yearly sewer main replacement for deteriorating concrete pipe, undersized and flat sewer mains throughout the city.</u>	<u>\$350,000</u>
<u>C</u>	<u>Repair Existing Sewer System</u>	<u>Provide emergency repair services for old mains and problem connectors.</u>	<u>\$35,000</u>
<u>D</u>	<u>Annual I&I Reduction Program</u>	<u>Study and provide basin consolidation report to test for I&I in each subbasin with problem subbasins as priority. Conduct TV inspection and smoke testing as needed to determine cause of leakage within problem subbasins.</u>	<u>\$20,000</u>
<u>E</u>	<u>Wastewater Pretreatment Program</u>	<u>Annual fats, oils, and grease (FOG) inspection and public education program.</u>	<u>\$15,000</u>

EXISTING SEWER/SANITARY SYSTEM

The city of Sedro-Woolley sewer system currently serves residents living within the city limits (Figure CF-2). Facilities include the conveyance (pipe line) network, pump stations, the wastewater treatment facility, biosolids disposal, and an effluent out-fall to the Skagit River. The conveyance system includes side sewers, gravity and force mains, and eleven pump stations. The city completed a ten year sewer plan upgrade in 2005. The next sewer plan up-grade is scheduled for 2016. Based on recommendations of the 2005 plan, the city completed a five-year, thirty-seven thousand five hundred (37,500)-foot pipeline improvement project in 2010, which included capacity improvements to the trunk sewer system and several new pump stations. The city has also extended service to previously unserved areas on Fruitdale Road between SR20 and McGarigle, and on SR9/Township from Alderwood to the north city limits. The wastewater treatment facility, originally constructed in 1973, has undergone several modifications including a new clarifier constructed in 1992 and a comprehensive upgrade completed in 1998/1999. The 2005 sewer plan estimated that planning for a new plant would begin in 2010 (i.e. plant is nearing 85% capacity). Due to the 2008 Recession, growth considerably slowed in the city such that the point where the planning for plant upgrade is now estimated at 2020. Equipment upgrades and replacement will thus become critical as the plant will age beyond the previously estimated 20 year design life. Biosolids continues to be land applied at the Boulder Park facility in eastern Washington. The city continues to investigate other methods of disposal.

Some residences within the urban growth area (UGA) are served by septic tanks. Although the majority of septic tank systems are outside the city limits, several residences in the city are still on septic tanks. These systems will be discontinued as the city

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sewer becomes available. The aforementioned sewer extension to Fruitdale and North Township has resulted in reduction of septic systems within the city limits.

Pipelines

Pipelines of various sizes ranging from eight inches to thirty six inches in diameter and totaling 229,900 lineal feet convey wastewater to the wastewater treatment plant. Pipelines include gravity lines and force mains (pressure pipes). The city's primary responsibility is for the main sewers (sewers in streets and other rights-of-way). Side sewers (the sewer pipes leading from individual homes to the main sewer) are the responsibility of the city from the main to the property line, and are the responsibility of the property owners from the right of way line to the home.

Pump Stations

Pump stations are required when natural topography does not allow for gravity flow to the treatment plant. A pump station receives flow from one area by gravity and pumps that flow over a topographic ridge to continue to the treatment plant. Sedro-Woolley has eleven pump stations.

Wastewater Treatment Facilities—Liquids Stream

The liquids and solids streams of a wastewater treatment facility are treated separately. The liquids stream includes the conveyance, processing, and disposal of the wastewater. Sedro-Woolley discharges its treated wastewater treatment facility effluent through a pipeline to the Skagit River.

Wastewater Treatment Facilities—Solids Stream

The solids stream of a wastewater treatment facility includes the handling, processing, and disposal/reuse of biosolids removed from the wastewater. Sedro-Woolley currently land applies its biosolids and landfills other solids (screenings, etc.). For this plan, "solids" refers to biosolids.

PROCESS FOR DEVELOPING ALTERNATIVES

With only minor differences, the future sewer/sanitary system under both the preferred and benchmark alternatives will be similar. This is due, in part, to population forecasts, which predict identical growth rates. Only the geographic distribution of sewer demand will vary between the alternatives. Wastewater flows and composition will be very similar, so capital improvements at the treatment facility and handling of the liquids and solids waste stream will not differ.

Within the existing city limits, the sewer system will be upgraded through an improvement program that takes into account demands for residential, commercial, and industrial sewer service. For instance, under the preferred alternative, residential infilling and increased residential densities will be encouraged. Similarly, there will be new locations for industrial and commercial activity. Under the benchmark growth and development would have followed previous patterns. Design of sewer system capital improvements will have to take the current land use changes into account.

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For both alternatives, the sewer system will only be extended to unsewered areas outside the current city limits after the city annexes the area. It is the city's policy (Policy S1.2) to bring sewer service to residents by requiring large new development to connect to the city sewer. Both alternatives have minimum land use densities that typically make sewer service extension to unsewered areas economically feasible.

Both the preferred and benchmark alternatives allow existing septic systems to continue operation under certain conditions (see Policy S1.3 and S1.4). The Skagit County health department currently has jurisdiction over all septic tanks, both within and outside the city limits. City ordinances (Chapters 13.08 and 13.12) require that new short-plats (measured

LOS Application Results

Application of LOS ratings to existing city wastewater facilities, shown in Table 3-5, compares today's ratings with those projected under the preferred and benchmark alternatives for both the year 2015 and the year 2035 planning horizons, assuming no corrective actions are taken to upgrade these facilities in the future.

A comprehensive sewer plan was prepared in 2005 to update the previous 1995 plan. The 2005 plan recommended an extensive series of collection system upgrades and service extensions, which were largely completed over the period 2004-2010. Remaining collection system upgrades consist of annual main lining or replacement projects that target concrete mains and services as the first priority. Treatment plant upgrades recommended in the 1995 plan were completed by 1999. The plant remains well below capacity, and is at year sixteen for most equipment. Due to the 2008 Recession, it is now projected that the plant capacity will not reach the 85% level until after 2020. Replacement of the mechanical equipment installed in 1998 will be required prior to the next upgrade, and has been included in the 2015 Capital Improvement Plan.

The city is currently working on the following system improvements:

- Annual Sewer Main Upgrade Project. This \$250,000 annual project improves existing mains over fifty years old, primarily concrete and vitrified clay pipe, by a combination of replacement or lining with Cured in Place Pipe, Pipe Bursting or other trenchless methods. The 2015 version of this project is the Green street Boulevard, Virginia and Dean Streets Sewer Main Upgrade. This project will replace failing concrete sewer mains and services for this 1950's era subdivision.
- Annual Manhole Rehabilitation Project. This \$50,000 annual project lines existing manholes to reduce inflow and infiltration.
- Annual Wastewater Treatment Plant Equipment Upgrades. This \$100,000 annual project targets mechanical equipment at or beyond its useful design life. Recent projects have included replacement of the Ultraviolet Disinfection System, the Aerator Rotor tubes, one aeration motor, Digest blowers and other equipment.

SPECIFIC GOALS AND POLICIES

The following specific goals and policies have been developed for sewer/sanitary capital facilities. They guide the city's future sewer system planning effort.

Policy CF1.3 Maintain a safe, efficient and cost-effective sewage collection and treatment system.

Policy CF1.4 Require all new subdivisions to connect to city sewer.

Policy CF1.5 Existing septic systems shall be replaced with city sewer when it is available. The city shall seek sources of financial aid to assist low-income residents with this cost.

Policy CF1.6 Monitor groundwater quality in areas of septic service on a timely basis.

Policy CF1.7 Update the sewer plan every six years on a rotating schedule with other capital facilities plans.

Policy CF1.8 Eliminate any point or non-point pollution sources associated with sewage transport and disposal.

Policy CF1.9 Monitor infiltration and inflow through routine television inspection. Conduct improvements to limit and reduce current infiltration and inflow.

Policy CF1.10 The following level of service guidelines should be used to determine the impacts of new development upon existing public facilities: [See description of level of service in the text. A facility with a rating equal to or worse than those listed is considered deficient and planning for improvements should commence.

- Pipelines Condition Level of Service 2, Capacity Level of Service D
- Pump Stations Condition Level of Service 2, Capacity Level of Service D
- Wastewater Treatment Facility Condition Level of Service 3, Capacity Level of Service D.
- Septic Tanks Condition Level of Service 3

Insert Updated Figure CF-2

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FIGURE CF-2

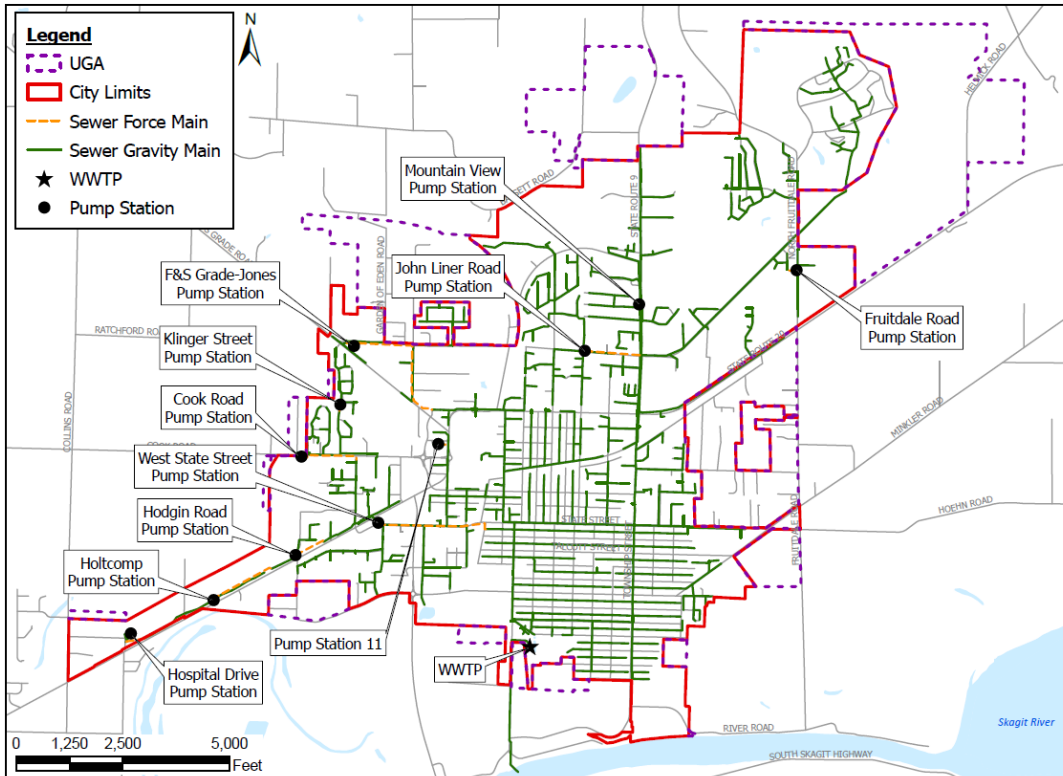


Figure CF-2
Existing Sanitary Sewer System

Note: Capacity LOS represented by alphabetic character—A=Best; F=Worst
 Condition LOS represented by numeric character—1=Worst; 5=Best

TABLE 3-6

WASTEWATER IMPROVEMENT PROJECTS RECOMMENDED WITHIN THREE YEARS

Project Type	Proj.#	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 2015 Project Cost ¹
Reports	6-30	2016 Comprehensive Sewer Plan Update	Identify remaining trunk sewer upgrades; Inflow & Infiltration Reduction	Update plan	\$150,000
Wastewater Treatment Facilities	8-13, 18	Equipment Upgrades	Blowers-Motors; Clarifier 2 Coating;	Replace Blower Motors; Recoat and replace Clarifier 2	\$200,000
	8-14	Upgrade Treatment Plants Solid Stream	Belt Filter Press nearing lifespan limit	Replace Belt Filter Press	\$250,000

Project Type	Proj.#	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 2015 Project Cost ¹
Pump Stations	6-B	John Liner Pump Station	Equipment beyond design life	Replace mechanical and control equipment	\$60,000
	6-B	West State Street Pump Station	Equipment nearing design life	Replace mechanical and control equipment	\$60,000
	6-B	Cook Road Pump Station	Equipment nearing design life	Replace mechanical and control equipment	\$60,000

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Total Linear Feet of Pipe Required:	0	Total cost for trunk lines	\$0
		Total cost for first 3 years	\$780,000

Notes:

¹—Estimated project cost includes construction cost times a 1.53 multiplier that incorporates a twenty-five (25) percent contingency, 8.5% sales tax, and twenty (20) percent for engineering/legal/administration.

TABLE 3-7

WASTEWATER IMPROVEMENT PROJECTS RECOMMENDED FOR ACTION IN MORE THAN THREE YEARS

Project Type	Proj.#	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 1993 Project Cost ¹
Wastewater Treatment Facilities	1.	Upgrade Treatment Plant Liquid-Stream approximately 2030	Estimated design life	Renovate & expand	\$30,000,000
	8-18.	Annual Plant Equipment Upgrades 2015-2030	Equipment at or beyond design life	Replace Equipment as needed	\$100,000/year = \$1,500,000

Project Type	Proj.#	On	From	To	Length (ft)	Diam. of Present Pipe (in)	Description of Deficiencies	Corrective Actions Involved	Estimated 2015 Project Cost ¹
Trunk Lines — recommended within 3 to 6 years	6-40	Township	Northern	Waldron	296	15	Existing Cone-Pipe beyond design life	Install CIPP-Liner	\$80,000
	6-41	Northern Ave.	Metcalf	Murdock/Puget Alley	626	10, 12	Under capacity pipe; Cone-pipe beyond design life	Replace with PVC	\$285,000
	6-42	Railroad Ave.	Township	Talcott	2,079	40	Existing Cone Pipe beyond design life	Install CIPP-Liner	\$290,000

Total Lineal Feet of Pipe Required:	3,002	Preferred Alternative	\$655,000
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Project Type	Proj. #	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 1993 Project Cost ¹
Pump Stations—recommended before year 2015	6-B	Mountain View Pump Station—2002	Nearing end of design life-2022	Renovate	\$70,000
	6-B	West Jones Rd Pump Station—2005	Nearing end of design life-2025	Renovate	\$70,000
	6-B	Klinger Pump Station—2005	Nearing end of design life-2025	Renovate	\$70,000
	6-B	Hodgin Road Pump Station—2003	Nearing end of design life-2023	Renovate	\$70,000
	6-B	Holteamp Road Pump Station—2008	Nearing end of design life-2028	Renovate	\$70,000
	6-B	Hospital Road Pump Station—2008	Nearing end of design life-2028	Renovate	\$70,000
	6-B	Fruitdale Road Pump Station—2009	Nearing end of design life-2029	Renovate	\$70,000
				Total Cost 2015 through 2035	\$490,000

Total Linear Feet of Pipe Required:	3,002	Preferred Alternative	\$655,000
		Total cost 2015 through 2035	\$34,065,000

Notes:

¹—Estimated project cost includes construction cost times a 1.62 multiplier that incorporates a twenty-five (25) percent contingency, 8.5% sales tax, and twenty (20) percent for engineering/legal/administration.

**TABLE 3-8
UNIT COSTS USED
FOR ESTIMATING
TRUNK LINE
PROJECT COSTS**

Pipe Diameter, inches	Project Unit Cost*, \$/LF
Gravity	
12	\$350.00
CIPP	
10	\$30.00
15	\$50.00

a. ~~Estimated project cost includes construction cost times a 1.53 multiplier that incorporates a twenty-five (25) percent contingency, 8.5 percent sales tax, and twenty (20) percent for engineering/legal/administration.~~

7.12

SCHOOLS

The City of Sedro-Woolley does not own or operate school facilities. However, public facilities and services such as schools are vital to protect and enhance community and environmental quality. Deficiencies in school facilities might not raise severe obstacles to any single new development, but over time could cause deterioration of community quality. The City of Sedro-Woolley is ultimately responsible for assuring that adequate facilities and services, such as schools and school facilities, are available or can be made available to support planned growth. This responsibility is carried out by working with the Sedro-Woolley School District No. 101 (District) to identify needs for facilities and services based on the planned amount and location of growth. The mechanism for identifying needs is through the [Sedro-Woolley School District #101 2020 Capital Facilities Plan 2022](#), which is adopted as a supplement of the Sedro-Woolley Comprehensive Plan in November of 2021. ~~.~~

Commented [HH7]: Link in PDF report
Commented [HH8R7]: Or summary of SWSD CF Plan

The provision of an adequate supply of kindergarten through twelfth grade (K-12) public schools and K-12 public school facilities is essential to avoid ~~over-crowding-crowding~~ and to enhance the educational opportunities for our children.

A. Identifying Needs for Facilities and Services

The Growth Management Act requires the District to prepare a capital facility plan which includes an inventory of existing capital facilities owned by public entities, a forecast of the future needs for capital facilities, including the proposed locations and capacities of expanded or new facilities, and a six-year plan that will finance the expanded or new facilities. Furthermore, Chapter 15.64 SWMC requires that, as a condition of collecting school impact fees, the Sedro-Woolley School District ~~prepareprepares~~ a six-year capital facility plan that describes the District's capacity needs for the six-year period of the plan and proposes funding to meet those needs.

B. Capital Facility Planning

The District's six-year capital facility plan should be consistent with the Growth Management Act, City of Sedro-Woolley Comprehensive Plan, and the Sedro-Woolley Municipal Code.

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The most recent full Sedro-Woolley School District Capital Facilities Plan from 2021 is included in Appendix E of the Capital Facilities Element of the Sedro-Woolley Comprehensive Plan.

SCHOOL IMAGE HERE

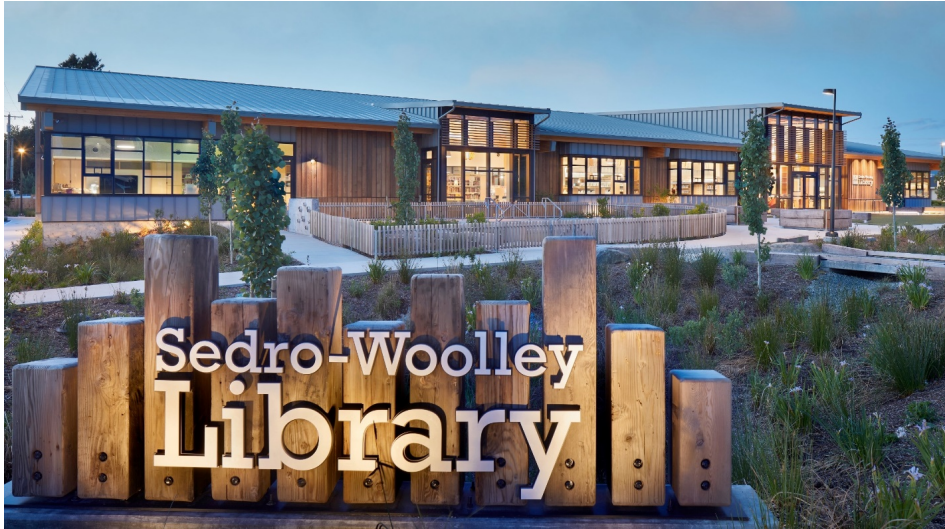
7.14

LIBRARIES

The City of Sedro-Woolley owns and operates one public library. Located at Memorial Park, the library is in the same complex of city-owned buildings as the Community Center and Senior Center. In 2017, the City of Sedro-Woolley began contracting with the Central Skagit Library District to provide library service to the community. A new library was jointly constructed and opened to the public in June of 2021, and has proved to be a valued community institution and tremendous asset to Sedro-Woolley. At 12,000 square feet, however, the new facility is below the recommended average building sizes for public libraries, which typically range from one to two square feet per resident (Burlington, for example, is at 2.6 square feet. While one square foot per resident is generally considered the minimum, it is often seen as substandard. Where and when appropriate, the City will work with the Library District to address space and service considerations, utilizing a mix of public and private funding sources.

Central Skagit Library District currently serves ~ 13,000 Sedro-Woolley residents and ~20,000 Skagit County residents living outside of Sedro-Woolley. Capital facility planning to address significant growth within the District, and disparities in service levels within the district service area, will occur over the next ten years.

Annually, the library offers hundreds of programs oriented to children and families. According to staff estimates, the library hosted approximately 70,297 visitors in 2014.



The Sedro-Woolley Library currently has nine employees, including a full-time director and assistant director. In addition to its book, e-book, magazine and music collection and free online resources, the library offers a variety of programs for all ages including preschool and baby story time, teen activities, author talks, and classes and events for all ages. The library website offers a feature to help find programs

- Commented [DK9]:** Library team to provide updates.
- Commented [DK10R9]:** Information updated with input from Dan Owens.
- Commented [DK11R9]:** The extent to which the facility will have capacity available for future growth should be reflected in the Library's Capital Facility Plan which is forthcoming.

by type and age.

A. Existing Facility

The Sedro-Woolley library is approximately 12,000 square feet and serves 10,700 residents (2015 population), as well as a high number of non-residents (with paid library cards). Currently the library serves, on average, between 100 and 350 people per day. Last expanded over twenty-five years ago, the library has vastly exceeded its maximum capacity and now struggles to efficiently serve its population.

The existing library is in need of a meeting room and additional storage capabilities. The staff room shares limited space with 2,500 videos/dvds, a staff office, several workstations, the computer room, and Pacific-NW Reference. Seating is severely limited; there are only four tables and sixteen chairs within the building. The building has reached its capacity for shelving, thus future expansion of the collection of library materials is hindered. The limited size of the facility also limits the library's ability to meet the needs of the city's growing population. In addition, the size has a detrimental effect on accessibility for persons with disabilities.

The library lacks a quiet study area and a space for teens to gather or work. The children's area is in unfortunate close proximity to the busy Internet stations. Many patrons wish to either access the library wireless Internet or to work independently on their laptops, however the building lacks an adequate supply of publicly available power outlets (with none near any of the tables).

Depending on activities at the nearby Senior Center, Community Center and Memorial Park, parking can also be problematic for library patrons.

B. Projected Demand

The Sedro-Woolley library currently boasts a collection of some 64,000 items. Based on projected population estimates of 16,596-17,069 city residents by 2045³⁶, that collection will need to expand to 130,000 to 140,000 items. While print books are now accompanied by electronic books (only 10% to 15% of books published today are also available in an e-format), overall circulation continues to rise. In the future that a mixture of physical and e-materials is expected to be in high demand.

To accommodate future growth, new library space is needed. Recommended averages for public library building size vary from one square foot per resident to two square feet per resident. 1 square foot per resident is somewhat substandard; 1.5 sf per resident considered is adequate/good; and 2 square feet or more per resident is generous. The current new library space is 0.75 square feet per resident. The library in the neighboring City of Burlington has approximately 2.6 square feet of library per resident.

Improvements to the library's power and broadband infrastructure are also needed. For library patrons to fully take advantage of the growing collection of e-books, online library databases and for online research in general, the library will need a faster broadband connection. Many patrons do not have computers at home or do not have fast Internet connections at home—therefore they depend on the library network for everything from filing income taxes, to job searches, to accessing health and social services. The current buildings electrical and broad-band capacity has reached capacity which limits the library's ability to better serve emerging electronic media technologies.

A library is no longer just about the books—the primary purpose of a library is to serve people. A library is where people can gather; where civic engagement is provided; where programs are given; where learning is achieved; where high speed technology is accessed; where meetings are accommodated. As the city's population rises, so does the number of patrons looking to access the library's resources. The new library contains a community room and conference room that are available to the public. Meeting spaces, class spaces, tutoring spaces, technology training labs and study spaces are currently not available in this community, but are frequently requested.

Commented [DK12]: Info below is no longer pertinent.

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One mandate the library has been steadily working on is early learning. If children can be kindergarten-ready by the age of 5, then education costs overall are greatly reduced—and better yet, a much greater percentage of children will continue to learn successfully throughout their entire lives. A well-educated and highly capable work force brings economic benefits the community, and the library offers a gamut of initiatives towards that goal. Programs such as Baby Time, Toddler Story Time, Preschool Story Time, Play & Learns (a deeper, more extensive experience featuring literacy, math, and science activities) and Summer Reading Programs (often hosting 75 to 200 people per event) are integral to creating a well-educated community. The need for services offered to older adults will grow substantially in the future. There will be a rising demand for public places for the semi-retired and retired to engage in civic discussions, to learn new tasks and activities and to stay healthy & mentally active.

Future planned programs (particularly tween and teen activities) cannot be offered until additional resources and space is available. Adult programs at the library have also been extremely successful (craft, food, discussion groups, technology, photography, etc.) and are in increasingly high demand. Similarly, resources and space limitations prevent further expansion of these services.

A 24,000 to 32,000-square foot library building would offer extensive meeting spaces; tutoring rooms; a teen center; space to grow the book collections; a Children's/Early Learning wing; a technology learning lab; and room for multiple crafts and classes. A small business center would also be a wonderful addition to this library site. Public libraries can provide excellent economic development resources. The addition of more space will accommodate the libraries mandate to provide high quality materials and programs to a greater number of residents.

D. Financing

Projected costs will have to be carefully considered for future expansions. The most cost-effective idea for providing additional space would be to retrofit an appropriate existing structure (it could potentially save anywhere from 2/3 to 3/4 of the costs of a new build). If the space were one-story (a two-story structure requires at least one elevator, as well as sufficient staff to safely manage the upper floor) and of an open floor plan—this would greatly enhance both space flexibility, and the maximum utility of space. In addition, the floor would have to be able to support the weight of heavy book shelves. Automatic doors, wide pathways, flat walking surfaces, would also have to be considerations for meeting American Disabilities Act requirements.

A new concept in libraries financing is to offset the cost of library renovations and expansions by renting a portion of the property to a carefully compatible commercial or retail entity—thereby subsidizing the costs of the additional Library space. Such possible revenue sources include the addition of a small café for coffee or light edibles, or a library gift shop run by volunteers.

To keep additional staffing costs to a minimum; self-checkout stations would allow increased access for patrons at a very cost-effective rate. Good sight lines within the building would also allow strategic placing of staff to maintain safety and efficiency.

The latest advances in energy technology could assist in keeping potential costs down, as well. Energy efficiency in insulation, solar panels, airtight windows, etc., would all be good economic strategies for additional space.

In addition to general funds used for capital library projects—a proposition that is financially unviable—typical funding sources include grants and bonds (for example voter approved bonds or councilmanic bonds). Funding through the Washington State Capital Budget is also available through the legislative appropriation process. Grant funding opportunities for libraries abound. However, the majority are for programs and materials—very few are available for capital/building. Those grants that do provide money for capital facilities improvements are highly competitive. Funding sources are offered by both public and private sources. Private entities such as Target, the Gates Foundation, the Skagit Community Foundation, Boeing, and other corporate entities all provide library grant opportunities. Federal grants may also be available, such as grants for Rural Community Centers. In addition, there are a few low-interest, long-term loans available.

Other funding mechanisms include public-private cooperative funding and public partnerships. Using private funds raised through grass-roots community fundraising campaigns can be used as matching money to leverage larger grants. Public support for such a project in a community is essential to successfully organizing capital fund-raising campaigns and obtaining grant funding. Working cooperatively with other libraries to regionalize library services is another option.

PUBLIC SAFETY

7.15

190

FIRE PROTECTION AND EMS SERVICES

Commented [DK13]: This sub chapter replaces the 2016 version deleted below.

The Sedro-Woolley Fire Department (SWFD) protects an area of nearly sixty (60) square miles and services the city of Sedro-Woolley and areas of Skagit County Fire District 8. Compensation is received from the district for services rendered to areas outside the city boundaries as defined by an interlocal agreement. The population served is approximately 13,326 in the city and more than 19,000 district-wide.

The Sedro-Woolley Fire Department provides fire suppression, Emergency Medical Services (EMS), Rescue, Operations Level Hazmat, Fire Prevention and community education services to the City of Sedro-Woolley. Through mutual aid and contracts, SWFD also provide EMS and fire responses throughout Skagit County as needed or requested.

EXISTING PERSONNEL AND FACILITIES

The need for new personnel and facilities is directly related to population, response times and other demographic trends such as birth rate, housing, and employment trends. These trends are an important tool in predicting the fire protection service needs of the community, personnel and equipment requirements and the location, size and capacity of new fire and EMS facilities.

The Sedro-Woolley Fire Department deploys resources from two fire stations. – Fire Station #1 is located at 325 Metcalf Street and is 10,464 sq. ft. in size. – Fire Station #2 is located at 1218 N. Township Street and is 3,306 sq. ft. in size. Minimum staffing at Station #1 is 4 personnel with 2 assigned to Medic 55 and 2 assigned to cross staff Engine 5511 and Medic 5519. Station #2 is staffed with 2 personnel who cross staff Engine 5521, Brush 5524 and Aid 5529. In addition to these units, Station #1 also houses an additional Engine 5512, Aid Unit A5519, Ladder Truck 5515 and a Tender that is owned by Fire District 8. Station #2 also houses an additional back up ambulance, an off-road UTV, a portable breathing air trailer and a Haz-Mat decontamination trailer.

In 2025, the Sedro-Woolley Fire Department employs 19 full-time staff: One Fire Chief, two Assistant Fire Chiefs, and sixteen career firefighters. All Fire Department career staff members are certified with a minimum EMS level of EMT, with eight staff certified as paramedics. Currently there are also twenty-four volunteer firefighters, and twelve part-time fighters budgeted who augment the staffing levels when available.

In 2024, the department received three thousand six hundred fifty-three (2,1223,653) calls of which seventy-five (75) percent were for emergency medical service. The average response time from both stations is five to six minutes less than eight minutes, with a turnout time less than two minutes.

In 2025 the SWFD budget is approximately \$4,900,000 paid by the general fund. Fire District 8 has a contract with the city to provide service in areas that they cannot. The city receives approximately \$567,000 per year from District 8 on a per call basis which is routed to the general fund. The SWFD also contracts services to the Skagit County Emergency Medical Service (EMS) for regional medical assistance and contracts with the State of Washington to provide service to the Center for Innovation and Technology (formerly Northern State Hospital Campus). The department has mutual aid agreements with all of Skagit County.

The Sedro-Woolley Fire Department functions out of two stations that are approximately 17 and 30 years old. According to the National Fire Protection Association (NFRA), there is no national guidance for the maximum age of a fire station, but it can be anticipated that at least one of the stations will need to be upgraded before the 20-year planning period is reached. Older fire stations often do not have modern

facilities that are necessary and beneficial for fire stations. Examples include decontaminations areas with laundry facilities, gear storage areas that are separate from living areas, exhaust capture systems and private or separate areas for male and female fire fighters. Older fire stations also are more likely to have problems that can't be addressed through repair and maintenance alone. The capital facilities inventory for the department is listed in Appendix A set out at the end of this chapter.

PROJECTED NEED AND DEMAND

There are several factors for evaluating the fire protection service needs of the community, personnel and equipment requirements, and the location, size and capacity of new fire facilities. The three key factors are:

1. Operational (the ability to operate on the fireground with the sufficient number of resources to manage the incident);
2. Time response (the ability to deploy resources within a time frame that will enable the department to arrive in time to be the most effective on a given incident); and
3. Tactical (the ability to deploy sufficient equipment and manpower in a timely manner).

Other basis used to evaluate the fire protection services of a community are: economic (the economic base of the community, the ability to provide the appropriate facilities as needed, and the community's ability to financially support these facilities); safety (the department's ability to safely operate); and per capita (the aggregate cost of personnel and equipment on a per capita basis).

By 2035, Station #2 will likely require both an engine company and a medic unit, as the call volume will no longer support cross staffing. The Fire Department will develop incident response modelling to help determine best deployment strategies and the allocation of resources. This would increase *Advanced Life Support* (ALS) response times into unincorporated Skagit County where currently first responding agencies exist to handle the initial responses, while maintaining Engine response for our citizens in Sedro-Woolley. By 2045 the call volumes will no longer be supported by cross staffing units at Station #1, necessitating an additional staffed engine or truck company in addition to the current engine and paramedic unit.

Throughout this process SWFD's engine companies should be upgraded to 3 personnel to facilitate "imminent rescue" and "effective response force requirements." If these anticipated service demands come to fruition, it will require a minimum of 20 living quarters, 10 of which would need to be at Station #1 or the Station #1 area will need a second station, likely in the southern end of the city.

On an operational basis a minimum crew of two firefighters is required to handle a hose stream and at least one back-up crew must be maintained ready when a crew is inside fighting a fire. The maximum duration a crew can work a fire typically ranges from twenty (20) to sixty (60) minutes. In addition, other functions are carried out during a fire requiring additional personnel. In Sedro-Woolley, most responses to fires are met with one and two person crews. The smaller the initial response, the less likely the department can carry out its functions in an efficient and effective manner. Currently the department is utilizing a cross-staffing model and two person crews for initial response, relying on ambulance personnel to meet the "imminent rescue" and "effective response force requirements". To consistently meet these standards our engine companies should upgrade to three personnel staffing models.

On a time response basis, if the department cannot respond in a timely manner, the fire could spread beyond the ability to effectively control it, or a patient's condition can deteriorate beyond the time at which intervention can be successful. With a fire, intervention should take place within seven minutes from the initial appearance of the fire. A response within four minutes is needed to intervene on behalf of a heart attack victim. Fire and emergency apparatus should be placed at locations from which an optimum

response can be achieved.

The current placement of the existing fire stations are within three to five minutes of the majority of the area being evaluated. Secondary to the placement of the station is the ability to get the apparatus out of the station quickly. During the day the chief and four firefighters are available and resident volunteers during the evening which provides a minimum crew around the clock.

While the SWFD is averaging 6.51 minutes to reach fires within the city limits and seven 8.47 minutes in the fire district, the department is arriving with too few people to provide an effective and efficient initial and sustained attack. Additional crews may take over seven minutes to arrive. The identified response time objective of the SWFD should be to arrive within three to five minutes. The average response time in the department's centralized area (where the one main station is located) is five to eight minutes, but ten-to-eleven-minute responses can be expected in the further reaches of the service area. The department should establish a goal of arriving within this response time with an initial attack size crew of seventeen fire-fighters on all working fires that require a second alarm. The goal for EMS services should be a response time of under 8 minutes in our primary response area and under 12 minutes within our secondary area.

Among the needs over the next twenty (20) years will be the recruitment and training of additional paid firefighters as volunteers become more and more difficult to recruit and retain with increasing demands and volume. In addition, support personnel and administrative capabilities must be increased to meet the future demand needs; which will include fire marshal services, fire prevention, training staff and office administration needs.

LOS service standards developed for the SWFD have been based on recognized standards adopted by the Insurance Services Offices and discussions with elected officials. Washington municipalities are analyzed by the Washington Survey and Rating Bureau using standards adopted by the 2013 Schedule and Grading Schedule for Municipal Fire Protection. The recommended LOS standards for the department are as follows:

1. The basic fire flow requirements is three thousand five hundred (3,500) g.p.m. This basic fire flow is used to determine the effectiveness and number of firefighting apparatus that will be provided. In order to provide this fire flow, the department needs sufficient first due pumpers whose aggregate pumping capacity meet or exceed this value and at least fifty (50) percent of this pumping capacity in reserve.
2. All apparatus and equipment shall be properly equipped so as to effectively fulfill its function and in accordance with NFPA, State and Federal Regulations and Guidelines. Fire apparatus should be evaluated for replacement after approximately twenty years service or when mileage is in excess of fifty thousand (50,000) miles. Currently the department has this capability with the Capital Facilities Replacement Plan within the City's ERR fund.
3. Adequate support apparatus and equipment shall be maintained to allow the department to effectively serve its functional needs.
4. In order to respond in a manner and a time consistent with response standards, the department stations and equipment shall be positioned so that first alarm apparatus consisting of two engines shall be positioned within 5.5 miles of primary residential districts and 3.5 miles from commercial districts. It may be necessary to require additional fire protection or units. Currently the department has this capability.

FIRE AND EMS IMPACT FEES FOR RESIDENTIAL AND COMMERCIAL STRUCTURES

Fire impact fees are charged for new development to reimburse the city for the capital cost of new capital facilities that are needed to serve new development and the people who occupy or use the new

development. Fire impact fees are paid by new development (residential and non-residential) based on the type of land use. Impact fees are typically charged based on the size of the development (i.e. number of dwelling units or number of square feet of development) and type of development. A developer who contributes land, improvements or other assets may receive a “credit” which reduces the amount of impact fee that is due. The methodology and calculations for the fire impact fee rate are set forth in the department’s Audit and Analysis for Strategic Planning and Growth Management (up- dated in 2016 and in **Appendix A** set out at the end of this chapter), which is available at the offices of either the fire chief or city planner.

GOALS AND POLICIES

Goal FD1.1: To assure that capital improvements necessary to carry out the comprehensive plan are provided when they are needed.

Policy FD.1: Maintain safe and effective fire department capital equipment.

Policy FD.2: Provide capital facilities and equipment within the Level of Service standards adopted by the city.

Policy FD.3: Fire stations will be constructed in a cost-effective manner with maximum consideration for function, reasonable comfort, and optimized energy conservation.

Policy FD.4: Adequate support facilities including fire administration, fire maintenance operations, warehousing facilities, self-contained breathing apparatus repair, and fire training will be constructed and maintained to support the effective delivery of services.

Policy FD.5: Require all residential and commercial construction outside the level of service standards adopted by the city to install approved automatic sprinkler systems, or other mitigation measures agreed upon by the city.

Policy FD.6: Provide a public education program to inform and educate citizens in fire safety issues that will promote prevention of fire and promotion of life safety.

Goal FD2: To manage land use change and develop city facilities and services in a manner that directs and controls land use patterns and intensities.

Policy FD2.1: Establish the fire department service delivery system as an “urban service” requiring concurrency under the Growth Management Act.

Policy FD2.2: The following levels of service guidelines should be used to determine the impacts of new development upon existing facilities:

1. The basic fire flow requirement (as determined by the Insurance Services Organization (ISO) Grading Schedule) is three thousand five hundred (3,500) gallons per minute. In order to provide this fire flow, the department will maintain sufficient first due pumpers whose aggregate pumping capacity meets or exceeds this value and at least fifty (50) percent of this pumping capacity in reserve.
2. All apparatus and equipment shall be properly equipped so as to effectively fulfill its function and in accordance with NFPA, state and federal regulations and guidelines.
3. Adequate support apparatus shall be maintained to allow the department to effectively serve its functional needs.
4. In order to respond in a manner and time consistent with response standards, the department stations and equipment shall be positioned so that First Alarm apparatus consisting of two

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engines will be positioned within 5.5 miles of primary residential districts and 3.5 miles from commercial districts. It may be necessary to require additional fire protection or mitigation for those buildings and occupancies outside of the response area.

APPENDIX A

Commented [DK14]: Rename to Table XX to avoid confusion with Appendix Document

**Facility, Vehicle and Equipment List
2025**

Current Vehicle or Equipment							
UNIT	YEAR	MAKE	MODEL/DESCRIPTION	LIFE SPAN	PRICE PAID	Replacement Year	\$ TO REPLACE THIS YR.
FIRE							
918	2023	Ford	F450 - Utility/Brush	15 YRS	\$ 127,178	2038	\$ 300,000
920	2024	Ram	1500 Command Vehicle	10 YRS	\$ 76,000	2034	\$ 81,000
921	2024	Chev	2500 Command Vehicle	10 YRS	\$ 76,000	2034	\$ 81,000
919	2024	Rosenbauer	Engine/Pumper	21 YRS	\$ 1,114,000	2044	\$ 1,114,000
	2020		SCBA Packs - 40	10 YRS	\$ 282,000	2030	\$ 320,000
904	2011	H&W	Spartan Engine/Pumper	21 YRS	\$ 450,000	2031	\$ 1,114,000
			RTV-X1100C w/ Utility Vehicle	15 YRS	\$ 28,000	2034	\$ 30,562
903	2010	Rosenbauer	Ladder/Quint	25 YRS	\$ 800,000	2035	\$ 2,136,028
910	2016	Rosenbauer	Engine/Pumper	21 YRS	\$ 480,874	2036	\$ 1,114,000
	2023	Motorsola	Radios	10 YRS	\$ 320,905	2033	\$ 320,905
914	2018	Scott	Breathing Air System Trailer Unit	20 YRS	\$ 102,855	2038	\$ 127,000
Totals					\$ 3,857,812		\$ 6,738,495
EMS							
916	2023	RAM	4500 Ambulance	6 YRS	\$ 328,732.71	2029	\$343,000.00
917	2024	Dodge	Ambulance	6 YRS	\$ 343,000.00	2030	\$343,000.00
	2014	Zoll	Zoll Monitor 5 - 4	10 YRS	\$ 184,000.00	2026	\$240,000.00
915	2021	RAM	4500 Ambulance	6 YRS	\$ 131,211.80	2027	\$343,000.00
912	2017	Dodge	Command Vehicle	10 YRS	\$ 50,000.00	2027	\$81,000.00
Totals					\$ 1,036,944.51		\$1,350,000
Facilities							
Name	Address	Year Built	Original Cost	Renovation Cost	Replacement Cost		
Fire Station 1	220 Munro Street	1999	\$ 1,500,000.00		\$25,000,000.00		
Fire Station 2	1218 N. Township Street	2010	\$ 2,000,000.00		\$12,000,000.00		
Training Site	1950 S. 3rd Street	2002	\$ 200,000.00		\$3,500,000.00		
Totals			\$ 3,700,000.00		\$40,500,000		

Fire protection in the Sedro-Woolley UGA is provided by the city of Sedro-Woolley fire department (hereinafter referred to as the "SWFD" or "department"). The need for new fire personnel and facilities is directly related to population, response times and other demographic trends such as birth rate, housing, and employment trends. These trends are an important tool in predicting the fire protection service needs of the community, personnel and equipment requirements and the location, size and capacity of new fire facilities.

EXISTING PERSONNEL AND FACILITIES

The SWFD protects an area of approximately fifty-nine (59) square miles and services the city of Sedro-Woolley and areas of Skagit County Fire District 8. Compensation is received from the district for services rendered to areas outside the city boundaries as defined by an interlocal agreement. The population served is approximately 10,700 in the city and more than 19,000 district-wide. The department provides fire protection services, basic life support services, annual fire inspections, plan review services

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and emergency management. Educational services are also provided for limited fire prevention, juvenile fire intervention, CPR and first aid.

Department personnel consists of one paid fire chief, one paid assistant fire chief/ training officer, four part time firefighters, one paid part-time secretary and thirty-seven (37) volunteer firefighters. The SWFD operates out of two fire stations which houses all of the department's equipment. The newest station (located on the northern edge of the city) was paid for by a federal grant. There are twelve resident volunteers between the two stations who work staggered shifts with at least four on duty each night. A duty officer is on call from six p.m. to six a.m. each night and twenty-four (24) hours on weekends and holidays. In 2015, the department received two thousand one hundred twenty-two (2,122) calls of which seventy-five (75) percent were for emergency medical service. Average response time from both stations is five to six minutes.

In 2016 the SWFD budget is approximately one million, two hundred and ten thousand dollars (\$1,210,000.00), paid from the general fund. Fire District 8 has a contract with the city to provide service in areas that they cannot. The city receives approximately two hundred sixty-seven thousand dollars (\$267,000.00) per year from District 8 on a per call basis which is routed to the general fund. The SWFD also contracts services to the Skagit County Emergency Medical Service (EMS) for regional medical assistance and contracts with State of Washington to provide service to the Center for Innovation and Technology (formerly Northern State Hospital Campus). The department has mutual aid agreements with all of Skagit County.

The capital facilities inventory for the department is listed in Appendix A set out at the end of this chapter.

PROJECTED NEED

There are several factors for evaluating the fire protection service needs of the community, personnel and equipment requirements, and the location, size and capacity of new fire facilities. The three key factors are operational (the ability to operate on the fireground with the sufficient number of resources to manage the incident); time response (the ability to deploy resources within a time frame that will enable the department to arrive in time to be the most effective on a given incident); and tactical (the ability to deploy sufficient equipment and manpower in a timely manner). On an operational basis a minimum of crew of two firefighters is required to handle a hose stream and at least one back-up crew must be maintained ready when a crew is inside fighting a fire. The maximum duration which a crew can work a fire ranges from twenty (20) to sixty (60) minutes. In addition, other functions are carried on during a fire requiring additional personnel. In Sedro-Woolley, most responses to fires are being met with one and two person crews. The smaller the initial response, the less likely the department can carry out its functions in an efficient and effective manner.

On a time response basis, if the department cannot respond in a timely manner, the fire could spread beyond the ability to effectively control it, or a patient's condition can deteriorate beyond the time at which intervention can be successful. With a fire, intervention should take place with seven minutes from the initial appearance of the fire. A response within four minutes is needed to intervene on behalf of a heart attack victim. Fire and emergency apparatus should be placed at locations from which an optimum response can be achieved. The current placement of the fire station is within three to five minutes of the majority of the area being evaluated. Secondary to the placement of the station is the ability to get the apparatus out of the station quickly. During the day the chief and four firefighters are available and resident volunteers during the evening which provides a minimum crew around the clock. While, the SWFD is averaging 4.22 minutes to fires within the city limits and seven minutes in the fire district, the department is arriving with too few people to provide an effective and efficient initial and sustained attack. Additional crews may take over seven minutes to arrive. The identified response time objective of the SWFD should be to arrive within three to five minutes. Average response time in the department's centralized area (where the one main station is located) is five to six minutes, but ten (10) to eleven (11)

minute responses can be expected in the further reaches of the service area. With the construction of the second station in the property they currently own in the in the northeast corner of the city, the extended response times in those areas should be significantly reduced. The department is meting this seventy-six (76) percent of the time. The department should establish a goal of arriving within this response time with an initial attack size crew of twelve (12) fire fighters. The goal for EMS services should be a response time of 7.5 minutes.

On a tactical basis, standards are set in place that are used (either legally or operationally) as a basis in determining how well a department provides its level of service. The department must work to maintain an effective deployment of equipment and personnel in emergencies by striving to achieve minimum fire attack crew sizes, sufficient manpower or personnel to provide adequate resources at medical emergencies and adequate resources to fulfill the tactical requirements of other situations. The recommendation for Sedro-Woolley is to work within the existing resources to provide adequate manpower and equipment for emergency situations and develop closer cooperation and working arrangements with neighboring departments.

Other basis used to evaluate the fire protection services of a community are: economic (the economic base of the community, the ability to provide the appropriate facilities as needed, and the community's ability to financially support these facilities); safety (the department's ability to safely operate); and per capita (the aggregate cost of personnel and equipment on a per capita basis).

PROJECTED DEMAND

Among the needs over the next twenty (20) years will be the recruitment and training of paid fire fighters and volunteers. In addition, support personnel and administrative capabilities must be increased to meet the future demand needs.

LOS service standards developed for the SWFD have been based on recognized standards adopted by the Insurance Services Offices and discussions with elected officials. Washington municipalities are analyzed by the Washington Survey and Rating Bureau using standards adopted by the 2013 Schedule and Grading Schedule for Municipal Fire Protection. The recommended LOS standards for the department are as follows:

5. The basic fire flow requirements is three thousand five hundred (3,500) g.p.m. This basic fire flow is used to determine the effectiveness and number of firefighting apparatus that will be provided. In order to provide this fire flow, the department needs sufficient first due pumpers whose aggregate pumping capacity meet or exceed this value and at least fifty (50) percent of this pumping capacity in reserve.
6. All apparatus and equipment shall be properly equipped so as to effectively fulfill its function and in accordance with NFPA, State and Federal Regulations and Guidelines. Fire apparatus should be evaluated for replacement after approximately twenty years service or when mileage is in excess of fifty thousand (50,000) miles. Currently the department has this capability with the Capital Facilities Replacement Plan within the City's ERR fund.
7. Adequate support apparatus and equipment shall be maintained to allow the department to effectively serve its functional needs.
8. In order to respond in a manner and a time consistent with response standards, the department stations and equipment shall be positioned so that first alarm apparatus consisting of two engines shall be positioned within 5.5 miles of primary residential districts and 3.5 miles from commercial districts. It may be necessary to require additional fire protection or units. Currently the department has this capability.

IMPACT FEES (Appendix A set out at the end of this chapter.)

Impact Fees for Residential and Commercial Structures

Fire impact fees are charges paid by new development to reimburse the city for the capital cost of new capital facilities that are needed to serve new development and the people who occupy or use the new development. Fire impact fees are paid by new development (residential and non-residential) based on the type of land use. Impact fees are typically charged on the basis of size of the development (i.e. number of dwelling units or number of square feet of development) and type of development. A developer who contributes land, improvements or other assets may receive a “credit” which reduces the amount of impact fee that is due. The methodology and calculations for the fire impact fee rate are set forth in the department’s Audit and Analysis for Strategic Planning and Growth Management (up-dated in 2016 and in Appendix A set out at the end of this chapter), which is available at the offices of either the fire chief or city planner.

GOALS AND POLICIES

Goal FD1.1: To assure that capital improvements necessary to carry out the comprehensive plan are provided when they are needed.

Policy FD.1: Maintain safe and effective fire department capital equipment.

Policy FD.2: Provide capital facilities and equipment within the Level of Service standards adopted by the city.

Policy FD.3: Fire stations will be constructed in a cost-effective manner with maximum consideration for function, reasonable comfort, and optimized energy conservation.

Policy FD.4: Adequate support facilities including fire administration, fire maintenance operations, warehousing facilities, self-contained breathing apparatus repair, and fire training will be constructed and maintained to support the effective delivery of services.

Policy FD.5: Require all residential and commercial construction outside the level of service standards adopted by the city to install approved automatic sprinkler systems, or other mitigation measures agreed upon by the city.

Policy FD.6: Provide a public education program to inform and educate citizens in fire safety issues that will promote prevention of fire and promotion of life safety.

Goal FD2: To manage land use change and develop city facilities and services in a manner that directs and controls land use patterns and intensities.

Policy FD2.1: Establish the fire department service delivery system as an “urban service” requiring concurrency under the Growth Management Act.

Policy FD2.2: The following levels of service guidelines should be used to determine the impacts of new development upon existing facilities:

5. The basic fire flow requirement (as determined by the Insurance Services Organization (ISO) Grading Schedule) is three thousand five hundred (3,500) gallons per minute. In order to provide this fire flow, the department will maintain sufficient first due pumpers whose aggregate pumping capacity meets or exceeds this value and at least fifty (50) percent of this pumping capacity in reserve.
6. All apparatus and equipment shall be properly equipped so as to effectively fulfill its function

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and in accordance with NFPA, state and federal regulations and guidelines.

- ~~7. Adequate support apparatus shall be maintained to allow the department to effectively serve its functional needs.~~
- ~~8. In order to respond in a manner and time consistent with response standards, the department stations and equipment shall be positioned so that First Alarm apparatus consisting of two engines will be positioned within 5.5 miles of primary residential districts and 3.5 miles from commercial districts. It may be necessary to require additional fire protection or mitigation for those buildings and occupancies outside of the response area.~~

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POLICE PROTECTION EXISTING PERSONNEL AND FACILITIES

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Police protection in the Sedro-Woolley UGA is provided by the city of Sedro-Woolley Police Department (hereinafter referred to as the “SWPD” or “department”). The need for new police personnel and facilities is directly related to population, crime rates, response time and other demographic trends such as birth rate, housing and employment trends. These trends are an important tool in predicting the police protection service needs of the community, personnel and equipment requirements and the location, size and capacity of new police facilities.

The SWPD has been reorganizing the organizational structure that aligns with our mission, vision and core values.

Mission: The Sedro-Woolley Police Department is committed to fostering a safe and enjoyable community by cultivating a culture of proactive police service that is professional, impartial, and honorable, while effectively using the resources entrusted to us by the community.

Vision: The Sedro-Woolley Police department strives to collaborate with the community to provide a great place to live, work and play.

Values: Professionalism, Impartiality, Integrity, Teamwork, Respect

The SWPD provides a full range of police services, including crime suppression and investigation, traffic enforcement, traffic accident investigation, community-oriented problem solving and partnerships with residents to solve quality of life issues throughout the community. The City's community policing philosophy is based on the premise that a safe community requires positive, trusting, and productive relationships with all stakeholders and partners. Police officers work 24 hours a day, seven days a week, 365 days a year to prevent crime and respond to emergencies within the incorporated City limits.

In 2025, SWPD operates on a budgeted staff of one Chief, one Lieutenant, four patrol shift Sergeants, two detectives and 14 patrol officers, for a total sworn strength of twenty-two personnel. Three of these patrol officer positions are currently vacant, incurring an ongoing hiring process and critical staffing levels.

Continued efforts have been completed to obtain additional budgeted positions and lessen the burden of staffing costs through an interlocal agreement with the Sedro-Woolley School District to implement a school resource officer program and obtain a Cops Hiring grant. Increasing the budget for additional patrol positions will be necessary to reflect our current staffing needs and for the future growth of the



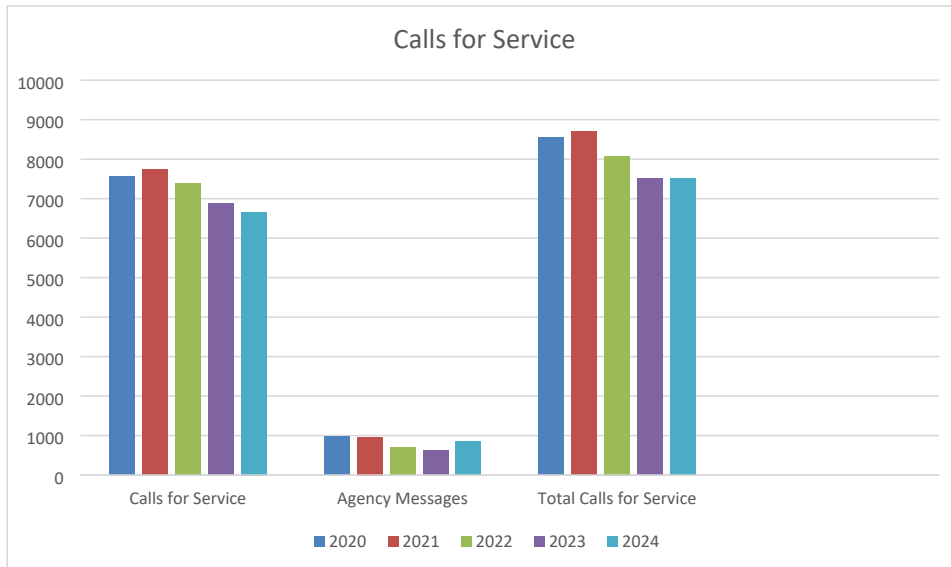
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police department.

The department also has 6 non-sworn support staff, consisting of one code enforcement/animal control officer, one records supervisor, three record clerks, and one part time records clerk that was budgeted for 2025. As SWPD continues to increase police officer personnel, the record division will need additional personnel to handle the additional workload.

The standard FBI recommendation is for two officers per one thousand people. Utilizing this standard, the SWPD should have a sworn force of twenty-six officers, based on an estimated population of over 13,000 in 2024.

In Sedro-Woolley, WA, the population is growing, with a 2025 estimate of 13,256 with an annual growth rate of 1.21%. The median age is 35.1 years, median household income is \$83,706, and the poverty rate is 14.66%. The estimated 2045 population target is 18,582. In 2024, SWPD responded to 7521 calls for service. The five-year average is 8070 calls for service a year.



	2020	2021	2022	2023	2024
<u>Calls for Service</u>	7566	7739	7373	6874	6663
<u>Agency Messages</u>	977	963	708	629	857
<u>Total Calls for Service</u>	8543	8702	8081	7502	7521

The population with which the SWPD provides service is not limited to residents living within the urban growth boundaries but also includes a large population within the county surrounding the UGA and individuals traveling briefly within the community. With two state routes that intersect our city, there is a

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significant amount of traffic going through the city. In 2024, there were 21,000 vehicles a day going through the city, amounting to 7,665,000 total vehicles in 2024.

To maintain a consistent level of service, officers per thousand population is not the only indicator. Calls for service, average calls per officer, response times, times spent on calls, overall area served, call volume hours of day average and traffic volume should be additional indicators for increasing the staffing.

SWPD strives to maintain a response time of less than five minutes to 'in-progress' calls for service. Priority 1 call response time average over the past 5 years was 5:10 minutes. Priority 2 calls averaged 7:05 minutes. Combined average 6:12 minutes. In addition, the complexity of case investigations, mandates from state law, and case law has increased our responsibility during criminal investigations, increasing the amount of time a call for service takes to complete.

The police department works with various other City Departments, Code Enforcement and the City Supervisor to improve the quality of life for the citizens of the city. The SWPD is focusing on changing behavior proactively by deterring criminal activity.

The SWPD hasn't been able to develop special programs such as a School Resource Officer, Community Service Officer, due to a lack of manpower.

PROJECTED NEED

Assuming that calls for service are related somewhat to residential increases, but more dramatically to daytime population and traffic loads, it is anticipated that the demand for sworn and non-sworn personnel will continue to increase.

The biggest need for the immediate future will be personnel, capitol facility investments and continue to implement new technology that will provide effective public safety to the community.

First, personnel will need to increase based on growth of the community we serve. Projected growth within this plan is used as a guideline for what could be needed for personnel over the next 20 years. As growth increases the demand for public safety services increases. Second, funding for a new public safety building will be a necessary capital facility project, as the city has already outgrown the shared City Halland Public Safety Building. Third, technology needs to be used in ways that assist officers in solving reported crime, reduce the amount of time spent on a case and overall workload.

The SWPD's entire reporting system is part of a county-wide CAD system network that is maintained by the Skagit County and paid for by users. SWPD's Patrol vehicles all have Mobile Data Terminals that access the CAD system through a mobile network provided by the City of Mt Vernon. Dispatch services are provided by Skagit 911 Center in Mt Vernon. Each participating agency pays into this system for maintenance and upgrades based on usage of the system.

I project that by 2045; we should be a 38-officer department (16 new positions) 9 records (4.5 new positions) Code Enforcement 2 (1 new position) 1 community service officer. I anticipate

Critical infrastructure for communications is and ongoing need. In 2021, SWPD upgraded all radios with encryption capabilities costing around \$180,000. That one-time cost suggested that all vehicles and equipment in the vehicle should be accounted for within the 7-year replacement plan. This allows new vehicles to come with all new equipment instead of transferring used equipment into a new vehicle to hopefully deter the large unfunded one-time costs. As of 2025, encryption has not been implemented but is a project goal for completion in 2025.

Technology continues to play a big part in law enforcement. Body worn cameras have been in place since 2011 for officers who opted to wear and were fully implemented as mandatory wear for all officers in 2018. The reality of having video and audio recordings of officer interactions has been valuable and necessary for transparency, accountability and protection. This bodycam program and cloud evidence storage services generally costs around \$17,000 a year. The cost is expected to increase as we are near the end of

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the contract agreement. By adding in vehicle camera systems and LPR would enhance transparency, accountability and protection by providing additional views and footage than the body camera footage alone.

Flock safety LPR cameras have been installed within the city in an attempt increase the solvability of reported crimes as well as increasing proactivity. SWPD will look to expand this project in the future based on need. Cameras, Speed Radar warning signs and potential for uses for enforcement in the future may need to be considered in the future.

Non-lethal options such as tasers, pepper ball launchers and 40mm projectiles cost around \$20,000 a year to maintain equipment and training requirements.

Additional in

Implementing a Drone program would work well with our newly implemented Canine Program.

PROJECTED COSTS

The projected cost increase for personnel and vehicles to meet the ideal staffing level for the Department.

Body worn cameras cost about \$17,000 a year.

Tasers cost about \$16,000 a year.

Vehicle replacement cost a year, 3 vehicles a year \$285,000.

Spillman and 911 services cost \$320,000 a year.

Scheduling software costs \$2900 a year.

Investigative software for criminal and background Clear, Leads, Bait \$15,000 a year.

Lexipol policy \$12,000 a year.

Flock Safety LPR cameras cost \$ 22,000 a year.

Drone Program initial implementation cost \$40,000

In vehicle camera systems

GOALS AND POLICIES

Goal PD1.1: To assure that capital improvements necessary to carry out the comprehensive plan are provided when they are needed.

Policy PD1.1: Maintain safe and effective police department capital equipment.

Policy PD1.2: Provide capital facilities and equipment within the level of service standards adopted by the city.

Policy PD1.3: Provide the technology and supporting services to accomplish the Police function.

Policy PD1.4: Provide current and future citizens of the City of Sedro-Woolley a great place to live, work and play.

Policy PD1.5: Provide a public education program to inform and educate citizens in crime prevention issues that will promote prevention of crime and promotion of life safety.

Goal PD2: To manage land use changes and develop city facilities and services in a manner that directs and controls land use patterns and intensities.

Policy PD2.1: Establish the police department service delivery system as an “urban service” requiring

concurrency under the Growth Management Act.

Police protection in the Sedro-Woolley UGA is provided by the city of Sedro-Woolley police department (hereinafter referred to as the “SWPD” or “department”). The need for new police personnel and facilities is directly related to population, crime rates, response time and other demographic trends such as birth rate, housing and employment trends. These trends are an important tool in predicting the police protection service needs of the community, personnel and equipment requirements and the location, size and capacity of new police facilities.

The SWPD has recently been reorganized and operates with one chief, one patrol/administrative sergeant, two patrol sergeants, one detective and seven patrol officers, for a total sworn strength of twelve personnel. Four additional patrol positions have been authorized but not realized due to long waits for Academy spots and lengthy background checks (January 2015). The department also has five non-sworn employees, consisting of one code enforcement/animal control officer, one records supervisor, one records clerk, one part time receptionist/records clerk and one part time transcriptionist. The FBI recommendation is for two officers per one thousand persons. Utilizing this standard, the SWPD should have a sworn force of twenty officers, based on an estimated population of 10,700.

In 1994, when this plan was initially done, the SWPD responded to 7,484 calls for service per year. That was a fairly average number until we saw a serious upswing in numbers for 2003-2008, culminating in 10,026 calls in 2008. Those call numbers have steadily decreased back to a total of 8,314 calls for service by the end of 2014. Many factors affect these numbers, a huge difference has been changes in Jail population/the ability to book prisoners and case law (changing driving suspended to an infraction) that has forced some changes away from proactive patrol, which generates a lot of these numbers.

The population with which the SWPD interacts is not limited to residents living within the urban growth boundaries but also includes a large population within the county surrounding the UGA and individuals traveling briefly within the community.

To maintain current levels of service, officers per thousand population is not an adequate indicator. The department strives to maintain a response time of less than five minutes to “in progress” calls. In addition, the department is working with various other City Departments, Code Enforcement and the City Supervisor to improve the quality of life for the citizens of the City. The SWDP is focusing on changing behavior from the smallest issues like junk vehicles and improper parking to undercover drug buys and neighborhood decay.

The SWPD hasn't been able to develop programs or provide a School Resource Officer, due to a lack of manpower. Instead we have broadened the scope of work that the general patrol officer does to include teaching at the Skagit Valley College, speaking at the schools, participating in activities at the Boys and Girls club and investigating crimes including serious felonies. Most agencies have specialized units or Detectives to handle this sort of work, we have more of a “jack of all trades” approach.

PROJECTED NEED

Assuming that calls for service are related somewhat to residential increases, but more dramatically to daytime population and traffic loads, it is anticipated that the demand for sworn and non-sworn personnel will continue to increase.

The biggest need for the immediate future will be technology and personnel. First, technology needs come in several different areas. The SWPD's entire reporting system is part of a county-wide Spillman network that is maintained by the County and paid for by all users. All of the SWPD's Patrol vehicles have Mobile Data Terminals that access the Spillman system through a mobile network provided by the City of Mt Vernon. The SWPD's 911 call-taking and Dispatch services are provided by a consolidated 911 Center in Mt Vernon. Each participating agency pays into this system for maintenance and upgrades.

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Table 7.20.1 shows the current, authorized staffing on the left and the ideal projected need for staffing and vehicles on the right. Annotations in bold italics are needed but not acquired or hired. The needs are mainly determined by current staffing and what the SWPD currently needs to accomplish the department's goals.

Table 720.1

Current Staff		Projected Need	
Chief	Vehicle	Chief	Vehicle
Administrative Sergeant	Vehicle	<i>Lieutenant</i>	<i>Vehicle</i>
Detective	Vehicle	Administrative Sergeant	Vehicle
Detective Pending	<i>Vehicle</i>	Detective	Vehicle
Patrol Sergeant #1	Vehicle	Detective Pending	Vehicle
Officer	Vehicle	Patrol Sergeant #1	Vehicle
Officer	Vehicle	Officer	Vehicle
Officer	Vehicle	Officer	Vehicle
Officer	Vehicle	Officer	Vehicle
Officer Pending	Vehicle	Officer	Vehicle
Patrol Sergeant #2	Vehicle	Patrol Sergeant #2	Vehicle
Officer	Vehicle	Officer	Vehicle
Officer	Vehicle	Officer	Vehicle

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Officer	Vehicle	Officer	Vehicle
Officer-Pending	Vehicle	Officer	Vehicle
Officer-Pending	Vehicle	<i>Patrol Sergeant #3</i>	Vehicle
Records Supervisor		Officer	<i>Vehicle</i>
Records Clerk		Officer	<i>Vehicle</i>
Part-Time Reception		<i>Officer</i>	<i>Vehicle</i>
Part-Time Transcription		<i>Officer</i>	<i>Vehicle</i>
Code- Enforcement	Vehicle	<i>School- Resource- Officer</i>	<i>Vehicle</i>
		Records- Supervisor	
		Records-Clerk	
		<i>Full-Time- Records Clerk</i>	
		<i>Full-Time- Reception- Records- Transcriptionist</i>	
		Code- Enforcement	Vehicle

An additional need is for critical infrastructure communications. As of 2015 the SWPD has partnered with the Sedro-Woolley School District to add a radio repeater to an existing tower. This will allow for complete portable radio coverage for the entire City. More infrastructure will be necessary to tie into a bigger, county-wide communications network.

With the advent of tablet computers, the SWPD sees the need to add these items to its inventory. The capability to have an entire database of people, vehicles and reports exists now. The only thing preventing that is the cost of outfitting each officer and maintaining the systems and computer memory needed.

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Another technology that is needed is body cameras for each officer. Current legislation hasn't kept pace with this popular tool, but when it does, the reality of having video and audio recordings of officer interactions will be extremely valuable and necessary in the future. As it stands, other states have enacted laws requiring video evidence. Video surveillance options have very broad applications and would be extremely useful in deterring and reporting crime. The only bar to adopting many of these options is the initial cost and maintaining the storage of video records.

Finally, there are several options for equipping patrol officers with night vision capabilities. This technology is a bit expensive, but affordable. Having this would allow a more thorough ability to locate criminals hiding in the dark.

PROJECTED COSTS

The projected cost increase for personnel and vehicles to meet the ideal staffing level for the Department.

Night vision units are about \$4,000 each. Rotating in three per year would be \$12,000 per year.

Body worn cameras are about \$900 each. Rotating in three per year would be \$2,700 per year.

Tablets compatible with our system and associated software are about \$1,200 each. These would probably be rotated in at 6 per year, for \$7,200 per year.

There is no way to estimate at this time what proposed radio infrastructure costs would be as this is a shared cost amongst numerous agencies. Users of the system would most likely be assessed a portion of the cost for necessary repairs and various grants would be sought to assist.

	Wages — and Benefits (Average)	Vehicle plus outfitting
Commissioned Officer	\$100,000	\$40,000
Commissioned Officer	\$100,000	\$40,000
Commissioned Officer	\$100,000	\$40,000
Commissioned Officer	\$100,000	\$40,000
Lieutenant position restructure no new position		\$40,000 (Lt. Vehicle)
School Resource Officer	\$25,000 — our share (\$75,000 SW School District)	\$10,000 — our share (\$30,000 SW School District)
Records — Clerk Part time to full time	\$70,000 — increase to Full Time with wages and benefit increase	

Reception- Records- Transcription-Part time to full time	\$70,000 —in- crease to Full- Time with wages And benefit- increase	
	\$565,000 — estimated in- crease	\$210,000

GOALS AND POLICIES

Goal PD1.1: To assure that capital improvements necessary to carry out the comprehensive plan are provided when they are needed.

Policy PD1.1: Maintain safe and effective police department capital equipment.

Policy PD1.2: Provide capital facilities and equipment within the level of service standards adopted by the city.

Policy PD1.3: Provide the technology and supporting services to accomplish the Police function.

Policy PD1.4: Provide current and future citizens of the City of Sedro-Woolley a safe and enjoyable place to live, raise families and work.

Policy PD1.5: Provide a public education program to inform and educate citizens in crime prevention issues that will promote prevention of crime and promotion of life safety.

Goal PD2: To manage land use change and develop city facilities and services in a manner that directs and controls land use patterns and intensities.

Policy PD2.1: Establish the police department service delivery system as an “urban service” requiring concurrency under the Growth Management Act.

PC and CC: Please jump to the Goals and Policies on page 225. Gray and Osborne Consultants are in the process of updating the narrative below, which will be available in the next draft.

STORM WATER MANAGEMENT EXISTING FACILITIES

Commented [DK18]: Update with summary of Stormwater Management Plan which will be included as an appendix.

The City of Sedro-Woolley stormwater system currently serves residents living within the city limits (Figure CF-3). The city operates and maintains the Municipal Separate Storm Sewer System (MS4) under the requirements of the State of Washington National Pollution Discharge Elimination System (NPDES) Phase II Stormwater Permit. Facilities include the conveyance network consisting of pipe- lines, drainage ditches, culverts, catch basins, man- holes, pump stations, stormwater infiltration, detention and treatment facilities, Low-Impact Development facilities and outfalls to the Skagit River. The most recent Stormwater Management Plan was completed in 1997.

Private storm sewer systems discharging to the MS4 exist throughout the city. These system fall under the requirements of the NPDES Permit, and are regulated by the City. Private systems include ditches, culverts, pipelines, catch basins, oil-water separators, infiltration, detention and treatment facilities, Low Impact Development facilities and pump stations.

Pipelines, Culverts and Ditches

Currently the City’s MS4 consists of pipelines of various sizes ranging from eight inches to forty- eight inches in diameter and totaling 216,800 lineal feet, culverts totaling 7,525 lineal feet and open ditches totaling 35,840 lineal feet convey stormwater to 21 connection points to private systems or to Skagit County drainage, 21 infiltration facilities and 20 outfall points to receiving waters including Brickyard Creek, Willard Creek, Hansen Creek and the Skagit River. The system includes 2,144 catch basins, 18 control structures, two drywells, two oil- water separators and two pump stations. Pipelines include gravity lines and force mains (pressure pipes). The city’s primary responsibility is for the main storm sewers, culverts and ditches in streets and other rights-of-way, as well as for systems serving municipal properties. Private systems discharging to the MS4 are the responsibility of the property owners from the point of discharge to the MS4.

Pump Stations

Pump stations are required when natural topography does not allow for gravity flow to the point of discharge to the gravity system. A pump station receives flow from one area by gravity and pumps that flow over a topographic ridge to continue to the gravity system and ultimately to the outfall. Sedro-Woolley currently owns and maintains 2 stormwater pump stations. There are 8 privately owned and maintained stormwater pump stations within the city.

Stormwater Detention and Treatment Facilities

The MS4 includes 26 municipal facilities, including 9 Stormwater Detention and Treatment ponds, 1 Raingardens, 2 pump stations, 12 Underground Storage/detention/infiltration systems, 1 Ecology Embankment, and 1 Rainstore system. Within the city there are currently 95 private facilities consisting of Stormwater Detention and Treatment Ponds, Raingardens, Bioretention, and Underground Storage/Detention/Infiltration Systems. To date, all known private systems have been inventoried and mapped. New systems are inventoried and mapped as they are completed.

Brickyard Creek

Brickyard Creek is a 24,500 lineal foot combination of natural and man-made streambed classified as waters of the state and fish-bearing stream. This water body was formerly maintained by the Skagit County run Sedro-Woolley Sub-Flood Control District, and is the discharge point for approximately 40% of the city’s drainage. 95% of Brickyard Creek lies within the city limits, and the remaining portion is in

the UGA. Responsibility for Brickyard Creek was assumed by the city in January 2012. The city maintains the remaining 5% of the Creek under an Interlocal agreement with Skagit County.

Flooding

Portions of the city are subject to periodic localized flooding, mainly due to backwater conditions on Brickyard Creek created during peak stormwater events. Certain locations on the Creek, including the North Reed/Brickyard Meadows intersection, portions of Lucas Drive, Independence Boulevard, and the Golf Course, experience short term sur-charging during rainfall events greater than a 10-year event (2.6 inches in 24 hours). A 2013 study completed of the SR20 Stormwater Conveyance System identified two undersized culverts on Brickyard Creek between Holtcamp Road outfall and Hodgkin Road as contributing factors. Regular maintenance of the creek channel over the past few years has mitigated this condition somewhat.

The older portion of the city south of SR20 does not have significant flooding issues. The ongoing General Investigation study being completed under the auspices of the Corps of Engineers will need to be monitored carefully as some alternates for mitigation of Skagit River flooding may impact the 100 year flood level within the lower portion of the city, as well as threatening the Wastewater Treatment Facility.

PROJECTED NEED

Like many jurisdictions in the Northwest, surface water management has historically been considered a funding priority after a major storm event. Two main problems exist in Sedro-Woolley: 1) Water quality in Brickyard Creek and the Skagit River is poor due to many factors including nonpoint source of pollution and frequent flooding; and 2) Localized flooding during peak stormwater events.

Stormwater Management Plan

The 1997 Stormwater Management Plan identified deficiencies in the MS4 system at the time the report was prepared, and included a project list to address these deficiencies, as well as ongoing maintenance issues. The recommendations of the plan were largely unmet in subsequent years. Update of the plan is needed to reassess previously identified deficiencies, and to address significant development that has occurred in the past 25 years.

Water Quality

The State of Washington NPDES Phase II permit, first issued in 2007 and renewed in 2013 and 2019, requires the city to operate and maintain the MS4 system in such a manner as to protect and improve water quality for the identified water bodies, in this case the Skagit River, Brickyard Creek, Hansen Creek and Willard Creek.

The 2019 permit requires the City to prepare a Stormwater Management Action Plan (SMAP) by 2023, prioritizing a receiving water and a catchment area discharging to that receiving water. And within these areas, develop stormwater retrofits, land management strategies and other actions to accommodate future growth and development while preventing water quality degradation and/or improving conditions in the receiving waters harmed by past development.

Another new requirement of the 2019 permit requires the establishment of a Source Control program. This program consists of inspections of existing pollutant generating sources at publicly and privately owned institutional, commercial and industrial sites to enforce implementation of required BMPs to control pollution discharging into the MS4. Program inspections are required to begin in 2023.

The city formed a Stormwater Utility in 2008 to provide a regular source of funding for ongoing maintenance and for correction of deficiencies. The initial rate set for the utility was insufficient to deal with deficiencies identified in the 1997 Plan, but did allow for initial steps to address water quality requirements of the NPDES Permit. The Public Works Department has dedicated Operations staff to maintenance, performance and documentation of maintenance activities, and has tracked and reported

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progress as required by the Permit. A rate increase effective January 1, 2015 is projected to bring maintenance funding up to the level required by the NPDES Permit, but still does not address deficiencies in the system. Funding for the correction of deficiencies is an ongoing discussion item, and will be addressed in the Stormwater Plan update.

The GMA requires that level of service (LOS) service standards be established for services provided by the local jurisdiction as part of capital facilities planning. LOS standards are quantifiable measures of public services the city provides to the present and future residents and businesses within the UGA. They allow the city to assess deficiencies in the services it provides and define maximum threshold standards that must be met by the existing and new facilities to avoid under-served growth.

**PERCENT OF CAPACITY LOS
FOR STORM WATER SYSTEM**

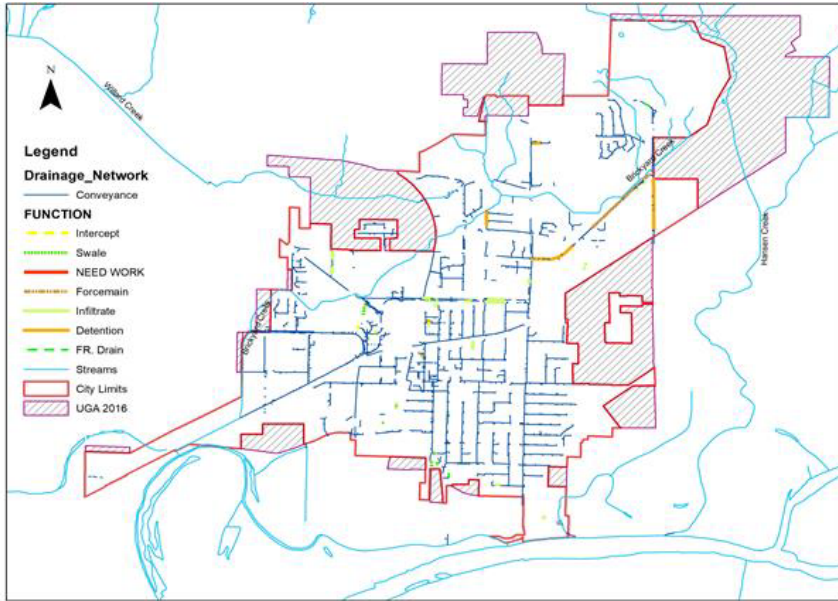
SYSTEM ELEMENT	A	B	C	D	E	F
Pipelines	0-20	21-40	41-60	61-80	81-100	>100
Pump Stations	0-20	21-40	41-60	61-80	81-100	>100

**CONDITION LOS FOR THE
STORM WATER SYSTEM**

SYSTEM ELEMENT	1*	2*	3*	4*	5*
Pipelines	Immediate	<3	>3,<6	>6,<20	>20
Pump Station	Immediate	<3	>3,<6	>6,<20	>20

* Years until the improvements are needed

Figure CF-3
Stormwater System



LOS standards developed for Sedro-Woolley's storm water collection system are based on both capacity and system condition. The capacity LOS rates the unused capacity of each system component. This LOS uses an A-through-F rating system where the A-level rating indicates a large amount of unused capacity. Meanwhile, the condition LOS rates the system components using a 1-through-5 scale. A 1 rating is the lowest or worst condition and a 5 rating is the highest rating or best condition.

Given the magnitude of surface water flooding, water quality, and sensitive resource issues continuing to face the city of Sedro-Woolley, additional funding sources dedicated to surface water management needs to be given strong consideration.

The Stormwater Utility has provided basic maintenance level funding meeting the requirements of the NPDES Permit through 2021. As additional Permit requirements become effective, this need will increase, most notably Low Impact Development requirements effective in 2017 and Source Control inspections beginning in 2023.

PROJECTED DEMAND

With minor differences, the future storm water collection system under both a preferred and benchmark alternative would be similar. This is due to population forecasts which predict similar residential growth rates and population. Only the geographic distribution of the storm water collection system demand will vary between the different alternatives.

Within the existing city limits, the storm water system will be upgraded through an improvement program that takes into consideration demands for residential, commercial and industrial storm water disposal systems. For instance, under the preferred alternative, residential infilling and increased residential densities will be encouraged. Similarly, there will be new locations for industrial and commercial activity. Under the benchmark, growth and development would follow previous patterns. Design of the new storm water collection system will take these land use changes into account.

PROJECT COSTS

The 1997 Stormwater Management Plan identified system deficiencies and quantified project costs. Formation of the 2008 Stormwater Utility further refined the cost estimates. Revenues produced by the Utility, coupled with a series of small management grants through the Department of Ecology have funded portions of the recommendations of the 1997 Plan. These include:

1. Development of a public education component to make people aware of how their actions affect water quality and to allow the public to participate in the planning process;
2. Participation in the Ecology program to determine Total Daily Maximum Loadings (TMDL) for the Skagit River and tributaries within the MS4. This process will eventually result in specific water quality limitations and allow for design of measures beyond existing permit requirements to address them if required;
3. Development of the stormwater utility, providing ongoing revenue for management and maintenance operations;
4. Updated Sedro-Woolley Municipal Code Chapter 13.36 Stormwater Management and Chapter 13.40 Stormwater Maintenance to comply with the NPDES Phase II Permit.
5. Developed Geographic Information System (GIS) mapping of the existing city stormwater system and private systems discharging to the city system.
 5. Developed of file systems and procedures for stormwater management and maintenance activities, including public and private systems.
 6. Enhanced the existing Stormwater Maintenance program utilizing the Public Works Operations Department staff to inspect and clean catch basins, pipelines, culverts

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- and ditches and to maintain detention/treatment systems and pump stations, along with regular street sweeping. Purchased new Vactor truck (2009) and Street Sweeper (2013) to support maintenance operations.
7. Developed a stormwater vactor waste disposal system for treatment and disposal of vactor waste from catch basins, and upgraded the existing street sweeping handling and disposal according to state requirements.

The city contracts with the Skagit Conservation District (SCD) to participate in a Skagit County-wide effort to provide public education and encouragement to meet NPDES Permit requirements. This program has proven successful, and the city plans to continue with this arrangement for the immediate future. The city also maintains a dedicated Storm- water website, containing reports to Ecology, SCD Annual Reports, information on programs available and links to other resources. Regular training of responsible personnel are performed to ensure that staff is aware of the requirements of the Permit and to support the efforts of the city to enhance water quality.

While significant progress has been made since 2008, challenges remain. These are as follows:

1. Meeting increasing Permit requirements such as implementation of Low Impact Development requirements for public and private facility construction, implementation of the new Source Control program, and implementing projects identified in the SMAP.
2. Funding identified system deficiencies as identified in the 1997 Plan, and additional deficiencies identified since that time.

Deficiency Projects

The 1997 Plan identified two major projects and 14 minor projects for construction to address system deficiencies. The major projects were: 1) construction of a Regional Detention System on Cook Road near Brickyard Creek for regional stormwater detention and treatment, estimated at \$4.3 million, and 2) upgrade of the Fruitdale Road Conveyance System, SR20 to Skagit River, estimated at \$1 million. The Cook Road system is likely to have been superseded by subsequent development in the vicinity, and will need to be reassessed in the plan update. The Fruitdale pipeline is in Skagit County, and mostly serves UGA areas not likely to be annexed due to prior development issues. The minor projects identified in the 1997 Plan total \$380,000, and will be assessed on a case-by-case basis in the Plan update.

The 2008 Stormwater Utility formation effort identified the additional need for a Regional Treatment Facility to serve the urban area south of SR20, to be located near Riverfront Park at an estimated cost of \$2.6 million. The city purchased property west of River Road and Riverfront Park for this purpose. The need for this facility will be driven by water quality determinations resulting from the TMDL study noted earlier in this section, to be completed after 2018. As a result, this facility will not be needed for at least five years.

The 2013 SR20 Stormwater Conveyance System study completed in conjunction with the SR20/Cook Road Realignment and Extension Project identified \$700,000 in improvements to the piping system between the Brickyard Creek outfall and SR9 South, and within Brickyard Creek itself between the outfall and the Holtcamp Road crossing that will need to be addressed within the next 5 years due to permitting requirements related to the SR20/Cook Road project. The January 5, 2015, 25-year storm event corroborated the need for these upgrades. Approximately 1,910 lineal feet of the system from Hodgkin Road to SR9 South is planned for upgrade in 2016 as part of the SR20/Cascade Trail West Extension Project Phases 1A and 1B. This will leave 984 lineal feet of the SR20 system west of Hodgkin Road for future upgrade, at a cost of \$300,000.

UPDATE: In 2017 2,170 LF of the storm system was upgraded with larger diameter pipe and new structures at a cost of \$855,000 (PH 1A & 1B). In 2020, as part of the SR20 widening project, the last 250

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LF to the outfall point at Brickyard Creek was piped and a check valve installed to prevent fish from getting into the storm system from the creek. Cost for this last phase was \$85,000.

GOALS AND OBJECTIVES

Goal ST1.0: Update the 1997 Stormwater Management Plan.

Policy ST1.1: Pursue a grant and loan applications to secure funding for the plan update.

Policy ST1.2: Require new developments to mitigate their site water run-offs into the city right-of-way.

Policy ST1.3: Eliminate point and non-point source pollution into the local drainage channels to include the Skagit River and Brickyard Creek.

Goal ST2.0: Annual reassessment of Utility revenue.

Policy ST2.1: Assure that NPDES Permit requirements are met, reassess Utility revenue on an annual basis and adjust as needed.

Goal ST3.0: To assure that capital improvements necessary to carry out the Stormwater Management Plan are provided when they are needed.

Policy ST3.1: Develop funding to support or enhance the storm water utility for Sedro-Woolley to generate funding for the city capital improvement projects.

Policy ST3.2: Maintain a safe and efficient public storm water collection and treatment system.

Policy ST3.4: Require all new development to conform with the city storm water comprehensive plan.

Goal ST4.0: To manage land use changes and develops city facilities and services in a manner that directs and controls land use patterns and intensities.

Policy ST4.1: Establish the storm water system as an “urban service” requiring concurrency under the Growth Management Act.

Policy ST4.2: The city will use level of service to determine the impact of a new development on the existing storm facilities.

Goal ST5.0: Fund and construct remaining SR20 Conveyance System Improvements.

Policy ST5.1: Identify funding to design and build this \$300,000 project.

Policy ST5.2: Partner with Skagit County for use of Sedro-Woolley Sub-Flood Funds for Brickyard Creek portions of the project.

Policy ST5.3: Construct project by 2020.

GOALS AND POLICIES

Goal ST1.0: Protect and enhance the City’s financial health and stability while maintaining appropriate and essential public services in a cost-effective manner.

Policy ST 1.1: Charge fair rates for connections with the stormwater system and periodically reevaluate rates based on stormwater needs.

Policy ST 1.2: Manage Storm Utility funds responsibly and in compliance with applicable State and Local laws.

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Policy ST1.3: Incorporate the *Stormwater Management Plan* into the City's 2025-2045 *Comprehensive Plan*.

Policy ST1.4: Acquire easements through private property for operation and maintenance of critical stormwater infrastructure.

Goal ST2.0: Protect the environment and enhance the city's high quality of life, including air and water quality, and the availability of water.

Policy ST2.1: Preserve existing native vegetation and maintain natural drainage flowpaths where possible.

Policy ST2.2: Encourage water quality, fish passage and fish habitat protection for all new projects.

Policy ST2.3: Comply with the Washington State Department of Ecology Western Washington Phase II Municipal Stormwater National Pollutant Discharge Elimination (NPDES) Permit including but not limited to stormwater planning, education, and maintenance.

Policy ST2.4: Encourage new stormwater infrastructure designs to account for climate change.

Policy ST2.5: Require developers to control runoff on-site or otherwise, make off-site, downstream storm drainage improvements when required to service a proposed new development.

Goal ST3.0: Review, prioritize, and implement capital infrastructure projects to include retrofitting areas of concern.

Policy ST3.1: Develop funding to support or enhance the storm water utility for Sedro-Woolley to generate funding for the City' stormwater related capital improvement projects.

Policy ST 3.2: Monitor the implementation of capital improvement projects according to the schedule and budget.

Policy ST3.3: Maintain a Storm Utility which shall be responsible for maintenance and operation of the public storm drainage system.

Policy ST3.4: Repair and/or Replace damaged stormwater infrastructure.

Goal ST4.0: Reduce pollutants entering nearby waterbodies.

Policy ST4.1: Encourage treatment or pretreatment of stormwater flows where feasible.

Policy ST4.2: Encourage infiltration of stormwater where feasible.

Policy ST4.3: Encourage erosion control measures for construction and operation of drainage facilities.

Goal ST5.0: Encourage local involvement in protecting stormwater quality.

Policy ST5.1: Hold a public meeting on the annual *Stormwater Management Plan* (SWMP) and document public involvement.

Policy ST5.2: Hold a public meeting on the update of the *Stormwater Management Action Plan* (SMAP).

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and document public involvement.

Goal ST6.0: Increase public awareness of pollutant spill prevention/proper cleanup.

Policy ST6.1: Implement a stormwater behavior change campaign.

Policy ST6.2: Promote stormwater stewardship opportunities.

7.28

SOLID WASTE MANAGEMENT

EXISTING FACILITIES, NEED AND DEMAND

The city of Sedro-Woolley provides curbside solid waste disposal and recycling services within the Sedro-Woolley city limits. Solid waste materials which are picked up are taken to a county-wide drop spot for disposal. Recycled materials are currently handled by Waste Management, Inc.

In 20242014, there were approximately ~~4,051~~four thousand twenty three (4,023) residential and commercial customers. ~~3,922 curbside recycling customers, and 1,754 food & yard waste customers.~~ An additional 159 residential and commercial customers are being added in February 2015, for a revised total of 4,182. Service is provided by a crew of ~~five~~ solid waste drivers and a division supervisor operating ~~nine~~ four workers with capital facilities of three trucks (three front load trucks, four side load trucks, and two solid waste trucks and one two roll-off transfer vehicle.). It is estimated by the year 2035, a crew of five workers will be needed and capital facilities of four trucks.

The Solid Waste Utility contributes to the Trucks are replaced under the city's Equipment Repair and Replacement (ERR) Fund ~~for garbage truck replacement. On average, trucks are replaced on a ten year or~~ a cycle of every ten years. A new truck was recently ordered for delivery in 2015 at the cost of \$322,000. From 2015-2017, it is anticipated that one additional re- placement truck will be required. The Stormwater Utility funds this portion of the ERR. Solid waste revenue was estimated at \$1,259,500 per year with the balance of the expenditures of the fund allocated for salaries, tipping fees and repair and maintenance of equipment. Solid Waste currently funds their portion of the ERR with deposits of \$115,000 per year, generated from solid waste revenues.

~~Solid Waste performed a pilot program in 2015 to provide every other week pickup of residential solid waste. The program was successful logistically, but found to be unsustainable due to the current rate structure of the utility.~~

~~Solid Waste assumed the curbside recycling program from Waste Management after expiration of their contract in 2015. An additional solid waste vehicle to support this program was purchased for delivery in 2016. An additional full time worker was also added in 2015.~~

~~The department is setting aside funds for construction of a new Solid Waste/Equipment Maintenance Facility. The estimated cost for the facility is~~

~~\$350,000. Timing is dependent on the status of the recycling program assumption, but could be as early as 2017.~~

GOALS AND POLICIES

Policy SW1.1: Maintain a cost-effective and responsive solid waste collection system.

Policy SW1.2: Manage solid waste collection methods to minimize litter and neighborhood disruption and quality of the urban development.

Policy SW1.3: Promote the recycling of solid waste materials through waste reduction and source separation. Develop educational materials on recycling and other waste reduction methods.

Policy SW1.4: Explore alternative service delivery methods to increase efficiency and reduce costs.

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CAPITAL FACILITIES FINANCING

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The six-year capital facilities plan includes improvements that the comprehensive plan elements indicates are necessary, along with potential funding sources. In order to identify these potential funding sources, it is important to review how capital improvements have been financed in Sedro-Woolley in the past and could be financed in the future. Capital outlays tend to vary a great deal from year to year, depending on need and the ability of the city to secure grants to fund particular projects.

REVENUE SOURCES

This section summarizes the revenue sources available to the city of Sedro-Woolley and highlights those available for capital facilities:

There are two types of revenue sources for capital facilities:

1. Multi-use: taxes, fees, and grants which may be used for virtually any type of capital facility (but which may become restricted if and when adopted for a specific type of capital facility);
2. Single use: taxes, fees, and grants which may be used only for a particular type of capital facility.

These revenue sources are discussed below.

Multi-Use Revenue Property Tax

Property tax levies are most often used by local governments for operating and maintenance costs. They are not commonly used for capital improvements. Under State law, local governments are prohibited from raising the property tax levy more than one percent per year. Property tax received by the city of Sedro-Woolley has by policy, been allocated to pay for costs incurred for parks, cemetery, street, library and general fund expenditures.

Long-Term Bond Indebtedness

There are three basic types of long-term indebtedness uses by municipalities to fund capital improvement projects:

- General Obligation Bonds - General Obligation Bonds are backed by the value of the property within the jurisdiction (at its full faith and credit)
- Revenue Bonds - Revenue bonds are backed by the revenue received from the project that the bonds help to fund. Such bonds are commonly used to fund utility improvements. A portion of the utility charge is set aside to payoff the bonds.
- Special Assessment Bonds - (Local Improvement Districts, Road Improvement Districts, and Local Improvement Districts) - Special assessment bonds, repaid by assessments against the property benefited by the improvements, are used to finance projects within a specific geographic area, as opposed to those that will serve the entire jurisdiction.

General Obligation Bonds and Lease-Purchase (Property Tax Excess Levy)

General Obligation Bonds are those which offer the greatest variety of uses. There are two types of General Obligation (GO) bonds: voter-approved and councilmanic. Voter-approved bonds increase the property tax rate, with increased revenues dedicated to paying principal and interest on the bonds. Local governments are authorized in “excess levies” to repay voter-approved bonds. Excess levies are increased

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in the regular property tax levy above statutory limits. Approval requires a sixty (60) percent majority vote in favor and a turn-out of at least forty (40) percent of the voters from the preceding general election. Councilmanic bonds are authorized by a jurisdiction's legislative body without the need for voter approval. Principal and interest payments for councilmanic bonds comes from general government revenues, without a corresponding increase in property taxes. Therefore, this method of bond approval does not utilize a dedicated funding source for repaying the bondholders. Lease-purchase arrangements are also authorized by vote of the legislative body and do not require voter approval.

The amount of local government debt allowable for GO bonds is restricted by law to 7.5 percent of the taxable value of the property within the city limits. This may be divided as follows:

General Purpose Bonds	2.5 percent
Utility Bonds	2.5 percent
Open Space and Park Facilities	2.5 percent

Of the 2.5 percent for General Purpose Bonds, the city may issue up to 0.75 percent in the form of councilmanic bond. State law allows cities an additional separate debt capacity of 0.75 percent of taxable value of property for non-voted lease obligations.

Depending on the amount in-term of the bonds or lease-purchase arrangements, the impact on the individual taxpayer can vary widely.

Real Estate Excise Tax

RCW 82.46 authorizes local governments to collect a real estate excise tax levy of 0.25 percent of the purchase price of real estate within the city limits. The Growth Management Act authorizes collection of another 0.25 percent. Both the first and second 0.25 percents are required to be used for financing capital facilities in local governments' capital facilities plans.

The first and second 1.25 may be used for the following capital facilities:

- a) The planning, acquisition, construction, re- construction, repair, replacement, rehabilitation, or improvements of streets, roads, high- ways, sidewalks, streets and road lighting systems, traffic signals, bridges, domestic water systems, and storm and sanitary sewer systems; or
- b) The planning, construction, repair, rehabilitate, or improvement of parks and recreation- al facilities.

In addition, the first 0.25 percent may be used for the following:

- a) The acquisition of parks and recreational facilities;
- b) The planning, acquisition, construction, repair, replacement, rehabilitation, or improvement of law enforcement facilities, protection of facilities, trails, libraries, administrative and judicial facilities, river and/or floodway/flood control projects, and housing projects subject to certain limitations.

The city of Sedro-Woolley has enacted the first 0.25 percent real estate excise tax which is allocated to a cumulative reserve capital expense fund.

Business and Occupation Tax

RCW 35.11 authorizes cities to collect this tax on the gross or net income of businesses, not to exceed a rate of 0.2 percent. Revenue may be used for capital facilities acquisition, construction, maintenance, and operations. Voter approval is required to initiate the tax or increase the tax rate. The city has utilized this revenue source.

Local Option Sales Tax

Local governments may collect a tax on retail sales of up to 1.1 percent, of which 0.1 percent may be used only for criminal justice purposes (public transportation-benefit authorities may levy up to 0.6 percent). Voter approval is required. Sedro-Woolley has enacted a sales tax, of which eighty (80) percent goes to the city and the remainder goes to the county.

Utility Tax

RCW 35A.52 authorizes cities to collect a tax on gross receipts of electrical, gas, garbage, telephone, cable television, water, sanitary sewer, and storm water management providers. State law limits the utility tax to six percent of the total receipts for cable television, electricity, gas, steam, and telephone, unless a majority of the voters approved a higher rate. There are no restrictions on the tax rates for sewer, water, solid waste, and stormwater. Revenue can be used for capital facilities acquisition, construction and maintenance. In Sedro-Woolley, a tax is collected on cable television, natural gas, telephone and electricity. No utility tax is collected on sanitation, sewer and water.

Community Development Block Grants

Approximately \$8.5 million in Community Development Block Grant (CDBG) funding is available annually state-wide through the federal Department of Housing and Urban Development for public facilities, economic development, and housing projects which benefit low-and-moderate income households. Funds may not be used for maintenance and operations. Because the amount of CDBG funding varies substantially from year to year, it is not possible to reliably forecast revenue from these grant sources.

Community Economic Revitalization Board Grant (CERE)

The State Department of Trade and Economic Development provides low-interest loans, and occasionally grants, to finance sewer, water, access roads, bridges, and other facilities for specific private sector development. Funding is available only for projects which support specific private developments or expansion which promotes the trading of goods and services outside the state. The average requirement is to create one job per three thousand dollars (\$3,000.00) of CERE financing. The city has not utilized this funding source. It is not possible to forecast revenues from CERE loans or grants.

Public Works Trust Fund Grants (PWTF)

The State Department of Community Development provides low-interest loans for capital facilities planning, emergency planning, and construction of bridges, roads, domestic water, sanitary sewer, and storm sewer. Applicants must have a capital facilities plan in place and must be levying the original 0.25 percent real estate sales tax (see previous real estate excise tax discussion). Construction and emergency planning projects must be for reconstruction of existing capital facilities only. Capital improvements planning projects are limited to planning for streets and utilities. Loans for construction projects require a local match generated only from local revenues or state-shared entitlement (gas tax) revenues. The required local match is ten (10) percent of a three percent loan, twenty (20) percent for a two percent loan, and thirty (30) percent for a one percent loan. Emergency planning loans are at a five percent interest rate. If state or federal disaster funds are received, they must be applied to the loan for the life of the project (twenty (20) years). Capital improvement planning loans are at least 0 percent interest, but require a twenty-five (25) percent local match. The city has applied for these funds for a sewer system design study and was awarded a loan. Future PWTF funding cannot be reliably forecasted.

Farmer Home Administration Community Facilities Program

Farmers Home Administration provides loans to develop community facilities for public use in rural areas and towns of not more than twenty thousand (20,000) people. Facilities eligible for loan assistance include fire stations, police stations, community buildings, libraries, and utilities. It is not possible to forecast revenues from this program.

Single-Purpose Revenue Sources

Cultural Arts, Stadium/Convention Facilities Special Purpose Districts

RCW 67.38.130 authorizes cultural arts, stadiums/convention special purpose districts with independent taxing authority to finance capital facilities. The District requires a majority voter approval for formation, and has a funding limit of 0.25 cents per one thousand dollars (\$1,000.00) of assessed valuation. Typically, such a special-purpose district would serve a larger geographical area than the single city. Revenue would be based on the tax base of the area within the special service district.

Police, Fire Protection and Emergency Medical Services

EMS Levy

The state authorizes a fifty cents (\$0.50) per one thousand dollars (\$1,000.00) AV property tax levy which may be enacted by fire and hospital districts, cities and towns, and counties. This levy is voluntary in cities and fire districts. Skagit County has enacted an EMS levy.

Fire Districts

Fire District #8 surrounds the city of Sedro-Woolley from which a fire district tax levy is collected. This revenue is used for operating and maintenance costs. Sedro-Woolley has entered into an interlocal agreement with District 8. Sedro-Woolley annually updates the amount it charges to District 8 for services rendered under the interlocal agreement.

Fire Impact Fees

RCW 82.02.050-090 authorizes a charge (impact fee) to be paid by new development for its “fair share” of the cost of fire protection and emergency medical facilities required to serve the development. Impact fees must be used for capital facilities necessitated by growth, and not to correct existing deficiencies in levels of service. Impact fees cannot be used for operating expenses. Sedro-Woolley collects impact fees on all new development. These fees will supersede any fees collected under SEPA.

A fire impact fee for the city of Sedro-Woolley can be generated by multiplying the current level of service by the cost of the capital facilities to determine the cost per capita, then multiplying that figure by the number of persons per dwelling unit to determine the cost per dwelling unit. Commercial fire impact fees are calculated with a formula using Equivalent Residential Units (ERUs) based on square footage.

Police Impact Fees

State law authorizes a charge (impact fee) to be paid by new development for its “fair share” of the cost of police facilities required to serve the development. Impact fees must be used for capital facilities necessitated by growth, and not to correct existing deficiencies in levels of service. Impact fees cannot be used for operating expenses. Sedro-Woolley has collected voluntary police impact fees for projects undergoing SEPA review. Police impact fees cannot be collected under GMA, so following adoption of the comprehensive plan, Sedro-Woolley will continue to collect voluntary police impact fees on all new development only if a SEPA review is required.

The primary costs associated with providing police protection to new projects are those costs required to provide protection for the two year period from the start of the construction until tax revenues from the improved project reach the General Fund.

To calculate the impact of new development on police protection, the city has determined that in 1990, each call for police service costs the city an average of one hundred eighteen dollars (\$118.00). It also determined that each residential unit generated an average of .86 calls for service and commercial development generated calls for police service at an average rate of .002 calls per square foot of commercial space. Therefore the costs of providing police service to new development during the two-year lag-time between application filing and tax revenues for the improved project reaching the Sedro-Woolley General Fund is calculated by multiplying the number of residential units times .86 times one hundred eighteen dollars (\$118.00) times two years two hundred two dollars ninety-six cents (\$202.96) for residential development and by multiplying the square footage times .002 times one hundred eighteen dollars (\$118.00) times two years (\$0.472 times square footage) for commercial development.

Parks and Recreation

Open Space and Park Facility General Obligation Bonds

See General Obligation Bonds (under Multi-Use Revenue, above) for general discussion of the purpose, requirements, and decision basis for GO bonds. The total amount of local government debt which may be committed to open space and park facilities is 2.5 percent. Sedro-Woolley currently does not have any open space and park facility general obligation debt.

Park Districts

State law authorizes metropolitan parks districts and park and recreation districts, each with independent taxing authority.

Parks and Recreation Service Areas (PRSA)

RCW 36.68.400 authorizes parks and recreation service areas as junior taxing districts for the purpose of financing the acquisition, construction, improvement, maintenance, or operation of any park, senior citizen activity center, zoo, aquarium or recreational facility. The maximum levy limit is 0.15, or 0.15 per one thousand dollars (\$1,000.00) AV. A PRSA can generate revenue from either the regular or excess property tax levies and through general obligation bonds, subject to voter approval. Revenue may be used for capital facilities maintenance and operations. Voters approve formation of a PRSA, and subsequently approve an excess levy for the purpose of constructing facilities.

User Fees and Program Fees

These fees are charged for using park facilities (such as field reservation fees) or participating in recreational programs (such as arts and crafts registration fees).

Park Impact Fees

RCW 82.02.050-090 authorizes local government to enact impact fees to be paid by new development for its "fair share" of system improvements costs of parks and recreation facilities necessary to serve the development. Impact fees must be used for capital facilities necessitated by growth, and not to correct existing deficiencies in levels of service. Impact fees cannot be used for operating expenses. Sedro-Woolley currently utilizes a park impact (mitigation) program. A complete description of that program and the specific fees is in the Parks and Recreation Element of the Comprehensive Plan.

State Parks and Recreation Commission Grants These grants are for parks, capital facilities acquisition, and construction, and require a fifty (50) percent local match. Sedro-Woolley currently has no state parks and recreational commission grants. It is not possible to reliably forecast the amount of revenue the city would receive over twenty (20) years from this source.

Aquatic Land Enhancement Access

This grant program is administered by the Department of Natural Resources. ALEA funds are limited to water dependent public access/recreation projects or on-site interpretive projects. Twenty-five (25) percent

local match is required. It is not possible to forecast revenues from ALEA grants. The city may apply for grants for future improvements or additions to Riverfront Park.

Outdoor Recreation Grant-in-Aid Funding

The Interagency Committee for Outdoor Recreation (IAC) provides grant-in-aid funding for the acquisition, development and renovation of outdoor recreation facilities. Park and boating program grants require a fifty (50) percent match. It is not possible to forecast revenues from IAC grants-in-aid funding sources.

Roads, Bridges, and Mass Transit Motor Vehicle Excise Tax

RCW 82.36 authorizes this tax, which is administered by the State Department of Licensing and paid by gasoline distributors. Cities and counties receive 11.53 percent, respectively, of motor vehicle fuel tax receipts. Revenues must be spent for “highway purposes” including the construction, maintenance, and operation of city streets, county roads, and highways.

Local Option Fuel Tax

RCW 82.80 authorizes this county-wide local option tax to ten (10 percent of the state-wide motor vehicle fuel tax and a special fuel tax of 2.3 cents per gallon. Revenues are distributed back to the county and its cities on a per capita basis (1.5 for population in unincorporated areas and 1.0 for population in incorporated areas). Revenues must be spent for “highway purposes.”

Commercial Parking Tax

RCW 82.80 authorizes a tax for commercial parking businesses, but does not set rates. Revenues must be spent for “general transportation purposes” including highway purposes, public transportation, high-capacity transportation, transportation planning and design, and other transportation-related activities. Sedro-Woolley does not have a commercial parking tax at this time, nor are any commercial parking businesses anticipated in Sedro-Woolley in the foreseeable future.

Transportation Benefit District

RCW 35.21.225 authorizes cities to create transportation districts with independent taxing authority for the purposes of acquiring, constructing, improving, providing, and funding any city street, county road, or state highway improvement within the district. Special district’s tax base is used to finance capital facilities. The district may generate revenue through property tax excess levies, general obligation bonds (including councilmanic bonds), local improvement districts, and development fees (see related discussions for background on each of these). Voter approval is required for bonds and excess property tax levies. Council approval is required for councilmanic bonds, special assessments, and development fees.

Transportation improvements funded with district revenues must be consistent with state, regional and local transportation plans; necessitated by existing or reasonable foreseeable congestion levels attributable to economic growth; and partially funded by local government or private developer contributions, or a combination of such contributions. To date, no jurisdiction in the state has formed a transportation benefit district. A transportation benefit district would address specific transportation projects reducing congestion caused by economic development. The City initiated a Transportation Benefit District in 2014.

Road Impact Fees

RCW 82.02.050-090 authorizes cities and counties to exact road impact fees from new development for its “fair share” of the system improvement costs of roads necessary to serve the development. Impact fees must be used for capital facilities necessitated by growth and not to correct existing deficiencies in current level of service. Impact fees cannot be used for operating expenses. Under the GMA, the city of Sedro-Woolley adopted road impact fees per residential unit with a credited commercial rate.

Local Option Vehicle License Fee

RCW 82.80 authorizes a county-wide local option fee of up to fifteen dollars (\$15.00) maximum annually

per vehicle registered in the county, subject to the January 1, 2000 “sunset.” Revenues are distributed back to the county and cities within the county levying the tax on a weighed per capita basis (1.5 for the population in unincorporated areas and 1.0 for population in incorporated areas). Revenues must be spent for “general transportation purposes.” This fee is currently being used in Skagit County. Sedro-Woolley’s receives an allocation of this fee.

Street Utility Charge

RCW 35.95.040 authorizes cities to charge for city street utilities to maintain, operate, and preserve city streets. Facilities which may be included in a street utility include street lighting, traffic control devices, sidewalks, curbs, gutters, parking facilities, and drainage facilities. Businesses and households may be charged a fee of up to fifty (50) percent of the actual cost of construction, maintenance, and operations, while cities provide the remaining fifty (50) percent. The fee charged to businesses is based on the number of employees and may not exceed two dollars (\$2.00) per full-time employee per month. Owners or occupants of residential properties are charged a fee per household which may not exceed two dollars (\$2.00) per month. The city does not currently have a street utility.

National Highway Systems Grants

The Washington State Department of Transportation (WSDOT) awards grants for construction and improvement of the National Highway System (NHS). In order to be eligible, projects must be a component of the NHS and be on the regional Transportation Improvement Program (TIP). It is to include all interstate routes, a large percentage of urban and rural principal arterials, defense strategic highway networks, and strategic highway connectors. Funds are available on a 86.5 percent federal, 13.5 percent local match based on the highest ranking projects from the regional TIP list. Sedro-Woolley does currently have eligible projects. It is not possible to forecast how much, if any, revenue the city would receive from this source.

Surface Transportation Program (STP) Grants Puget Sound Regional Council provides grants for road construction, transit, capital projects, bridge projects, transportation planning, and research and development. Projects must be on the regional TIP list and must be for roads with higher functional classifications than local or rural minor collectors. Funds are available on a 86.5 percent federal/13.5 percent local match based on highest ranking projects from the regional TIP list. Awarded values are based on eligible projects in the city’s six-year Transportation Improvement Program. Actual revenue will be less if the city does not receive grants for all projects for which funding is sought.

Federal Aid Bridge Replacement Program Grants

WSDOT provides grants on a state-wide priority basis for the replacement of structural deficient or functionally obsolete bridges. Funding is awarded on eighty (80) percent federal/twenty (20) percent local match.

Federal Aid Emergency Relief Grants

WSDOT provides funding for restoration of roads and bridges on the federal aid system which are damaged by natural disasters or catastrophic failures. Funds are available on an eighty-three (83) percent federal/seventeen (17) percent local matching basis. Sedro-Woolley does not qualify for natural disaster relief at this time. Because emergencies cannot be predicted, it is not possible to forecast revenues from this source.

Urban Arterial Trust Account Grants (UATA) The Washington State Transportation Improvement Board (TIB) provides funding for projects to alleviate and prevent traffic congestion. In order to be eligible, roads should be structurally deficient, congested by traffic, and have geometric deficiencies, or a high incidence of accidents. Funds are awarded on an eighty (80) percent federal/twenty (20) percent local matching basis.

Transportation Improvement Account Grants (TIA)

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The State TIB provides funding for projects to alleviate and prevent traffic congestion caused by economic development or growth. Eligible projects should be multi-agency, multi-modal, congestion and economic development-related, and partially funded locally. Funds are available on an eighty (80) percent federal/twenty (20) percent local matching basis.

Sanitary Sewer Sewer District

No sewer districts presently serve the planning area.

User Fees

The state authorizes cities, counties, and special purpose utility districts to collect fees from wastewater generators. Fees may be based on the amount of potable water consumed, or may be flat fees. Revenues may be used for capital facilities or operating and maintenance costs. Three million two hundred-twenty-five thousand dollars (\$3,225,000.00) was budgeted in Sedro-Woolley in 2015 from this source, all of which is for operating and maintenance costs.

System Development Charges/Connection Fees The state authorizes a fee to connect to a sanitary sewer system based on capital costs of serving the new connection. For 2015, sixty-six thousand eight hundred fifty dollars (\$66,850.00) was budgeted from this revenue source in Sedro-Woolley, all of which is to be expended on improvements in the city's wastewater treatment system.

Centennial Clean Water Fund

The Department of Ecology (DOE) issues grants and loans for the design, acquisition, construction, and improvement of water pollution control facilities and related activities to meet state and federal requirements to protect water quality. State grants and loans are available based on a twenty-five (25) percent to fifty (50) percent local matching share range. Future funding cannot be reliably forecast.

State Revolving Fund Loans

DOE administers low-interest guarantees for water pollution control projects. Applicants must demonstrate water quality need, have a facility plan for water quality treatment, show ability to repay a loan through a dedicated source of funding, and conform to other state and federal requirements. Fund must be used for construction of water pollution control facilities (wastewater treatment plants, stormwater treatment facilities, etc.). Revenues from this source are not forecast.

Solid Waste

Department of Ecology Grants

The state awards grants to local government for a variety of programs related to solid waste, including a remedial action grant to assist with local hazardous waste sites, moderate risk/hazardous waste implementation grants, and waste composting grants. It is not possible to forecast revenue from this source.

Flood Control

Flood Control Special Purpose Districts

RCW 86.15.160 authorizes flood control special purpose districts with independent taxing authority (up to a fifty cents (\$0.50) cents property tax levy limit without voter approval) to finance flood control capital facilities. In addition, the district can, with voter approval, use an excess levy to pay for general obligation debt. Sedro-Woolley does not have a flood control special purpose district.

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CAPITAL FACILITIES PROJECTS AND FUNDING SOURCES

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Category/ Projects	Sanitary Sewer Capital Projects	School District Capital Projects	Fire Department Capital Projects	Police Department Capital Projects	Storm Water Capital Projects	Solid Waste Capital Projects	Parks Department Capital Projects
Property tax revenue	X		X	X	X	X	X
Sales tax	X		X	X	X	X	X
Motor vehicle excise tax			X	X			
Real estate excise tax revenue	X				X		X
User fees	X				X	X	X
Utility taxes and fees	X				X	X	
School/city bonds & levies	X	X	X	X	X	X	X
State and federal loans and grants	X			X	X	X	X
State matching funds (school)		X					
LID & ULID assessments	X				X		
Connection fees	X						
Impact fee revenue		X	X	X	0	0	X
Interest income	X		X	X	X	X	X
Transfers from city sources	X		X	X	X	X	X
Donations			X				X

Stormwater Management

Storm Drain Utility Fee

The state authorizes cities and counties to charge a fee to support storm drain capital improvements. This fee is usually a flat rate per residential equivalency. Residential equivalencies are based on average amounts of impervious surface. Commercial property is commonly assessed a rate based on a fixed number of residential equivalencies. Sedro- Woolley has a stormwater utility. Residential is billed per unit. Non-residential is billed per 10,000 square feet of land. For 2015, \$365,000 was budgeted from this source for improvements to the city's ~~stormwater~~ infrastructure.

Storm Drainage Payment in Lieu of Assessment In accordance with state law, the city could authorize storm drainage charges in lieu of assessments. The city does not currently collect a storm drainage facility charge per acre upon issuance of a building permit. Revenues from this charge could be deposited in a special storm drainage reserve fund. Revenues from this fund could be used for capital improvements.

PROJECTS AND FUNDING SOURCES

The preceding table identifies the source of funds that will pay for the capital facilities (sanitary sewer, schools, fire, police, storm water, and solid waste) improvement projects. A table outlining road projects and funding sources is located in the transportation element of this plan.

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CAPITAL FACILITIES GOALS AND POLICIES

Goal CF1: Develop City facilities and services in a manner that directs and controls land use patterns and intensities consistent with the Land Use Element.

Policy CF1.1: 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.

Policy CF1.2: “Concurrent Development” shall be defined as development the city of Sedro-Woolley is capable of providing within six years of the date of 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 CF1.3: 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 will be responsible for its fair share of capital improvement costs for existing deficiencies.

Policy CF1.4: Ensure that city planning 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.

Goal CF2: To finance the city’s needed capital facilities in as economic, efficient, and equitable a manner as possible.

Policy CF2.1: Update the six-year capital facilities plan annually prior to the city budget process. All city departments shall review changes to the CFP and participate in the annual review.

Policy CF2.2: The burden for financing capital improvements should be borne by the primary beneficiaries of new facilities.

Policy CF2.3: General city revenues should only be used for projects that provide a general benefit to the entire community.

Policy CF2.4: Work with citizens at a neighborhood level to establish local improvement districts (LIDs), wherein residents assess themselves to improve neighborhood facilities.

Policy CF2.5: Long-term borrowing for capital facilities is an appropriate method to finance large facilities which benefit multiple generations.

Policy CF2.6: Pursue funding from state and federal agencies as described in the six-year capital facilities plan.

[Policy CF 2.7 Maximize use of grants and other external resources to help increase the capacity of capital facilities to support the land use plan.](#)

Policy CF2.8: Fulfillment of development concurrency requirements shall not be based upon potential city income from state and federal agencies. Concurrency can only be met by existing financial capacity and awarded government funding.

Policy CF2.9: Wherever possible, self-supporting bonds will be used instead of tax-supported general obligation bonds.

Goal CF3: To assure that capital improvements necessary to carry out the comprehensive plan are

provided when they are needed.

Policy CF3.1: 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 Financing Plan contained in this element.

Policy CF3.2: Implement the requirements of the city's National Pollution Discharge Elimination System (NPDES) Stormwater Permit to make low- impact-development (LID) principals and LID BMPs the preferred and commonly used approach to site development to minimize impervious surfaces, native vegetation loss, and stormwater runoff, where feasible.

Sewer/Sanitary Policies

Policy SS 1.1: Maintain a safe, efficient, and cost-effective sewage collection and treatment system.

Policy SS 1.2: Require all new subdivisions to connect to City sewer.

Policy SS 1.3: Existing septic systems shall be replaced with City sewer when it is available. The City shall seek sources of financial aid to assist low-income residents with this cost.

Policy SS 1.4: Monitor groundwater quality in areas of septic service on a timely basis.

Policy SS 1.5: Update the Sewer System Plan every 10 years on a rotating schedule with other capital facilities plans.

Policy SS 1.6: Eliminate any point or non-point pollution sources associated with sewage transport and disposal.

Policy SS 1.7: Monitor infiltration and inflow through routine television inspection. Conduct improvements to limit and reduce current infiltration and inflow.

Policy SS 1.8: The following service guidelines should be used to determine the impacts of new development upon existing public facilities.

- Pipelines – provide for no more than 80% capacity of peak flow sewer.
- Pump Stations – Provide for no more than 80% capacity of peak pumping rate.
- Wastewater Treatment Facility (Liquid Stream) – Provide for no more than 80% hydraulic loading or organic loading (whichever is limiting).
- Wastewater Treatment Facility (Solid Stream) – Provide for no more than 80% hydraulic loading or solids loading (whichever is limiting).
- Septic Tanks – It is the policy for septic systems to necessitate no more than 1 acre to support a single equivalent residential unit.

Policy SS 1.9: Provide capital improvements to correct existing deficiencies, to replace worn out or obsolete facilities, and to accommodate desired future growth.

Policy SS 1.10: Coordinate land use and public works planning activities with an ongoing program of long-range financial planning, to conserve fiscal resources available to implement the capital facilities plan.

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~~Policy CF3.3 Maintain a safe, efficient and cost-effective sewage collection and treatment system.~~

~~Policy CF3.4 Require all new subdivisions to connect to City sewer.~~

~~Policy CF3.5 Existing septic systems shall be replaced with city sewer when it is available. The city shall seek sources of financial aid to assist low-income residents with this cost.~~

~~Policy CF3.6 Monitor groundwater quality in areas of septic service on a timely basis.~~

~~Policy CF3.7 Update the sewer plan every six years on a rotating schedule with other capital facilities plans.~~

~~Policy CF3.8 Eliminate any point or non-point pollution sources associated with sewage transport and disposal.~~

~~Policy CF3.9 Monitor infiltration and inflow through routine television inspection. Conduct improvements to limit and reduce current infiltration and inflow.~~

~~Policy CF3.10 The following level of service guidelines should be used to determine the impacts of new development upon existing public facilities: [See description of level of service in the text. A facility with a rating equal to or worse than those listed is considered deficient and planning for improvements should commence.]~~

- ~~• Pipelines Condition Level of Service 2, Capacity Level of Service D~~
- ~~• Pump Stations Condition Level of Service 2, Capacity Level of Service D~~
- ~~• Wastewater Treatment Facility Condition Level of Service 3, Capacity Level of Service D.~~
- ~~• Septic Tanks Condition Level of Service 3~~

Stormwater Policies

Policy ST 1.1: Charge fair rates for connections with the stormwater system and periodically reevaluate rates based on stormwater needs.

Policy ST 1.2: Manage Storm Utility funds responsibly and in compliance with applicable State and Local laws.

Policy ST 1.3: Incorporate the *Stormwater Management Plan* into the City's *2025-2045 Comprehensive Plan*.

Policy ST 1.4: Acquire easements through private property for operation and maintenance of critical stormwater infrastructure.

Policy ST 2.1: Preserve existing native vegetation and maintain natural drainage flowpaths where possible.

Policy ST 2.2: Encourage water quality, fish passage and fish habitat protection for all new projects.

Policy ST 2.3: Comply with the Washington State Department of Ecology Western Washington Phase II Municipal Stormwater National Pollutant Discharge Elimination (NPDES) Permit including but not limited to stormwater planning, education, and maintenance.

PRELIMINARY D R A F T: 07.09.2025

Policy ST 2.4: Encourage new stormwater infrastructure designs to account for climate change.

Policy ST 2.5: Require developers to control runoff on-site or otherwise, make off-site, downstream storm drainage improvements when required to service a proposed new development.

Policy ST 3.1: Develop funding to support or enhance the storm water utility for Sedro-Woolley to generate funding for the City' stormwater related capital improvement projects.

Policy ST 3.2: Monitor the implementation of capital improvement projects according to the schedule and budget.

Policy ST 3.3: Maintain a Storm Utility which shall be responsible for maintenance and operation of the public storm drainage system.

Policy ST 3.4: Repair and/or Replace damaged stormwater infrastructure.

Policy ST 4.1: Encourage treatment or pretreatment of stormwater flows where feasible.

Policy ST 4.2: Encourage infiltration of stormwater where feasible.

Policy ST 4.3: Encourage erosion control measures for construction and operation of drainage facilities.

Policy ST 5.1: Hold a public meeting on the annual *Stormwater Management Plan (SWMP)* and document public involvement.

Policy ST 5.2: Hold a public meeting on the update of the *Stormwater Management Action Plan (SMAP)* and document public involvement.

Policy ST 6.1: Implement a stormwater behavior change campaign.

Policy ST 6.2: Promote stormwater stewardship opportunities.

Public Safety Policies

Policy FD 1.1: Maintain safe and effective fire department capital equipment.

Policy FD 1.2: Provide capital facilities and equipment within the Level of Service standards adopted by the city.

Policy FD 1.3: Fire stations will be constructed in a cost-effective manner with maximum consideration for function, reasonable comfort, and optimized energy conservation.

Policy FD 1.4: Adequate support facilities including fire administration, fire maintenance operations, warehousing facilities, self-contained breathing apparatus repair, and fire training will be constructed and maintained to support the effective delivery of services.

Policy FD 1.5: Require all residential and commercial construction outside the level of service standards adopted by the city to install approved automatic sprinkler systems, or other mitigation measures agreed upon by the city.

Policy FD 1.6: Provide a public education program to inform and educate citizens in fire safety issues that will promote prevention of fire and promotion of life safety.

PRELIMINARY D R A F T: 07.09.2025

Policy FD 2.1: Establish the fire department service delivery system as an “urban service” requiring concurrency under the Growth Management Act.

Policy FD 2.2: The following levels of service guidelines should be used to determine the impacts of new development upon existing facilities:

1. The basic fire flow requirement (as determined by the Insurance Services Organization (ISO) Grading Schedule) is three thousand five hundred (3,500) gallons per minute. In order to provide this fire flow, the department will maintain sufficient first due pumpers whose aggregate pumping capacity meets or exceeds this value and at least fifty (50) percent of this pumping capacity in reserve.
2. All apparatus and equipment shall be properly equipped so as to effectively fulfill its function and in accordance with NFPA, state and federal regulations and guidelines.
3. Adequate support apparatus shall be maintained to allow the department to effectively serve its functional needs.
4. In order to respond in a manner and time consistent with response standards, the department stations and equipment shall be positioned so that First Alarm apparatus consisting of two engines will be positioned within 5.5 miles of primary residential districts and 3.5 miles from commercial districts. It may be necessary to require additional fire protection or mitigation for those buildings and occupancies outside of the response area.
5. Policy PD 1.1: Maintain safe and effective police department capital equipment.
6. Policy PD 1.2: Provide capital facilities and equipment within the level of service standards adopted by the city.
7. Policy PD 1.3: Provide the technology and supporting services to accomplish the Police function.
8. Policy PD 1.4: Provide current and future citizens of the City of Sedro-Woolley a great place to live, work and play.
9. Policy PD 1.5: Provide a public education program to inform and educate citizens in crime prevention issues that will promote prevention of crime and promotion of life safety.
10. Policy PD 2.1: Establish the police department service delivery system as an “urban service” requiring concurrency under the Growth Management Act.

Solid Waste Policies

Policy CF3.10: Maintain a cost-effective and responsive solid waste collection system.

Policy CF3.11: Manage solid waste collection methods to minimize litter and neighborhood disruption and quality of the urban development.

Policy CF3.12: Promote the recycling of solid waste materials through waste reduction and source separation. Develop educational materials on recycling and other waste reduction methods.

Storm and Surface Water Policies

~~Policy CF3.13: Maintain a safe and cost-effective storm and surface water collection system.~~

~~Policy CF3.14: Establish controls to protect surface and groundwater quality. Educate the public on water quality issues.~~

Commented [DK21]: Pending review by City

Commented [DK22]: See policies above.

PRELIMINARY D R A F T: 07.09.2025

Policy CF3.15: Design surface water systems to handle peak runoff flows and provide stormwater storage during high flow periods.

Policy CF3.16: Protect physical and biological integrity of wetlands, streams wildlife habitats and other identified sensitive and critical areas.

Policy CF3.17: Maintain water quality within the Skagit River and its tributaries in accordance with the National Pollutant Discharge Elimination System (NPDES) and State regulations.

Policy CF3.18: Carefully control development in areas with steep slopes where surface water runoff can create unstable conditions. Maintain natural vegetation for slope stabilization.

Policy CF3.19: Preserve natural stream environments along the Skagit River and Brickyard Creek. Comply with the Shoreline Management Act (SMA) regulations.

Policy CF3.20: Make low impact development (LID) principals and LID BMPs the preferred and commonly used approach to site development to minimize impervious surfaces, native vegetation loss, and stormwater runoff, where feasible.

Policy CF3.21: Ensure that the quality of water leaving the city is essentially the same quality as water entering the city. Assert influence to ensure neighboring jurisdictions exercise responsibility in promoting good water quality.

Policy CF3.22: Under no circumstances should hazardous wastes be allowed to contaminate the groundwater, surface water or sewer systems of the city of Sedro-Woolley. Dispose of hazardous wastes only in landfills designated for that purpose.

Policy CF3.23: Coordinate basin-wide surface water planning with the Skagit County Surface Water Management Department.

Policy CF3.24: Implement stormwater management actions identified in the SMAP to improve and/or reduce degradation of water quality in receiving waters.

Policy C3.25: Through Source Control program inspections, prevent and reduce pollutants in runoff from existing land uses and activities that discharge to the MS4.

Library Policies

Policy CF3.26: Maintain a safe, efficient and cost-effective library system.

Policy CF3.27: Expand and improve services and programs to the library patrons.

Policy CF3.28: Continue efforts to offer materials sharing services with other local and compatible library systems.

Policy CF3.29: Provide meeting space and other facilities necessary for a state-of-the-art library system.

Policy CF3.30: Continue working toward the funding, design and construction of a new library facility that will better meet the needs of a growing population.