

JOINT CITY COUNCIL STUDY SESSION AND PLANNING COMMISSION AGENDA

August 19, 2025

6:30 PM

Sedro-Woolley Municipal Building

Council Chambers

325 Metcalf Street

- a. Call to Order**
- b. Pledge of Allegiance**
- c. Roll Call**
- d. Consent Agenda**
- 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. First Review of the DRAFT Comprehensive Plan - 2025 Update
- i. Adjournment**

PLANNING COMMISSIONERS

Pat Huggins	Matthew Desvoigne	
Joe Fattizzi	Jessica Jasper	Joe Franett
		Cassandra Sexson

CITY COUNCIL

Kevin Loy	JoEllen Kesti	Sarah Diamond	Allan Henderson
Paul Cocke	Joe Burns	Nick Lavacca	

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

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Meeting ID: 980 4286 3482

Passcode: 070388

One tap mobile

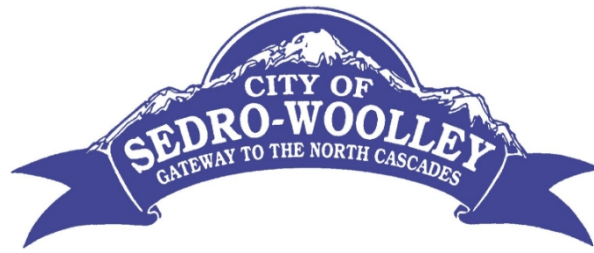
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Planning Commission Agenda Item

Agenda Item No.: h.1.

Date: August 19, 2025

From: Thomas Glover, Community Development Director

Subject: First Review of the DRAFT Comprehensive Plan - 2025 Update

RECOMMENDED ACTION:

Review only, no action requested/required.

BACKGROUND/SUMMARY INFORMATION:

Since spring 2024 the City has been working to update its plan to meet the December 2025 update deadline. This has been an extensive, multistep process, requiring a cooperative approach, coordinating with city staff, the consultant team from FACET, the Planning Commission and the City Council. This update process also included a substantial public outreach effort including the conducting of organized public Open House Forums and presentations, distributing on-line and mail-out surveys, and meetings with stakeholders.

The Plan comprises nine chapters, or elements, the first being the Vision for the Community and Plan Introduction, and the last addressing Climate change resiliency; a new element added for this update cycle. The first complete draft plan is now ready for presentation.

Note:

1. The Public Utilities Element is undergoing formatting changes at this time, and will be forwarded prior to next Tuesday's meeting.
2. Staff anticipate additional editing of the Plan before a FINAL draft plan is available, based on feedback received at upcoming meetings.

Attached is a summary of highlights compiled by the FACET team. This summary shows changes made to the elements (chapters) following feedback received after presentation of each draft. For example, under the heading Land Use Element, see: "Maintained existing densities in residential zones."

Joint Meeting: In the continuing spirit of cooperation, staff are presenting this first draft of the document to both the City Council and Planning Commission, at the same time, via the second regularly scheduled bi-annual joint meeting. Staff will be available at this meeting to present the document, answer questions, and obtain feedback. Staff expect the document to undergo additional editing following this meeting.

Next steps:

1. Staff will find a date and time to offer a public Open House forum to present the document to the public, answer questions, and obtain additional feedback.
2. Present the (then updated) draft document to the Planning Commission at their regular meeting (third Tuesday of each month). Hold a public hearing there.
3. Present the final draft to Council, along with the recommendation from the Planning Commission, and a summary of public comment received at the public hearing.

Link to the most recent formatted version of the Comprehensive Plan:

<https://files.facetnw.com/dl/CR8cKPTkbF7r>

FISCAL IMPACT, IF APPROPRIATE:

None identified at this time.

ATTACHMENTS:

1. Comp Plan Element Highlights
2. Sedro-Woolley_Preliminary Draft Comprehensive Plan_08.12.25_V2

Introduction and Vision:

- Incorporated a new vision statement while moving element specific vision statements from the 2016 plan were moved to applicable elements.
- Added a “Plan At A Glance” Page with a brief description of each element.
- Added a page for a new acknowledgement section
- Added the GMA Climate Change and Resiliency and Shoreline of the State goals to list of GMA goals
- Updated existing goals to reflect changes in state law under House Bill (HB) 1181

Land Use Element:

- Created a new zoning district titled: Makers District. This new zone replaces the Transitional Mixed Commercial Zone Overlay. (Maximum and minimum density limits to be determined during code updates)
- Maintained existing densities in residential zones
- Added or built on policies supporting the central business district.
- Incorporated policies addressing climate resilience to comply with the requirements of HB 1181, including reducing wildfire risk.

Housing Element:

- Incorporated policies on new requirements to address housing affordability by income band
- Incorporated policies addressing new legislative changes for middle housing and ADU’s
- Add new data from the housing needs assessment as well as reorganized sections around housing element guidance provided by the Department of Commerce
- Incorporated policies around the adoption of a new cottage ordinance, which will help meet middle housing needs)
- Adding new policies and actions related to displacement risk and protecting existing naturally occurring affordable housing

Economic Development Element

- Introduced the concept of the TMCO Overlay into a permanent zoning district
- Noted new development regulations/restrictions for utility development projects that entail the storage and generation of electricity.
- Added list of priorities from the 2024 Sedro-Woolley Economic Development Action Plan.
- Added policies bolstering the promotion of industrial/light manufacturing and commercial development in areas designated for such uses.
- Added policies on downtown improvements / enhancement opportunities.
- Added transportation / multimodal policies and providing economic diversification and broader range of higher income opportunities within the City.
- Bolstered policies on the SWIFT Center, added policy on promoting decarbonization and innovative use technologies for compliance with climate element.

- Added initiatives/actions to promote Sedro-Woolley’s image as the “Gateway to the Cascades.”
- New goal and policies on enhancing Sedro-Woolley’s business friendly environment.

Transportation Element

- Bolstered policies improving the efficiency of the transportation network and accident prevention
- Added transportation goals encouraging efficient multimodal transportation system and support active transportation to aid in the reduction of GHG emissions (HB 1181)
- Included forecast of multimodal transportation demands
- Included estimated multimodal level of service impacts
- Updated inventory of active transportation facilities
- Included policies supporting partnerships and funding opportunities that serve the city.

Parks, Recreation, Trails and Open Space Element:

- Bolstered or added policies focusing on partnerships and enhancing access and variety of recreational and athletic field opportunities to Sedro-Woolley residents.
- Added a policy increase focus and resources into the Northern State Recreational Area to implement the Master Plan for the facility
- Added a policy to consider adding a parks and recreation coordination position to generate programs, manage uses and activities and oversee project development.
- Added policies providing avenues or options for resources to acquire and build more park and recreation facilities.

Capital Facilities Element and Public Safety Sub Element

- Maintained most of the goals and policies from the 2016 Plan
- Incorporated data from the new draft sewer and stormwater plans
- Updated the ownership status of the library
- Added fire and police protection under a Public Safety sub-element
- Updated financing section

Climate Element and Resilience and Greenhouse Gas Emissions (GHG) Reduction Sub Elements

- New element and related sub-elements required under HB 1181.
- Incorporated policy recommendations and strategies to reduce GHG emissions, increase resilience to climate-related hazards and advance environmental justice.
- Added policies highlighting efforts the city is already doing to increase resilience to climate hazards through development regulations or existing programs
- Removed policies that encouraged or allowed for battery storage facilities within the city

- Added policies or bolstered language focusing on partnerships with existing local and state agencies to benefit the city

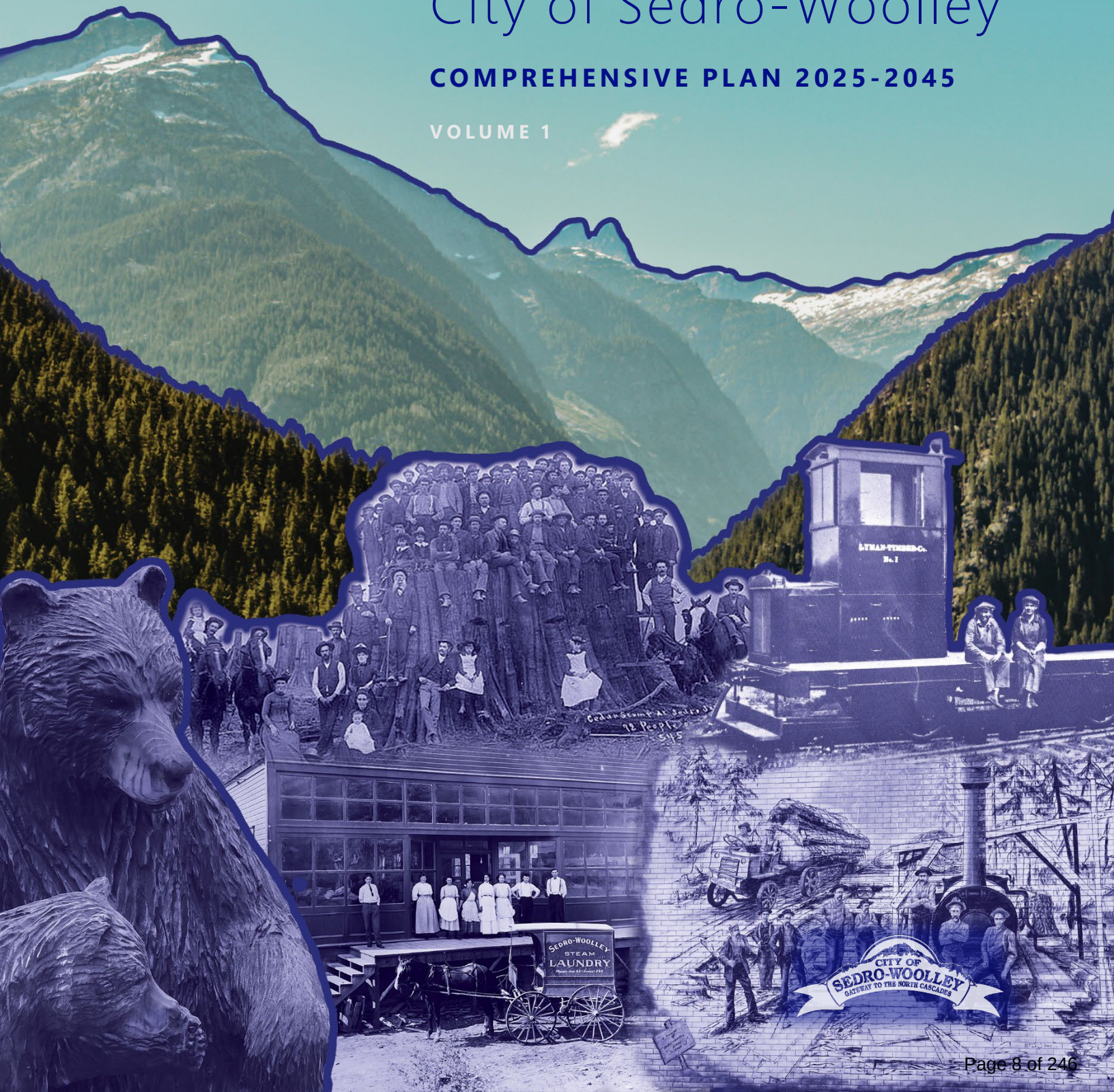
Public Utilities Element – Coming Soon

PUBLIC REVIEW DRAFT 08.12.2025

City of Sedro-Woolley

COMPREHENSIVE PLAN 2025-2045

VOLUME 1



Plan at a Glance

VISION AND PLAN INTRODUCTION

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

LAND USE ELEMENT

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

HOUSING ELEMENT

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

TRANSPORTATION ELEMENT

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

PARKS AND RECREATION ELEMENT

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

CAPITAL FACILITIES ELEMENT AND PUBLIC SAFETY SUB-ELEMENT

This element guides the maintenance, preservation, and expansion of City-owned or operated facilities and services in Sedro-Woolley including public buildings, streets, parks, water, stormwater and sewer. This includes public safety facilities such as fire and police.

PUBLIC UTILITIES ELEMENT

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

ECONOMIC DEVELOPMENT ELEMENT

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

CLIMATE ELEMENT AND RESILIENCE AND GREENHOUSE GAS EMISSIONS REDUCTION SUB-ELEMENTS

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

DRAFT

Acknowledgements

LAND ACKNOWLEDGEMENT

We want to acknowledge that in Sedro-Woolley and its surrounding areas we are on the past and present ancestral lands of the people of the Upper Skagit Tribe. We are grateful for and honor with gratitude the land and waters of the Upper Skagit Tribe and its people's enduring care of them.

Mayor

Julia Johnson

Mayor's message here (optional)

City Council

Kevin Loy, Ward 1
JoEllen Kesti, Ward 2
Sarah Diamond, Ward 3
Allan Henderson, Ward 4
Paul Cocke, Ward 5
Joe Burns, Ward 6
Nick Lavacca, At Large

Planning Commission

Joe Franett, Chairperson
Joe Fattizzi, Vice Chairperson
Pat Huggins, Commissioner
Daniel Freiburger, Commissioner
Mathew Desvoigne, Commissioner
Cassandra Sexson, Commissioner
Jessica Jasper, Commissioner

City Staff

Charlie Bush, City Administrator
Tom Glover, Community Development Director
Bill Bullock, Public Works Director
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Frank Wagner, Fire Chief
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Nicole Pfluger, Permitting Technician

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Gray and Osborne: Stacey Clear, Curt Iffrig

Cover page photo credits, clockwise from top: North Cascades by Taylen Lundequum; Lyman Timber Company employees on a MAC speeder by John Lloyd; downtown Sedro-Woolley mural by Facet; Sedro-Woolley steam laundry by John Lloyd / Concrete Heritage Museum; 2017 Loggerodeo bears by Cody Logan; people gathered on a large cedar tree stump by Warner 545.

Table of Contents

Chapter 1 Vision and Plan Introduction	1
Chapter 2 Land Use Element	13
Chapter 3 Housing Element	31
Chapter 4 Transportation Element	49
Chapter 5 Parks, Recreation and Open Space Element	97
Chapter 6 Capital Facilities Element & Public Safety Sub-Element	121
Chapter 7 Public Utilities Element	187
Chapter 8 Economic Development Element	200
Chapter 9 Climate Element and Resilience and Greenhouse Gas Emissions Reduction Sub-Elements	220



CHAPTER 1

Vision and Plan Introduction

Vision Statement

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

Introduction

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



Sedro-Woolley is known as the "Gateway to the North Cascades" due to its location on the western edge of the Cascade Mountain Range. Photo of Mount Shuksan by Rich Murphy.



Referred to as the "Chainsaw Carving Capital of Washington State," Sedro-Woolley is famous for its Loggerodeo. This chainsaw carving competition has been part of the city's 4th of July celebrations since 1948. Photo by Cody Logan.

Why the City of Sedro-Woolley is Planning to Implement the Growth Management Act from the “Bottom Up”

The GMA was intentionally drafted to give significant decision-making power to local jurisdictions. Although the Act tells jurisdictions that they must identify concerns and goals of the community, prioritize these goals, and plan how these goals will be achieved, it does not dictate the solutions.

To Maintain Local Decision-Making Control

Sedro-Woolley’s population remained stable after experiencing a loss in the mid-1980’s after the closure of Skagit Manufacturing. However, population growth started to accelerate in the 1990’s, growing from 6,031 people in 1990 to 8,658 in 2000. During this period, to 2005, the City’s annual population growth was 3%. After 2005 the growth rate slowed, likely a result of the housing crisis and economic recession. The city experienced another spike in the early 2020’s during the Covid 19 Pandemic to a population of 12,596 in 2022. In 2024, Sedro-Woolley had an estimated population of 13,098 and is growing at a rate of 1.22% annually. This growth is largely the result of migration from the more densely populated areas of the central Puget Sound region. With this growth comes increased demand for public facilities like streets, sanitary sewer, solid waste collection, and fire and police protection. Provision of services and operation of the city is increasingly influenced by policy decisions made at the federal, state and regional level.

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



Photo of Police, Fire, and Municipal Court sign by Facet.



Photo of Sedro-Woolley fire truck by Frank Wagner.



An open house at the Sedro-Woolley library.

To Promote Desired Changes

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

To Address Changes in Community Needs

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

Purpose of the Comprehensive Plan

This comprehensive plan is the city's foundational policy document. It plays a vital role in preparing for future growth and emerging challenges such as housing availability, traffic congestion, and economic stability. Through the comprehensive plan, the city sets goals and policies to guide future decision making on the following topics:

- Designation and use of land to accommodate twenty years of growth and change;
- Transportation, including improving connectivity and managing congestion on city streets and state highways;
- Parks and recreation;
- Capital facilities and how the City will invest in facilities needed to serve growth;
- Ensuring that Sedro-Woolley's homes and businesses will be adequately served with utilities;
- Planning for and accommodating housing that is affordable and available to all economic segments of the community;
- Economic development;
- Climate change, including greenhouse gas emissions reduction and resiliency to climate change impacts.

County-Wide Planning Policies

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

Goal of 2025 Update

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

Community Engagement Summary

(To be inserted in final draft plan)

Urban Growth Area

Under the GMA, counties must designate Urban Growth Areas (UGAs) where urban development is encouraged, while areas outside of UGAs are reserved for non-urban uses, protecting rural and resource lands. This ensures that urban services and infrastructure are provided where they are needed.

During the comprehensive plan periodic update, counties must review their UGAs to determine whether adjustments to UGA boundaries are needed to accommodate twenty years of growth.

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

Sedro-Woolley's UGA includes an unincorporated UGA that is regulated through a collaborative planning process between Skagit County and the City and mutually agreed upon set of development regulations that apply to all UGA's in the County. The ordinance adopted by Skagit County and supported by the cities, requires a minimum lot size of five acres for residential development when no urban infrastructure is required, but allows for cities to develop an Urban Reserve Development Permit in portions of the UGA where they expect urban infrastructure to become available relatively soon. A limited amount of commercial and industrial development can also occur in the UGAs without requiring the installation of urban services. The city of Sedro-Woolley may consider developing a

program to allow development at higher densities with a mechanism to pay for required infrastructure that does not shift the costs of infrastructure to the taxpayers.

Plan Implementation and Monitoring

This section outlines the plan implementation and monitoring procedures developed to measure progress in implementing the goals, objectives, and policies in Sedro-Woolley's comprehensive plan. This process also prepares the city for updates in the future. Annual continuous evaluation should ensure that the following items are addressed:

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

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

Existing development regulations must be updated to be consistent with the plan. In reviewing regulations for consistency, the city should ensure that the development patterns suggested in the plan are encouraged. In addition to the new development regulations identified in the land use plan, other regulations (i.e., design review guidelines, drainage regulations) will be enacted as necessary to implement the land use plan during the annual review periods.

Planning is an ongoing process, and improved data or changing circumstances will require amendment to the comprehensive plan. In particular, the plan will be reviewed periodically as required by the GMA (every ten years) to ensure that the city's comprehensive plan, capital facilities planning, transportation planning and land available in the UGA are adequate to accommodate the projected 20-year employment and population growth. The 20-year update process requires that the cities and Skagit County cooperate to ensure that the Countywide Planning Policies and city comprehensive plans are consistent. The 20-year growth projections shall be based on the Office of Financial Management's population estimates. The update will also address any specific concerns, clarify inconsistencies that were identified during the year, and review the adequacy of the adopted level of service standards. If

necessary, adjustments will be made to revenues, land use classifications or LOS standards to ensure that probable funding meets the projected needs of the city.

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

Amendments to the comprehensive plan can be requested by the City Council, Planning Commission, or by any affected member of the public or property owner. However, the plan may not be amended more than once a year.

Consistency with State Growth Management Goals

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

Goals and Policies

The goals and policies set forth throughout the comprehensive plan are the result of the "visioning" process facilitated by the City of Sedro-Woolley in the early stages of the development of the comprehensive plan. Some modifications have been made because of new developments in the planning process of the City and County and because of the special study recommendations.

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

Growth Management Act Goals

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

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

Policy LU3.10 An annexation area must be provided city services within six years, consistent with the provisions of the current Capital Facilities Plan.

- Policy T7.3 Maintain the adopted Transportation Concurrency Management program to ensure adequate transportation facilities are available concurrent with development, as required by the Growth Management Act.
- Policy LU3.9 Periodically review the comprehensive plan and adjust revenues, land use classifications, or level-of-service (LOS) standards to ensure that probable funding meets the projected needs of the city.
- Policy CF1.2 “Concurrent Development” shall be defined as development which can be provided transportation services by the city of Sedro-Woolley within six years of the date of the development approval. If capital facilities necessary to meet the concurrency requirement are not provided in the six-year Capital Facilities Plan, the developer shall provide the facilities at his/her own expense to meet the concurrency requirement.
- Policy 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.

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

GOAL GMA2: Reduce Urban Sprawl

- Policy LU3.10 An annexation area must be provided city services within six years, consistent with the provisions of the current Capital Facilities Plan.
- Policy LU3.11 Reject annexation requests which are not contiguous to existing city areas, except as permitted under RCW 35.13.180.

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

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

- Policy T1.1 Identify and improve substandard roads based upon a priority system which accounts for both traffic demand and surrounding land uses.
- Policy T1.4 Improve arterial and collector streets identified as deficient in condition level of service to the adopted design standard, consistent with the capital facilities element of the comprehensive plan.

- Policy T1.4 Improve arterial and collector streets identified as deficient in capacity level of service to the design standard, consistent with the capital facilities element of the comprehensive plan.
- Policy T3.8 Consider the needs of future transit service when improving principal, secondary and collector arterials.
- Policy T4.1 Establish a committee to review alternate transportation options and propose alternatives appropriate to Sedro-Woolley's anticipated population growth and density. Options to evaluate include trails, rail, transit, walking, etc.

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

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

- Policy H1.1 Install supporting infrastructure in areas of higher density housing, as a public, private, or private/public effort.
- Policy H2.1 Encourage affordable housing for older adults. As an alternative, older adults should be accommodated in safe, well-maintained multiple-unit structures, accessory dwelling units, or other suitable units.
- Policy H2.2 Encourage affordable housing for those with special needs. (Including, but not limited to disabled, low-income, homeless).
- Policy H2.3 Encourage affordable housing all household types, including seasonal workers, single parents, extended families, and group homes.

Economic Development: *Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for dis-advantaged persons, and encourage growth, all within the capacities of the state's natural resources, public services, and public facilities.*

GOAL GMA5: Encourage community economic development.

- Policy E1.1 Create employment opportunities within the Sedro-Woolley economy, particularly for residents who now commute to other distant employment areas.
- Policy E2.1 Encourage local business development opportunities and utilization by the private and public sector, particularly for small start-up businesses owned by or employing

Sedro-Woolley residents. Promote local use of special business financing and management assistance programs.

- Policy E3.1 Promote and support enhanced tourism as a means of diversifying the economy and preserving the history of the community. Initiatives:
- Promote the use of the theme “Gateway to the North Cascades.”
 - Create partnerships with like cities on the east side of the North Cascade Pass, such as Winthrop or Twisp, in order to promote each other and what lies between to capture dollars that might be spent elsewhere.
 - Encourage the re-envisioning of the “Trolley Park” idea.
 - Partner with the Chamber of Commerce and local businesses on marketing and branding the city.
 - Provide cohesive directional and interpretive signage for vehicles and cyclists from different entry points.

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

GOAL GMA6: Preserve property rights

- Policy LU7.7 Recognize the rights of property owners to freely use and develop private property consistent with city regulations.
- Policy H4.3 Encourage the development of residential structures that respect existing views of natural features, and the right of everyone to enjoy them.

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

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

- Policy H2.7 Maintain easy access to the permitting process.
- Policy T5.3 Coordinate the Comprehensive Plan Transportation Element with WSDOT as required by RCW 36.70A.106.
- Policy UI.2 Provide utility permits in a fair, timely and predictable manner.

Natural Resource Industries: *Maintain and enhance natural and resource-based industries, including productive timber, agricultural, and fisheries industries.*

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

- Policy LU7.4 Preserve and enhance Sedro-Woolley's rural and agricultural character by allowing necessary agricultural support services and facilities.
- Policy LU16.1 Recognize and promote the benefits of agricultural land which include maintaining open space, establishing rural character, preserving view corridors, enhancing wildlife habitat, and providing employment for the residents of Skagit County.
- Policy E3.2 Sedro-Woolley's tourism strategy should also capitalize upon the city's unique location and timber industry heritage. Tourism efforts should balance logging history and environmental education and preservation.

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

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

- Policy P1.8 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 P2.3 Develop a mixture of active and passive recreation areas in order to accommodate the desires and lifestyles of Sedro-Woolley's residents.
- Policy P4.3 Pursue partnerships and sponsorships to ensure City recreation programming and activities is open to all residents, regardless of financial means. than the city could provide on its own.

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

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

- Policy LU17.8 Encourage Development of a Brickyard Creek plan that addresses the creek's habitat functions, passive recreation uses and stormwater conveyance functions.

- The plan should address off-site mitigation opportunities in the creek's riparian area in accordance with the regulations for critical areas – Chapter 17.65 SWMC.
- Policy LU17.5 Promote land use patterns and methods of development that will protect the value of sensitive and critical areas and prevent hazardous conditions.
- Policy T4.3 Encourage the use of non-single-occupancy vehicle (non-SOV) commuting modes, including but not limited to walking, carpooling, bicycling and public transit.
- Policy U3.2 Promote conservation of water and electricity within the urban growth area. Work with utilities, service agencies and other jurisdictions to promote conservation products and programs.

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

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

- Policy LU7.6 Ensure that the community's planning programs reflect basic community values.
- Policy T1.5 Encourage and solicit public participation in transportation-related decisions to help ensure that planning and implementation have public support.

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

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

- Policy CF1.1 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 CF1.3 Ensure that future development bears a fair share of capital improvement costs necessitated by the development. The city shall reserve the right to collect mitigation impact fees from new development in order to achieve and maintain adopted level of service standards. The city shall be responsible for its fair share of capital improvement costs for existing deficiencies.
- Policy CF1.4 Ensure that city plans and development regulations identify and allow for the siting of "essential public facilities," as described in the Growth Management Act.

- Work cooperatively with Skagit County and neighboring jurisdictions in the siting of public facilities of regional importance.
- Policy CF2.1 Update the six-year Capital Facilities Plan (CFP) annually prior to the city budget process. All city departments shall review changes to the CFP and participate in the annual review.

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

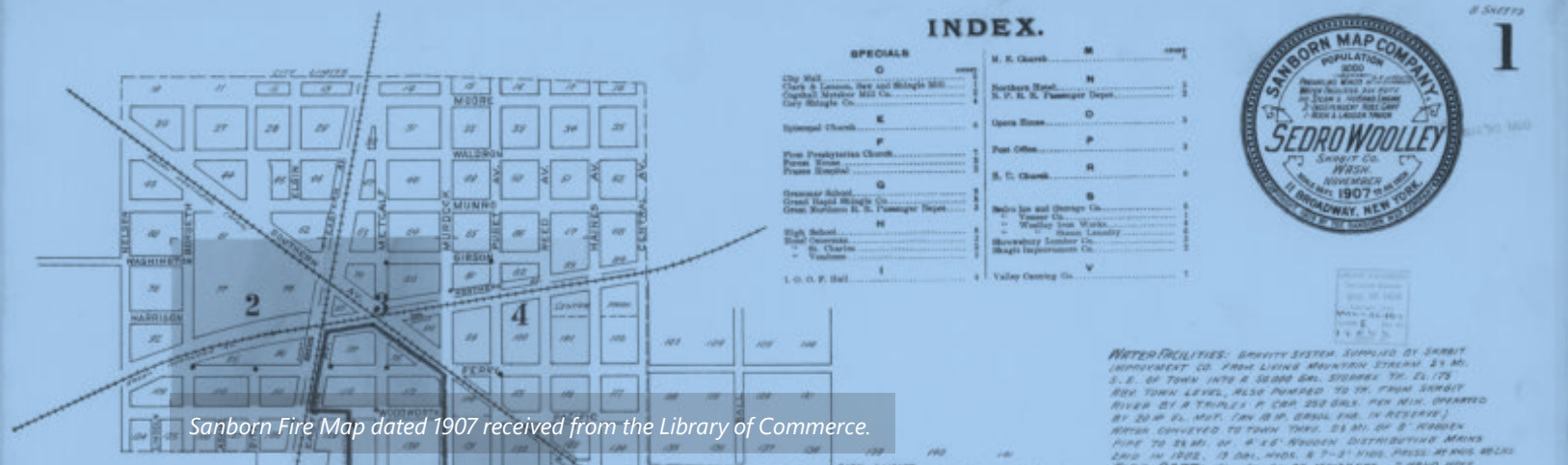
GOAL GMA13: Preserve historically and culturally significant sites and structures.

- Policy LU7.4 Preserve and enhance Sedro-Woolley's rural and agricultural heritage by allowing necessary agricultural support services and facilities.
- Policy H1.3 Establish/maintain a program to protect historically significant housing sites and structures.
- Policy CR.3.1 Protect significant historic resources, sites, and structures prone to floods or other hazards worsened by climate change.
- Policy CR3.3 Establish and maintain government-to-government relations with Native American tribes for the preservation of archaeological sites and traditional cultural lands that are vulnerable to climate impacts.

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

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

GOAL GMA15: Shorelines of the State. For shorelines of the state, the goals and policies of the shoreline management act shall be considered an element of the city's comprehensive plan.



CHAPTER 2

Land Use Element

Introduction

The land use element is central to all other elements. It addresses the general pattern of land use within Sedro-Woolley and provides a framework to guide the City's growth and development over the next twenty years. This element also ensures the mix of land uses in the City support the vision for the future.

The Washington State Growth Management Act requires cities and towns to show how they will be able to accommodate growth over a twenty-year period through zoning, sufficient buildable land capacity, development regulations, capital facilities, services and programs. Appendix A in Volume 2 contains the Land Use Element background information with data and analysis that provides the foundation for the Land Use Element goals and policies.

Existing Land Uses and Land Capacity

The City of Sedro-Woolley (and Skagit County within the unincorporated Sedro-Woolley Urban Growth Area) must include areas and densities sufficient to permit the urban growth that is projected to occur in the city for the 20-year planning period. This includes areas sufficient to accommodate the "broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses." (RCW 36.70A.110)



Downtown Sedro-Woolley.

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

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

Central to this planning is the completion of a land capacity analysis (LCA) that identifies land within the city with capacity for new housing and employment uses. For the 2025 Comprehensive Plan, Sedro-Woolley completed an LCA based on the methodology of the “buildable land and land capacity analysis report” that was included in the previous comprehensive plan. Some important changes were made to this methodology and are described in Appendix A of this 2025 Plan.

The population and employment growth targets and allocations, along with housing allocations by income bracket, were developed through the Skagit Council of Governments (SCOG) and its Growth Management Steering Committee in early 2024. 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 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.

Table 1. POPULATION TARGETS

UGA	2022 Population	2025 Population	2045 Population Targets	2022-2045 Population Growth	
				Amount	Pct Total Growth Countywide
Sedro-Woolley City	12,596	13,236	16,596	4,000	14%
Unincorporated	1,500	1,578	1,986	486	2%

UGA	2022 Population	2025 Population	2045 Population Targets	2022-2045 Population Growth	
				Amount	Pct Total Growth Countywide
Sedro-Woolley UGA Total	14,096	14,813	18,582	4,486	15%

Source: SCOG, 2024.

The employment growth allocation for the entire UGA is an increase of 2,399 jobs over the 2022 baseline of 4,640 jobs for a total 2045 employment target of 7,040 jobs, a compound annual growth rate of 1.8 percent per year over the planning period.

Table 2. EMPLOYMENT GROWTH

UGA	2022 Employment	2045 Employment Target	2022-2045 Emp Growth	Pct Total Growth	CAGR
Sedro-Woolley UGA	4,640	7,040	2,399	12%	1.8%

Source: SCOG, 2024.

The LCA has produced an overall capacity within the city of 2,588 housing units (5,914 new residents) and 3,933 jobs. The latter includes the capacity of the SWIFT Center on the campus of the former Northern State Hospital.

Table 3. LAND CAPACITY BY ZONING DISTRICT

Zone	Vacant	Partially Vacant	Total	Market Factor	Final Housing Units, Inc. Infrastructure	Population
Residential 5 (R5) (large lot)	563	769	1,332	1,094	820	2,297
Residential 5 (R5) (small lot)	87	760	847	378	283	794
Residential 7 (R7) (large lot)	89	166	255	208	156	438
Residential 7 (R7) (small lot)	144	529	673	334	251	701
Residential 15 (R15)	99	38	137	115	86	134

Zone	Vacant	Partially Vacant	Total	Market Factor	Final Housing Units, Inc. Infrastructure	Population
Residential 1 Environmentally Constrained (R1)	0	0	0	0	0	0
Mixed Commercial (MC)	410	331	741	613	460	719
Makers District (MD)*	40	34	74	61	46	72
Central Business District (CBD)	54	80	134	110	82	129
Urban Village Mixed Use (UVMU)	354	296	650	538	403	630
Total	1,840	3,003	4,843	3,451	2,588	5,914

Source: Facet, 2024.

Note: Residential capacity in the commercial zones is calculated using units per building, not dwelling units per acre.

* Makers District analyzed in Land Capacity Analysis under its previous designation, Transitional Mixed Commercial Overlay (TMCO)

Zone	Vacant Acres	Partially Vacant Acres	Vacant Jobs	Partially Vacant Jobs	Total	Market Factor	Public Land Deduction	Total Jobs
Central Business District (CBD)	3.65	5.42	68	91	159	119	89	89
Industrial (I)	46.77	11.31	287	58	345	259	194	194
Makers District (MD)*	2.61	2.17	50	42	92	69	52	52
Mixed Commercial (MC)	26.46	21.20	516	400	916	687	515	515
Urban Village Mixed Use Overlay (UVMU)	12.13	8.50	240	165	405	304	228	228
Public (P), SWIFT Center	10.46	81.00	657	2,198	2,855	n/a	n/a	2,855
Total	102.06	129.60	1,818	2,954	4,772	1,438	1,078	3,933

Source: Facet, 2024.

Notes: Jobs capacity is calculated using assumptions of 6.5 jobs per acre for industrial zones and 20 jobs per acre for commercial zones.

* Makers District analyzed in Land Capacity Analysis under its previous designation, Transitional Mixed Commercial Overlay (TMCO)

The LCA shows that the City’s current land has capacity to accommodate the population and employment targets.

The zoned acreage in city and UGA parcels in 2024 is as follows:

Table 4. ZONED ACREAGE

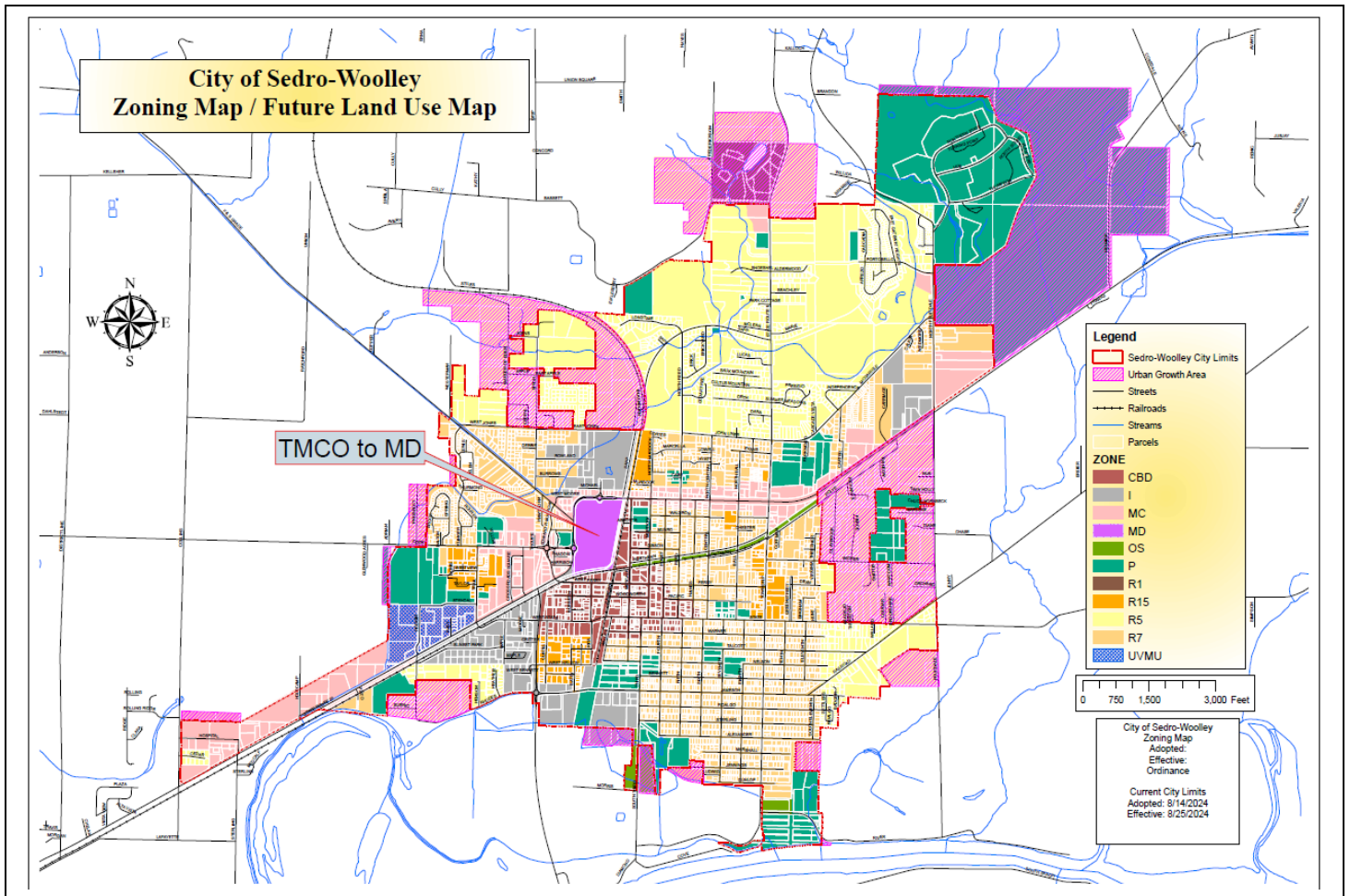
Zone	Vacant Acres	Partially Vacant Acres
Central Business District (CBD)	3.65	5.42
Zone	Acres – City	Acres - UGA
R5	789.4	409.0
R7	567.4	39.5
R15	71.1	0
R1	0	33.2
CBD	78.6	0
I	163.3	10.1
MD*	40.4	0
MC	193.1	5.8
MC - UVMU	34.0	0
OS	25.5	15.0
P	414.4	266.0
Total	2,329.1	778.6

Source: Facet, 2024.

* Makers District analyzed in Land Capacity Analysis under its previous designation, Transitional Mixed Commercial Overlay (TMCO)

Allocations of housing units that Sedro-Woolley must plan for in its housing element are distinct from the overall population and employment targets described in the land use element. Analysis of housing needs, gaps, and adequate provisions made to address gaps between capacity and allocations by income bracket are discussed in detail in the housing element.

FUTURE LAND USE MAP: Proposed Land Use and Zoning Plan.



Land Use Goals and Policies

GOAL LU1: Develop and maintain a land use pattern that strengthens the vitality of Sedro-Woolley’s neighborhoods and focuses on development activity in the historic downtown district and other mixed-use and neighborhood centers.

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|--------------|--|
| Policy LU1.1 | Direct growth to downtown and other areas designated for compact, mixed-use and small-scale manufacturing development served by a range of transportation options. |
| Policy LU1.2 | Promote a land use pattern integrated with multimodal transportation options. |
| Policy LU1.3 | Provide equitable access to parks, safe pedestrian and bicycle routes and other public amenities for all neighborhoods, prioritizing improvements for those areas with fewer public amenities. |
| Policy LU1.4 | Establish the Makers District (MD) zoning designation near the intersection of Cook Road and Highway 9 (previously designated as Transitional Mixed Commercial Overlay) as an inviting gateway and connection into the central business district. Actively pursue redevelopment opportunities that support a mix of residential, commercial, and small-scale manufacturing uses to jumpstart revitalization of the area. |
| Policy LU1.5 | Building on previous actions, work with the community to develop a downtown activation plan to detail legislative, programmatic and place-making efforts to foster economic development, increase living wage job opportunities and provide a more vibrant downtown hub for residents, workers and visitors. |

GOAL LU2: Develop and maintain a land use pattern that protects natural systems and retains trees and open space areas.

- | | |
|--------------|---|
| Policy LU2.1 | Build upon the city’s parks and open space system through acquisition, preservation and enhancement of parks, open space and tree canopy throughout the city. |
| Policy LU2.2 | Develop a Riverfront Park Master Plan to emphasize the proximity and importance of the Skagit River to the community, including rivershed views, and opportunities for recreation, jobs, tourism, community health and living compatibly with wildlife and natural systems. |
| Policy LU2.3 | Prioritize the redevelopment of underdeveloped land over vacant land, open space and environmentally sensitive areas. |

GOAL LU3: To safely accommodate population growth without causing urban sprawl.

- Policy LU3.1 Coordinate with the County to establish and maintain an urban growth area (UGA) of sufficient size to accommodate 20-year population and employment projections and to include existing and future urban land uses.
- Policy LU3.2 Periodically review and identify patterns of development and likely future development pressure that needs to be addressed according to RCW 36.70A.130.
- Policy LU3.3 Prevent or limit urban development outside the urban growth area (UGA) by working with the County to establish joint planning areas and overlays outside of the UGA.
- Policy LU3.4 Allow expansion of Sedro-Woolley through annexations primarily for single-family residential development.
- Policy LU3.5 Pursue industrial park development within all industrial designated areas. Prioritize industrial development that utilizes electrification or other methods of decarbonization.
- Policy LU3.6 Buffer commercial and industrial land uses when they abut residential development.
- Policy LU3.7 Provide for limited commercial development catering to auto-oriented customers and tourists along State Route 20, outside the central business district
- Policy LU3.8 Protect neighborhoods from industrial contamination, fire hazards, and other harmful impacts by restricting hazardous industrial uses – such as electrical generation, battery storage, and similar high-risk facilities – within or near residential areas.
- Policy LU3.9 Periodically review the comprehensive plan and adjust revenues, land use classifications, or level-of-service (LOS) standards to ensure that probable funding meets the projected needs of the city.
- Policy LU3.10 An annexation area must be provided with city services within six years, consistent with the provisions of the current Capital Facilities Plan.
- Policy LU3.11 Reject annexation requests which are not contiguous to existing city areas, except as permitted under RCW 35.13.180.

GOAL LU4: To coordinate land use decisions within and surrounding the urban growth area with other jurisdictions.

- Policy LU4.1 Support inter-jurisdictional efforts to address problems which may arise having regional impacts.
- Policy LU4.2 Coordinate with Skagit County and the City of Burlington to limit development and preserve a green belt/open space in the area between the Sedro-Woolley and Burlington UGAs.

- Policy LU4.3 The urban growth area is subject to joint planning by the City of Sedro-Woolley and Skagit County. Coordinate review with Skagit County of development proposals within the UGA to ensure consistency with the goals of the Comprehensive Plan. The city shall enter into any necessary Memorandum of Agreements with the county regarding codes and standards to be applied in the UGA.
- Policy LU4.4 Encourage UGA growth to the north of city limits.

GOAL LU5: To provide concurrent urban services.

- Policy LU5.1 Coordinate land use decisions with the transportation, capital facilities, utilities, housing, parks and recreation and climate elements of the comprehensive plan.
- Policy LU5.2 Establish and maintain transportation and sanitary sewer services as “urban” services requiring concurrency under the Growth Management Act (GMA).
- Policy LU5.3 Do not approve developments that cannot be serviced by urban services, such as sewer, transportation, power, and water.
- Policy LU5.4 Do not approve developments that would lower streets or sewer lines below established levels of service standards, unless:
1. The city accounts for such deficiency in its capital facilities plan, or
 2. The developer provides services which maintain the level of service standard.
- Policy LU5.5 Ensure that new development bears its fair share of the cost of associated increases in required capital facilities and services.
- Policy LU5.6 Prohibit extension of city sewer services outside of the city limits without annexation.
- Policy LU5.7 Form and maintain partnerships with providers of other urban services (including but not limited to electric power and potable water) to ensure such services are available to meet the needs of new urban development.

GOAL LU6: To reduce damage from natural disasters, extreme weather, and other hazards and preserve the characteristics of the natural environment.

- Policy LU6.1 Promote open space, recreation, and agriculture as the highest and best uses of land in flood-prone areas.
- Policy LU6.2 Implement a community flood- preparedness program to enhance emergency preparedness, response, and recovery efforts.
- Policy LU6.3 Require new residential development near designated natural resources lands to include adequate buffers the minimize conflicts with resource-based operations that may be incompatible with residential uses.

- Policy LU6.4 Provide effective and timely application of sensitive and critical area land use policies, including SEPA review for all developments involving potentially significant environmental issues.
- Policy LU6.5 Coordinate with Skagit County and the other jurisdictions in the county to update and maintain the Skagit County Multi-Jurisdictional Hazard Mitigation Plan.
- Policy LU6.6 Mitigate the risk to lives and property posed by wildfires by using land use planning tools, which may include, but are not limited to, adoption of portions or all of the wildland urban interface code developed by the International Code Council (ICC) or developing building and maintenance standards consistent with the Firewise USA program or other similar programs.

GOAL LU7: To preserve community character.

- Policy LU7.1 Focus commercial development in the central business district and discourage strip commercial development.
- Policy LU7.2 Accommodate anticipated growth in a way that prevents adverse impacts to the community's vision.
- Policy LU7.3 Seek and support developments that further the community character of Sedro-Woolley.
- Policy LU7.4 Preserve and enhance Sedro-Woolley's rural and agricultural heritage by allowing necessary agricultural support services and facilities.
- Policy LU7.5 Encourage compatible uses within residential areas.
- Policy LU7.6 Ensure that the community's planning programs reflect basic community values.
- Policy LU7.7 Recognize the rights of property owners to freely use and develop private property consistent with city regulations.
- Policy LU7.8 Encourage high standards of appearance in all residential areas and in other high visibility areas.

GOAL LU8: To provide clear review and approval processes for land use actions.

- Policy LU8.1 Adopt a future land-use map as a part of this comprehensive plan as a guide for development of zoning regulations.

Policy LU8.2 The following categories shall be used on the future land use map. Permitted uses will be refined in the development regulations which shall accompany the comprehensive plan.

Land Use Designations	Description
Central Business District (CBD)	Allows all forms of commerce which are geared to the centralized provision of goods and services within easy walking distance. Commercial retail and office uses are allowed on the first floor, and retail compatible uses on the second floor. In addition, multifamily housing located above the first floor or at the rear of a commercial and/or retail occupancy is allowed.
Mixed Commercial (MC)	Allows a compatible mix of commercial and residential development with standards intended to present an attractive and welcoming appearance to visitors at the entrances to the city and at selected nodes along major roads.
Makers District (MD)	This area is intended to become a compatible mix of residential, commercial and small-scale manufacturing development. It is also intended to become an inviting and welcoming gateway into the central business district. Standards are intended to avoid displacement and to allow mixed commercial uses along public street frontages to buffer internal uses. Certain small-scale, low impact uses such as art production facilities and high-density residential should be allowed as outright permitted uses.
Industrial (I)	Allows office parks, wholesaling, manufacturing, live/work units, and limited retail and services.
Residential 15 (R-15)	Allows multi-plex developments of up to eight units per building, to a maximum density of fifteen (15) dwelling units per acre.
Residential 7 (R-7)	Allows single-lot developments to a maximum density of seven units per acre, with a minimum lot size of six thousand (6,000) square feet. Allows duplexes on appropriately sized lots (minimum duplex lot size of nine thousand (9,000) square feet). Allows planned residential developments (PRDs) with varying residential densities as a conditional use.
Residential 5 (R-5)	Allows single lot developments to a maximum density of five units per acre, with a minimum lot size of eight thousand four hundred (8,400) square feet. Allows

	planned residential developments (PRDs) with varying residential densities as conditional uses.
Residential 1 (R-1)	Environmentally Constrained. Allows single-lot developments to a maximum density of one unit per acre, to protect unique and environmentally sensitive lands. Allows planned residential developments (PRDs) with varying residential densities as conditional uses.
Public (P)	Allows parks, schools, public infrastructure and other developments intended primarily for public use.
Open Space (OS)	Land which may not be residentially developed. Includes identified sensitive and critical areas. Agriculture and recreational uses shall remain a permitted use in open space areas under the provisions established for sensitive or critical areas.
Special Districts (S)	Special Districts provide an opportunity for land use designations to accomplish specific public policy goals that include overlay zones and other zoning approaches, including: Urban Village Mixed-Use (UVMU) Overlay Zone. An overlay zone, in a specific geographic area, that allows for and encourages higher density residential and commercial development in a mixed-use development. This overlay zone will encourage higher concentration of development, allowing for open space, efficient use of land and a more urbanized environment.

- Policy LU8.3 Establish a concurrency review procedure. The developer shall be responsible for providing information on impacts the proposed development will have on public services. The city shall be responsible for determining if adequate public facilities can be provided to the development within the confines of the current Capital Facilities Plan.
- Policy LU8.4 Review design review standards for all land use zones to remove unnecessary barriers to residential development.
- Policy LU8.5 Develop and implement a local historic and cultural preservation procedure.
- Policy LU8.6 Encourage community involvement and participation in the land use decision making process, and provide understandable information and notices to affected residents and the press, to enable meaningful involvement and participation.

GOAL LU9: To preserve Sedro-Woolley's unique history and small-town character.

- Policy LU9.1 Preserve historically significant buildings, trees and sites within the Sedro-Woolley UGA through the development of historic preservation and urban forestry programs.
- Policy LU9.2 Preserve cultural resources identified within the Sedro-Woolley urban growth area. Do not allow development or encroachment upon sites identified as significant by the Upper Skagit Tribe.
- Policy LU9.3 Recognize and support regional logging and other timber industry practices as a heritage of this community. Strive to preserve this heritage by providing appropriately designated land for businesses and sectors that participate in sustainable resource production and conservation.
- Policy LU9.4 Build on the City's existing strengths and heritage by allowing small-scale /  artisan-based manufacturing in designated commercial zones or corridors where they can produce and sell their products in storefronts.
- Policy LU9.5 Establish a renewable forest industry and river wildlife theme for public spaces within the UGA.
- Policy LU9.6 Create and adopt a neighborhood plan for the central business district (CBD). Ensure that design standards support preservation of the 'small town' character of the retail area.
- Policy LU9.7 Engage with local artists to create public art pieces that reflect Sedro-Woolley's history.

GOAL LU10: To maintain a hospitable, welcome environment for new Sedro-Woolley residents.

- Policy LU10.1 When feasible, City staff should participate in the opening of major developments and community projects.
- Policy LU10.2 In conjunction with the Sedro-Woolley Chamber of Commerce, prepare a brochure entitled "Welcome to Sedro-Woolley." This brochure should provide emergency information, local history, information on annual community activities, and a community resource list. It should be distributed to all new Sedro-Woolley residents and be available in both English and Spanish.
- Policy LU10.3 Consider increasing the number of City annual community events, particularly along Riverfront Park.

GOAL LU11: To welcome and encourage multi-culturalism.

- Policy LU11.1 To not tolerate discrimination based upon sex, race, ethnicity, income, lifestyle, religion, language, or place of origin in any activity occurring within the UGA.
- Policy LU11.2 Upon request, provide public documents and election materials in languages other than English.

- Policy LU11.3 Encourage and promote the development of minority businesses within the UGA.
- Policy LU11.4 Recognize and retain Native American culture present within and near the UGA. Improve and enhance relations with the Upper Skagit Tribe. Encourage development of Tribal businesses within the CBD and other locations in the City.

GOAL LU12: To create a safe, active environment for youth.

- Policy LU12.1 Do not tolerate the formation, activity or existence of gangs within the UGA.
- Policy LU12.2 Seek to reduce youth violence through intervention and education.
- Policy LU12.3 In conjunction with community organizations and the Sedro-Woolley school district, provide comprehensive youth activity programming during after-school hours and evenings. Coordinate this programming with recreation activities proposed in the parks and recreation element of the comprehensive plan.
- Policy LU12.4 Maintain well-supported and equipped police and fire protection services.
- Policy LU12.5 Identify city owned properties and funding sources to build new playfield facilities for youth in the City.
- Policy LU12.6 Support provision of childcare equitably throughout the city by implementing the following strategies:
1. Allow family childcare homes in residences in all single-family land use districts through a discretionary review process, unless otherwise required by state law or regulation.
 2. Permit childcare centers in all non-single family land use districts and allow childcare centers as part of a community facility as long as the center has been identified as part of any discretionary review permit.
 3. Consider measures to protect childcare centers from air pollution exposure and encourage increased mitigation in such situations.
 4. Encourage major employers and the developers of major employment facilities to provide childcare opportunities on site or nearby.

GOAL LU13: To further community values through education.

- Policy LU13.1 In conjunction with the Sedro-Woolley school district, support the curriculum within Sedro-Woolley schools that emphasize community history and reflects community values.
- Policy LU13.2 In conjunction with the Sedro-Woolley school district, support the curriculum within Sedro-Woolley schools that emphasize social, environmental and civic responsibility.
- Policy LU13.3 Establish a joint agreement between the City of Sedro-Woolley and the Sedro-Woolley school district for joint use of city and school facilities as necessary to accomplish the goals of the parks and recreation elements of the comprehensive plan.

GOAL LU14: To provide local representation and community empowerment.

- Policy LU14.1 Redelineate wards and/or add new wards to reflect the distribution of population.
- Policy LU14.2 Within neighborhood wards, encourage residents to organize local improvement districts (LID's) to repair residential streets. Also encourage residents to participate in community awareness programs, such as blockwatch and National Night Out.
- Policy LU14.3 Encourage neighborhood residents to resolve local disputes through neighborhood wards.
- Policy LU14.4 Commit to honest, equal public participation in city processes.

GOAL LU15: To provide open space buffers within and adjacent to Sedro-Woolley's Urban Growth Area.

- Policy LU15.1 Designate floodplain areas for open space, recreational, and agricultural purposes.
- Policy LU15.2 The city shall provide input and coordinate the review of development proposals with Skagit County to ensure the integrity of unincorporated open space within Sedro-Woolley's urban growth area.

GOAL LU16: To preserve Sedro-Woolley's existing agricultural lands and heritage.

- Policy LU16.1 Recognize and promote the benefits of agricultural land which include maintaining open spaces, establishing rural character, preserving view corridors, enhancing wildlife habitat, and providing employment for the residents of Skagit County.

GOAL LU17: To protect, sustain and maintain Sedro-Woolley's critical areas, sensitive areas, and natural resource lands for present and future generations.

- Policy LU17.1 Provide necessary funds to identify, inventory, and classify sensitive and critical areas and natural resource lands within the UGA.
- Policy LU17.2 Provide the public, staff, and decision-making bodies with information pertaining to the identification, classification, and designation of critical areas.
- Policy LU17.3 Require, as appropriate, site-specific delineation of sensitive and critical areas by owners/developers of property as part of the development review process.
- Policy LU17.4 Provide incentives to encourage the use of environmentally sensitive designs including the use of LID principles, LID best management practices (BMPs) and other means such as cluster housing, which would provide for adequate open space and protection of critical areas.
- Policy LU17.5 Promote land use patterns and methods of development that will protect the value of sensitive and critical areas and prevent hazardous conditions.

- Policy LU17.6 Develop funding mechanisms to permit the city's acquisition of sensitive/open space areas for the public benefit. Integrate public park and/or trail systems with natural areas where appropriate, while ensuring that such uses do not degrade the natural function of these areas.
- Policy LU17.7 Coordinate efforts with appropriate Skagit County and Washington State agencies to provide maximum protection for critical and natural resource areas.
- Policy LU17.8 Encourage development of a Brickyard Creek restoration and management plan that addresses the creek's habitat functions, passive recreation uses and stormwater conveyance functions. The plan should address off-site mitigation opportunities in the creek's riparian area in accordance with the regulations for critical areas – Chapter 17.65 SWMC.
- Policy LU17.9 Work closely with Skagit County to bring agricultural land in the floodplain adjacent to Riverfront Park into the Urban Growth Area for future annexation for stormwater management and parks and recreation purposes.
- Policy LU16.1 Recognize and promote the benefits of agricultural land which include maintaining open spaces, establishing rural character, preserving view corridors, enhancing wildlife habitat, and providing employment for the residents of Skagit County.

GOAL LU18: To control the impacts of development activities on the quality of surface and ground water.

- Policy LU18.1 Establish clearing, grading and filling restrictions in areas where such activities will impact water resources and associated habitat areas.
- Policy LU18.2 Establish stormwater runoff controls including use of the appropriate LID BMPs which prevent erosion, sedimentation, minimize stormwater runoff, and discharge of pollutants into natural drainage systems.
- Policy LU18.3 Preserve and enhance vegetation including use of appropriate LID principles to minimize impervious surfaces, minimize vegetation loss, and treat stormwater runoff as a means of protecting both water quality and wildlife habitat.
- Policy LU18.4 Develop construction management practices which reduce the potential for erosion and protect water quality both during and after land development and construction.
- Policy LU18.5 Require future developments to use city sewer facilities whenever feasible rather than septic systems.
- Policy LU18.6 Allow wetland or stream alteration when such alterations result in restoration or enhancement of functions and values of degraded wetlands and streams.
- Policy LU18.7 Maintain or enhance water quality within the Skagit River and its tributaries.
- Policy LU18.8 Under no circumstances should hazardous waste be allowed to contaminate the groundwater, surface water or sewer systems of the City of Sedro-Woolley. Dispose

of hazardous waste only in landfills designated for that purpose in accordance with the Department of Ecology disposal regulations.

- Policy LU18.9 Coordinate basin-wide surface-wide surface water planning with the Skagit County surface water management department.
- Policy LU18.10 Watercourses, wetlands, bodies of water and their shores should be kept in a natural condition where possible and protected from development impacts through the use of vegetated buffers and green spaces.
- Policy LU18.11 Conduct an inventory of all significant drainage patterns and make this information available to planners and the public.
- Policy LU18.12 Preserve natural stream environments along the Skagit River and Hansen Creek. Restrict development within two hundred (200) feet of both streams, in compliance with the Shoreline Management Act (SMA).

GOAL LU19: To protect steep slopes and unstable soil areas from the impacts of development, and likewise protect development from hazards posed by the steep slopes and unstable soils.

- Policy LU19.1 Prohibit or strictly limit development in steep slope and unstable soil areas which pose seismic and/or erosion hazards.
- Policy LU19.2 Require geotechnical analysis for developments with steep slopes and/or unstable soil areas to understand the extent of potential hazards.
- Policy LU19.3 Adopt construction standards, zoning requirements, and enforcement procedures to protect life, property, and the environment in geologically hazardous areas.
- Policy LU19.4 Prohibit or restrict clearing of vegetation in areas which are susceptible to landslides and erosion.
- Policy LU19.5 Encourage hillside stabilization and replanting of disturbed slopes in order to prevent erosion and further degradation of steep slopes and unstable soil areas.
- Policy LU19.6 Require the use of vegetative buffers to separate areas of development from critical and steep slope areas.

GOAL LU20: To preserve, enhance, and promote healthy air quality in Sedro-Woolley.

- Policy LU20.1 Encourage the use of alternative fuel vehicles or other modes of transportation, such as carpooling, public transit, walking, biking, and rolling, to reduce automobile emissions and increase physical activity.
- Policy LU20.2 Discourage the use of wood burning as a primary source of household heat and promote alternative heating sources.
- Policy LU20.3 Ensure that local industries, commercial businesses, and residents comply with state, federal, and local environmental regulations concerning air quality.

Policy LU20.4 Enhance and retain the existing urban tree canopy to provide air quality benefits across the community.

GOAL LU21: Strive towards environmental justice.

Policy LU21.1 Avoid creating or worsening environmental health disparities.

Policy LU21.2 Wherever possible, consider utilizing urban planning approaches that promote physical activity and reduce per capita vehicle miles traveled (VMT) within the jurisdiction.

GOAL LU22: Maintain and enhance the high quality of life in Sedro-Woolley's neighborhoods.

Policy LU22.1 Maintain all neighborhoods as safe, welcoming and accessible environments for all to enjoy.

Policy LU22.2 Support the creation of a variety of land uses to fulfill each neighborhood's basic needs, including:

1. A range of housing types at various affordability levels;
2. Access to basic needs such as groceries, pharmacies, childcare and other essential services;
3. Natural areas and open spaces; and
4. Public places to gather like community centers and parks and private places to gather like churches.

Policy LU22.3 Plan and prepare for the response, recovery and mitigation of potential disasters and hazards. Factor climate impacts into neighborhood emergency preparedness and enhance local capacity to respond to climate-related hazards.

Policy LU22.4 Incorporate equitable access to healthy food in all neighborhood areas by encouraging the location of healthy food purveyors, such as grocery stores, farmers markets and community food gardens in proximity to residential uses and transit facilities.

GOAL LU23: Shorelines: Provide management of the Skagit River and its adjacent shorelands consistent with the Washington State Growth Management Act (GMA).

Policy LU23.1 Use the City's Shoreline Master Program (SMP) to provide management of the Skagit River and adjacent shorelands, including all areas within shoreline jurisdiction, within city limits.



Abbott's Alley live/work housing development.

CHAPTER 3

Housing Element

Vision Statement

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

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



A mural in Abbot's Alley. Photo by Facet.

Housing Element Requirements

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

Housing: Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities, and housing types, and encourage preservation of existing housing stock. (RCW 36.70A.020(4))



2024 Sedro-Woolley housing forum.

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

A housing element ensuring the vitality and character of established residential neighborhoods that:

- (a) includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth, as provided by the department of commerce, including:
 - i. Units for moderate, low, very low, and extremely low-income households; and*
 - ii. Emergency housing, emergency shelters, and permanent supportive housing;**
- (b) includes a statement of goals, policies and objectives for the preservation, improvement, and development of housing, including single-family residences, and within an urban growth area boundary, moderate density housing options including, but not limited to, duplexes, triplexes, and townhomes;*
- (c) identifies sufficient capacity of land for housing, including, but not limited to, government-assisted housing, housing for moderate, low, very low, and extremely low-income households, manufactured housing, multifamily housing, group homes, foster care facilities, emergency housing, emergency shelters, permanent supportive housing, and within an urban growth area, consideration of duplexes, triplexes, and townhomes;*
- (d) makes adequate provisions for existing and projected needs of all economic segments of the community, including:
 - i. Incorporating consideration for low, very low, extremely low, and moderate-income households;*
 - ii. Documenting programs and actions needed to achieve housing availability including gaps in local funding, barriers such as development regulations, and other limitations;*
 - iii. Consideration of housing locations in relation to employment location; and*
 - iv. Consideration of the role of accessory dwelling units in meeting housing needs;**
- (e) Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including:
 - i. Zoning that may have a discriminatory effect;*
 - ii. Disinvestment; and*
 - iii. Infrastructure availability;**
- (f) Identifies and implements policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions;*
- (g) Identifies areas that may be at a higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments; and*
- (h) Establishes antidisplacement policies, with consideration given to the preservation of historical and cultural communities as well as investments in low, very low, extremely low, and moderate-income housing; equitable development initiatives; inclusionary zoning; community planning requirements; tenant protections; land disposition policies; and consideration of land that may be used for affordable housing. [...]*
(RCW 36.70A.070(2))

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

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

The housing element is outlined as follows:

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

Housing Needs Assessment Summary

As part of the 2025 comprehensive plan periodic update, Sedro-Woolley has prepared an updated housing needs assessment, gap analysis, adequate provisions documentation, and racially disparate impacts analysis. These analyses serve as a guide for local officials, planners, and members of the public to formulate policies and appropriate local approaches to address the housing goals of the GMA, including "making adequate provisions for the existing and projected needs of all economic segments of the community."

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

Population And Housing Characteristics

Population

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

The Washington State Office of Financial Management (OFM) estimates that Sedro-Woolley's population was 13,080 as of April 1, 2024. Sedro-Woolley grew an average of 1.9 percent per year between 2014 and 2024. With a 2045 population target of 16,596, the City would grow an average of 1.3 percent per year over the next 21 years.

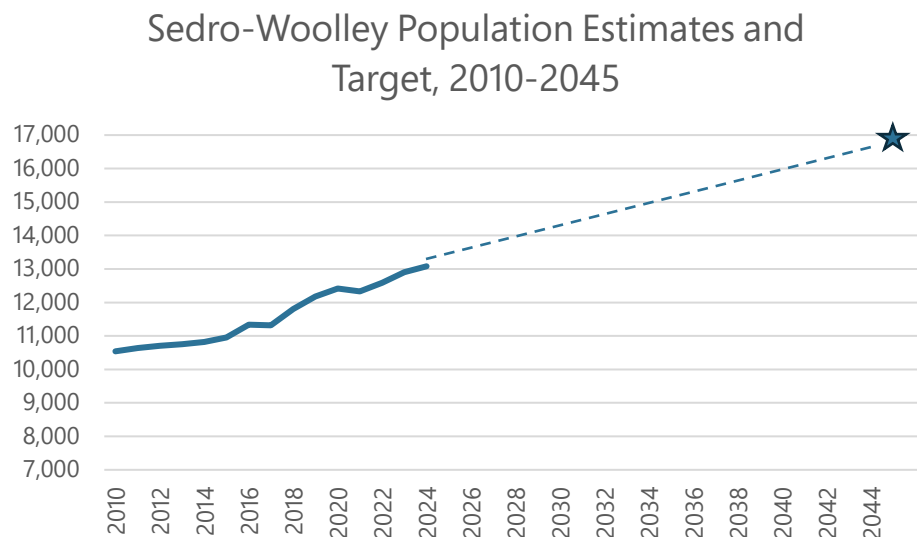


Figure 1. Sedro-Woolley population estimates and target from 2010-2045.

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

The average household size in Sedro-Woolley is 2.58 persons per household; Two-person households account for 30 percent of the total households in the City, with 4-or-more person households accounting for an additional 29.3 percent.

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

Housing Stock

Sedro-Woolley is home to an estimated 5,125 housing units as of 2024. Roughly 63 percent of these are one-unit housing units (single-family detached homes), 27 percent are multi-family units (2 or more units in a structure), and roughly 10 percent are mobile homes or other dwelling types.

Since 2020, Sedro-Woolley has permitted the construction or placement of 177 new single-family homes and 174 multifamily units, as well as 15 manufactured homes.

Table 5. Estimate Of Housing Units

	2020	2021	2022	2023	2024
Estimate of Total Housing Units	4,759	4,814	4,897	5,052	5,125

One Unit Housing Units	3,074	3,116	3,186	3,220	3,251
Two or More Unit Housing Units	1,212	1,222	1,230	1,345	1,386
Mobile Homes and Specials	473	476	481	487	488

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

Housing Unit Values and Rents

Ownership Characteristics

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

House value estimates from the research arm of the real estate listing company Zillow indicate that the mid-range detached single-family home in Sedro-Woolley is worth \$480,839 as of July 1, 2024.

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

Table 6. Median Home Prices

			Sales by number of bedrooms				Median price by number of bedrooms			
Quarter	Total sales	Median price	0 or 1	2	3	4 plus	0 or 1	2	3	4 plus
2021Q1	95	\$410,000	7	20	53	15	\$337,000	\$330,650	\$410,000	\$528,000
2021Q2	128	\$453,500	6	24	72	26	\$345,500	\$364,268	\$450,250	\$563,866
2021Q3	139	\$440,000	6	27	83	23	\$380,000	\$360,000	\$440,000	\$585,000
2021Q4	139	\$435,000	8	29	79	23	\$427,524	\$360,000	\$425,000	\$565,000
2022Q1	118	\$512,500	10	20	60	28	\$360,250	\$435,625	\$522,475	\$561,989
2022Q2	127	\$505,000	11	23	80	13	\$425,000	\$410,000	\$525,000	\$600,000
2022Q3	122	\$499,950	6	18	76	22	\$310,000	\$382,250	\$500,000	\$542,500

			Sales by number of bedrooms				Median price by number of bedrooms			
2022Q4	87	\$450,000	4	18	52	13	\$374,500	\$385,000	\$449,100	\$525,000
2023Q1	66	\$469,500	3	15	39	9	\$300,000	\$355,000	\$484,900	\$462,400
2023Q2	85	\$478,000		21	54	10		\$450,000	\$484,500	\$494,397
2023Q3	87	\$495,375	3	18	52	14	\$340,000	\$406,475	\$508,500	\$613,750
2023Q4	59	\$520,000	1	12	35	11	\$536,979	\$365,000	\$520,000	\$690,000
2024Q1	65	\$483,000	4	15	39	7	\$533,750	\$410,000	\$485,000	\$565,000
2024Q2	88	\$523,750	4	20	52	12	\$547,809	\$418,000	\$530,000	\$650,000

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

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

Table 7. Renter And Homeowner Cost Burden

Cost Burden	Renter Households		Owner Households		Total Households	
	> 30%	> 50%	> 30%	> 50%	> 30%	> 50%
Household Income <= 30% HAMFI	150	80	40	40	190	120
Household Income > 30% to <= 50% HAMFI	175	75	70	30	245	105
Household Income > 50% to <= 80% HAMFI	175	85	160	0	335	85

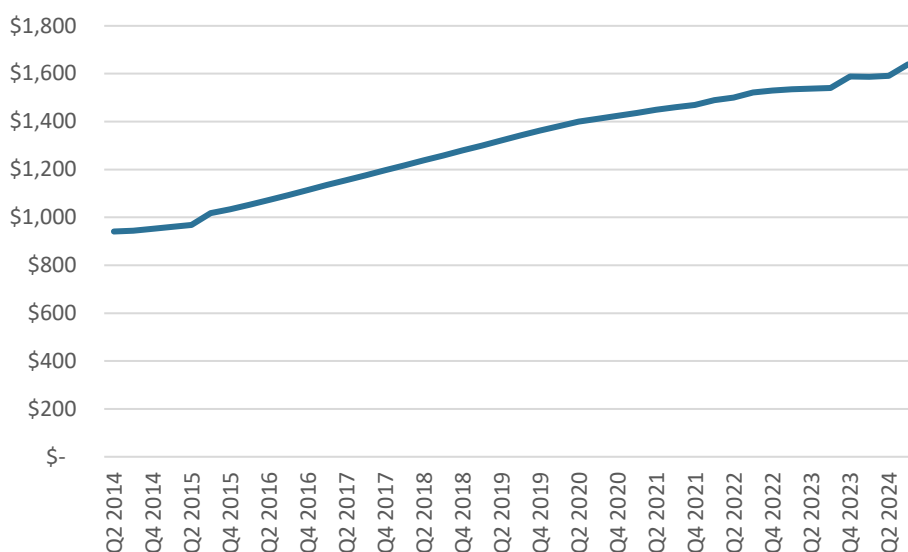
Household Income >80% to <= 100% HAMFI	40	0	275	0	315	0
Household Income >100% HAMFI	4	0	115	0	119	0
Total	544	240	660	70	1,204	310

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

Rental Unit Characteristics

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

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



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

Figure 2. Average rental rates.

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

Table 8. Unit Costs By Size

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

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

Characteristics of Housing Subsidies

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

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

Special Needs Populations

It is anticipated that Sedro-Woolley will absorb a percentage of special needs populations, including farmworkers, seniors, people with disabilities, people experiencing homelessness, and victims of domestic violence. However, more likely, these populations will tend to locate in higher population areas with better transportation capabilities or closer to the larger farms (in the case of farmworkers). Sedro-Woolley can, however, make itself more amenable to the special needs populations through the development of regulations which encourage the development of housing targeted at these groups, including, group homes, accessory housing, permanent supportive housing, and emergency housing

and emergency shelters and in the encouragement of developer participation in the construction of units which meet the requirements of the Americans with Disabilities Act.

Household Income

According to the US Census's 2019-2023 American Community Survey 5-Year Estimates, the median household income in Sedro-Woolley is \$72,140 in Sedro-Woolley and \$85,474 in Skagit County. For owner-occupied housing units, the median household income in Sedro-Woolley is \$86,565 (versus \$101,258 in the county as a whole). For renter-occupied housing units, the median household income in Sedro-Woolley is \$52,823 (indistinguishable from the County figure of \$52,613).

Relationship of Types of Employment to Housing Costs

The Housing Needs Assessment shows that a large number of Skagit County and Sedro-Woolley residents already experience difficulty finding an affordable home. A question related to projections of future housing affordability is whether the type of job growth is going to contribute to higher incomes and improved housing affordability or lower incomes and lower affordability. Much of how employment will relate to housing cost depends on the strength of major local employers as well as broader economic development efforts citywide and in Skagit County more broadly.

Housing Affordability

Cost Burden

According to the 2023 ACS estimates, 39 percent of property owners with a mortgage (estimated 2,232 households) in Sedro-Woolley paid more than 30 percent of their income on housing.

Within Sedro-Woolley, 39.1 percent of all renters paid more than 30 percent of their incomes for gross rent (estimated 571 households). Within Skagit County, 51.0 percent of renters paid more than 30 percent of their incomes for gross rent (estimated 6,812 households).

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

Summary of the Analysis and Inventory

The analysis and inventory performed in the Housing Needs Assessment for Sedro-Woolley shows an acute need for diverse housing options in the city.

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

Inventory Of Lands

There are roughly 1,909 acres of residentially zoned land (not excluding rights-of-way) in the city and its urban growth area. The approximate acreage in each of the four residential zones – Residential 15 (R15), Residential 7 (R7), Residential 5 (R5), and Residential 1 (R1, Environmentally Constrained) – is as follows:

Table 9. Residentially Zoned Acreage

Residential Zone	R15	R7	R5	R1
Acreage	71	607	1,198	33

Source: Facet, 2024.

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

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

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

The following represents housing unit capacity within the city’s zones under current development regulations:

Table 10. Housing Unit Capacity Within Zoning Districts

Zone	R1	R5	R7	R15	MC	MD*	CBD	UVMU	Total
Housing Unit Capacity	0	798	371	86	460	46	82	403	2,241

Source: SCOG, 2024.

* Makers District (MD) analyzed in Land Capacity Analysis under previous designation, Transitional Mixed Commercial Overlay (TMCO)

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

Adequate Provisions Made to Accommodate Housing for All

Through its housing element goals, policies, and actions, the city of Sedro-Woolley must demonstrate that it has made adequate provisions to remove barriers to housing capacity sufficient to

accommodate the projected housing need by income bracket. This section of the Housing Element summarizes the adequate provisions analysis presented in [Appendix XX](#).

Barriers to Housing Production by Unit Type and Affordability Level

The housing element recognizes that different households prefer various types of housing. [Appendix XX](#) demonstrates that while production of low- and moderate-density housing has occurred at a rate sufficient to account for the housing need over the planning period, construction of low- and mid-rise multifamily units (the housing type most likely to be affordable to low-income households) has not been sufficient to account for the large need over the planning period, even with the land use changes and realized projects that occurred since the last periodic update. Therefore, the Sedro-Woolley housing element encourages development regulations that support the following housing types:

1. Zoning that supports single-family homes (permitted uses in the R5, R7 and R15 zones, conditional uses in other zones).
2. Zoning that supports development for townhouses and condominiums, include cottage housing and unit lot subdivisions.
3. Zoning that allows Accessory Dwelling Units where single-family homes are allowed in accordance with GMA requirements.
4. Zoning that allows for the conversion of second floors in the CBD zone into residential dwellings or allows new mixed-use buildings with commercial uses on the first floor.
5. Zoning that allows for a variety of multi-family housing which can be blended into the community and provides housing options across all economic segments of the community duplex units as a permitted use in the R7 zone on lots over nine thousand (9,000) square feet, planned residential developments, mixed commercial zoning that allows limited residential development, multifamily apartments in the Urban Village Mixed Use zone, and work/live units in the industrial zone).
6. Emergency housing and emergency shelter beds where appropriate in order to meet housing allocation obligations as outlined in the Housing Needs Assessment in [Appendix XX](#).

Affordable Housing

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

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

3. Work to achieve the city's allocation of the countywide need for of housing affordable to households making under 80 percent of the area median income.
4. Support of programs that provide low-income and special needs housing.
5. Support of programs that encourage rental and owner rehabilitation and weatherization of existing dwelling units.
6. On-going reevaluation of development regulations and impact fee alternatives that support and encourage the construction of affordable housing where appropriate.
7. Protect existing, naturally occurring affordable housing to protect against potential displacement that would result in racially disparate impacts.

Adequate Provisions Made to Address Housing Gaps

An analysis of the gaps between housing unit capacity and allocations by income bracket reveals that Sedro-Woolley, like many communities across the state, has a shortage of housing units more likely to be affordable to households making under 80 percent of the area median compared to the projected need through 2046. The city has a surplus of capacity compared to projected need for moderate-income (80-120 percent of area median) and higher-income (120 percent and above) households.

Table 11. Total Housing Capacity Compared to Need by AMI Range

Income in \$	AMI	Housing Need	Capacity	Surplus/ (Deficit)
\$0 - \$81,600	0-80%	1,360	509	(851)
\$81,600 - \$122,400	>80-120%	280	996	716
\$122,400+	>120%	269	512	243
	Totals	1,909	2,016	107

For more context, background, and analysis, please see [Appendix XX](#).

Similarly, an analysis of aggregated housing need and historical average annual unit production by income category shows that there is a barrier to sufficient production for income brackets below 80 percent AMI.

The City of Sedro-Woolley is taking the following actions to make adequate provisions for addressing identified housing gaps:

- Considering a PRD residential density bonus for developers that set aside a certain percentage of units to be affordable to households making under 80 percent AMI
- Considering fee waivers and donations of surplus lands for affordable housing projects

- Policies to engage with nonprofit developers to provide pathways to homeownership for lower-income households
- Considering a cottage housing ordinance that would help provide moderate- and lower-income households with affordable small detached units
- Collecting data on production of more affordable housing through the five-year check-in period to consider potential additional steps as needed
- Developing definitions and standards for permanent supportive housing
- Pursuing other code changes related to parking standards and accessory dwelling units
- Adopting policies to protect residents of manufactured home parks
- Code and policy changes to make it easier to build residential units in the Central Business District including in older buildings

Racially Disparate Impacts, Displacement, And Displacement Risk

New GMA provisions require that the City’s housing element analyze racially disparate impacts, document historical displacement in housing, and assess displacement risk for Sedro-Woolley’s residents.

The Housing Needs Assessment located in **Appendix XX** contains analyses of data for racially disparate impacts, displacement, and displacement risk that are summarized here.

Racially Disparate Impacts

In Sedro-Woolley, small sample sizes for many racial and ethnic groups makes drawing conclusions difficult. However, comparisons between white non-Hispanic/Latino households and Hispanic/Latino households of any race show that there are differences in how different groups experience housing affordability in Sedro-Woolley.

Sixty-three percent of white-householder households own their homes, compared to under 50 percent for households with nonwhite householders. By ethnicity, 64 percent of white non-Hispanic households own their homes, versus 50 percent of Hispanic households. Seventy-three percent of Hispanic households who rent are cost-burdened (pay more than 30 percent of their incomes on housing), versus 32 percent of white, non-Hispanic households who rent.

Roughly 16 percent of Hispanic/Latino households experience overcrowding (more than 1 person per bedroom), versus only 5 percent for white non-Hispanic/Latino households.

From a spatial perspective, these numbers coincide with high concentrations of Hispanic or Latino households in Sedro-Woolley’s manufactured home parks. Therefore, in addition to adopting policies and code to encourage more affordable housing with the city’s existing zones generally, policy changes to protect manufactured home park residents from displacement are being adopted with this plan.

Housing Goals and Policies

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

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

- | | |
|-------------|---|
| Policy H1.1 | Install supporting infrastructure in areas of higher density housing as a public, private, or public/private driven effort. |
| Policy H1.2 | Pursue federal and/or state funds to provide housing to low-income households, people experiencing or at risk of homelessness, and special needs populations. |
| Policy H1.3 | Establish/maintain a program to protect historically significant housing sites and structures. |
| Policy H1.4 | Establish joint home conservation programs and campaigns with Puget Sound Energy. Provide support for weatherization and home repair programs. |
| Policy H1.5 | Work to develop an incentive-based city-wide home improvement program. |
| Policy H1.6 | Encourage sustainable housing practices to provide energy efficiency and environmentally responsive design. |

GOAL H2: To provide housing that is affordable to all current and future Sedro-Woolley residents.

- | | |
|-------------|--|
| Policy H2.1 | Encourage affordable housing for older adults. As an alternative, older adults should be accommodated in safe, well-maintained multiple-unit structures, accessory dwelling units, or other suitable units. |
| Policy H2.2 | Encourage affordable housing for those with special needs. |
| Policy H2.3 | Encourage affordable housing for all household types, including seasonal workers, single parents, extended families, and group homes. |
| Policy H2.4 | Encourage affordable housing units and revitalization of unused residential spaces above the retail buildings in the central business district. |
| Policy H2.5 | Together with appropriate agencies, encourage the development of housing for low-income households and first-time homebuyers. Encourage public, private and non-profit association efforts (i.e., Habitat for Humanity, Self-Help Housing) within the low- and moderate-income housing market. |
| Policy H2.6 | Evaluate local development regulations for effects on housing costs. Change development regulations that unnecessarily add to housing costs. |
| Policy H2.7 | Maintain easy access to the permitting process. |

- Policy H2.8 Establish and maintain density incentives for housing affordable to households making under 80 percent of the area median income where appropriate.
- Policy H2.9 Explore a targeted inclusionary zoning program and associated development regulations for the mixed-use and multifamily zones aimed at very low-income households.
- Policy H2.10 Collect data on achieved density and observed rents and home prices in developments as feasible to determine whether density incentives and other housing tools are achieving the unit types and affordability levels needed to meet housing element requirements leading up to the comprehensive plan 5-year check-in in 2030.
- Policy H2.11 Manufactured housing which meets the State Labor and Industries Code shall be permitted in any zoning districts in the city where single-family dwellings are allowed.

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

- Policy H3.1 Require usable outdoor recreation space as part of all residential developments where feasible.
- Policy H3.2 Coordinate common recreation space consistent with surrounding residential density.
- Policy H3.3 Coordinate common areas of linked open space between multi-family developments. Maintain these spaces through a public-private partnership.
- Policy H3.4 Require clearly marked access for fire protection, parking, and solid waste collection. Use a universal design for these markings.
- Policy H3.5 Encourage “cluster” single-family residential development within the R5, R7, and R15 land use designations. Cluster developments are characterized by areas of common open space shared and maintained by residents of the development.
- Policy H3.6 Allow planned residential developments (PRD’s) within the R15, R7, and R5 zones as a conditional use. PRD developments are characterized by a variety of housing products, including cottages, and provide indoor and outdoor common space for residents.
- Policy H3.7 Encourage the development of housing which meets certification standards such as Leadership in Energy and Environmental Design (LEED) or Green Builders Association.
- Policy H3.8 Encourage the use of sustainable, alternative housing designs within the city.
- Policy H3.9 Promote and encourage community gardens in residential developments.

Policy H3.10 Prioritize the development of new community garden sites in low-income neighborhoods.

GOAL H4: To conserve existing residential development and maintain a natural balance with the environment.

- Policy H4.1 Develop a mix of multi-family residential units and single-family units throughout the community.
- Policy H4.2 Encourage retail-compatible mixed uses (including residences) on the upper floors in the central business district.
- Policy H4.3 Encourage the development of residential structures that respect existing view of the natural features, and the right of everyone to enjoy them.
- Policy H4.4 Establish zoning and other development regulations that protect naturally occurring affordable housing, including but not limited to manufactured home parks, to mitigate displacement risk.

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

- Policy H5.1 Maintain an administrative design review process in the residential land use designations for all housing types.
- Policy H5.2 Allow permits for home businesses that have little impact on surrounding developments.
- Policy H5.3 Create non-discriminatory zoning regulations for group homes, consistent with the Federal Fair Housing Act.
- Policy H5.4 Establish standards for factory-built homes within single-family land use areas, consistent with WAC 296-150B. (Design standards and inspection procedures for mobile homes.)
- Policy H5.5 Develop and provide to applicants standard plan sets for certain development types to reduce costs and permit review times.

Actions

- During periodic updates and the five-year check-in for the comprehensive plan, the city should update the data and analysis in the Housing Needs Assessment to thoroughly evaluate the affordability of housing in the city.
- Encourage small-scale multifamily (four units or less) within existing single-family neighborhoods. Such structures should be designed to complement existing neighborhoods.
- Encourage a high level of design and architectural amenities in all housing designs by developing and administering a clear and easy to understand administrative design review process. The objective of design review should be to result in subdivision, site, and building

design that fits into the context and is compatible in form, scale, and general architectural style with surrounding development to the greatest degree feasible.

- Promote residential development in commercial areas where combining such uses would promote the vitality and economic viability of the area.
- Reduce setbacks in commercial zones where proposed residential uses in those zones would abut existing residential areas consistent with setbacks for comparable residential zones.
- Promote the development of live/work units in industrial areas where such uses would act as a transition with single-family uses and where the degree of industrial activity will not significantly impact the residents, including in the area designated as the Makers District (MD).
- Schedule regular infrastructure maintenance in residential areas to preserve the infrastructure and built form and ensure the continued vitality of existing neighborhoods.
- Through the subarea planning process, consult with neighborhoods regarding desired improvements to enhance the identity of their area. Such improvements may include, but are not limited to: park facilities, transportation system improvements, special neighborhood signage, special lighting, and street furniture such as benches and information kiosks.
- Assist non-profit agencies and groups to plan and develop low- and moderate-income housing and support services by assisting with grant applications, offering low-cost leases on city-owned land where feasible, and developing process improvements like permit fast-tracking or reduced system development charges for such projects.
- Explore the amendment of the zoning ordinance to provide density bonuses to those who will agree to build affordable housing and ensure through covenants that those units will be affordable for a minimum length of time as the Planning Commission and Council deem appropriate. This includes in the Planned Residential Development code, which could include a true density bonus above the maximum in code but limited to a small number of units per acre and contingent upon design criteria being met.
- Explore the amendment of the zoning ordinance to prohibit construction of housing units that would prohibit children unless the project is for defined target populations (e.g. the elderly).
- Coordinate with the Sedro-Woolley Housing Authority, Skagit County planning department, human services agencies, and other appropriate agencies to determine an equitable distribution of affordable housing and housing for special populations.
- Explore other strategies to promote the development of non-assisted affordable housing in the private sector. Such strategies may include, but are not limited to the following:
 - Requiring a certain percentage of dwelling units in a development to meet affordability criteria (i.e., inclusionary zoning);
 - Rezoning land to allow higher densities;
 - Enacting and maintaining regulations on accessory dwelling units that comply with GMA requirements;

- Providing for more flexible dimensional standards (such as street widths, setbacks, and lot coverage).
- Support development of government-assisted housing providing that it is dispersed throughout the community rather than concentrated, and that adheres to high design standards within funding constraints.
- Develop, advertise, and periodically review pre-approved plans for accessory dwelling units, park model homes, cottages, and other middle housing types as appropriate in order to reduce costs and development timelines.
- Undertake efforts to support maintenance and revitalization of older housing and commercial buildings, especially when related to upper-floor conversion to residential uses, in an effort to maintain the integrity of Sedro-Woolley's neighborhoods.
- In compliance with state regulations, group homes and foster care facilities should be permitted in any zoning districts in the city which allows residential development, subject to conditions to ensure compatibility with surrounding development in terms of bulk and scale of buildings and operational aspects such as parking, noise, and light and glare generation.
- Explore development of site selection criteria for the location of housing for older adults. In so doing, the city will encourage the provision of smaller units (with one or two bedrooms) and more compact housing types (cluster, town house, apartment, or condominiums). In siting development for older adults, the city will also review the proximity to shopping, hospitals, public transportation routes, retail and service centers, and parks.
- Continue to conserve existing housing through public investment in the infrastructure servicing the area (storm drainage, sewer, street paving, recreation) and zoning to prevent incompatible land uses and depreciation of property value.
- Continue to implement and periodically evaluate the code enforcement program and attempt to motivate property owners to repair and improve maintenance of their structures.
- Explore the development of a zone or zoning overlay for the city's existing manufactured home parks and any that may become a part of the city in the future as a result of annexation.
- Consider a program that would partner with providers of affordable housing to offer residents of affordable units displaced by new development right of first refusal for nearby existing units.



Skagit River bridges in Sedro-Woolley by SounderBruce.

CHAPTER 4

Transportation Element

Vision Statement

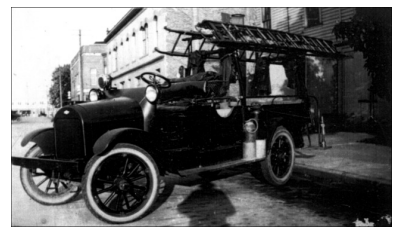
The city's transportation system expands to meet demands due to growth. Through-traffic circumvents the downtown area, which discourages congestion. Safe bicycle and pedestrian transportation is encouraged by the maintenance and addition of bike shoulders on the roads as well as off-road bike paths and trails. Local youth are educated in safe cycling and traffic laws for bicyclists on the road. Bike racks are placed at key places in town to encourage people to ride their bikes rather than drive.

Introduction

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

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

The expansion of Skagit Transit to Sedro-Woolley in 1994 introduced public transit connections to Mount Vernon and the broader Skagit County area. The Cascade Trail, converted from



A Sedro-Woolley fire trucks parked in front of the original fire station. Photo credit John Ruthford.



Volunteers sitting on fire trucks in 1949. Photo credit Sedro-Woolley Fire Department.



Modern day fire truck in front of fire station. Photo credit Frank Wagner.

an abandoned freight rail corridor in the 1990s, created a 22.5-mile active transportation connection from Sedro-Woolley to the city of Concrete to the east.

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

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

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

Purpose

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

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

Growth Management Act

The Transportation Element was prepared according to the requirements of the Washington State Growth Management Act (GMA). The GMA requires that the Transportation Element be consistent with other elements of the Comprehensive Plan, including the Land Use and Capital Facilities elements. If the capital facilities needed to support the forecasted land use at the adopted level of service standards



1913 bridge over the Skagit River near Sedro-Woolley. Photo credit Joe Mabel.



A Skagit Transit street sign. Photo credit Facet.

cannot be financed with projected revenues, then the GMA requires a reassessment of one or more of these elements to bring them into balance.

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

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

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

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

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

Plan Organization

The Transportation Element is organized as follows:

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

Study Area

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

Transportation Goals and Policies

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

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

GOAL T1: Provide safe, passable streets within the city of Sedro-Woolley.

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|-------------|---|
| Policy T1.1 | Identify and improve substandard roads based upon a priority system which accounts for both traffic demand and surrounding land uses. |
| Policy T1.2 | Adopt design standards to which all new streets must be constructed. Adopt design standards for neighborhood streets that support pedestrian safety and reflect the volume of traffic at build-out. |
| Policy T1.3 | Consider nonmotorized modes in the design of transportation projects. |

- Policy T1.4 Improve arterial and collector streets identified as deficient in Level of Service according to the adopted design standard, as defined in the Transportation Element of the Comprehensive Plan.
- Policy T1.5 Encourage and solicit public participation in transportation-related decisions to help ensure that planning and implementation have public support.

GOAL T2: Provide an efficient street network that emphasizes circulation and accident prevention.

- Policy T2.1 Maintain a hierarchy of streets composed of principal arterials, minor arterials, major collectors, and local access streets.
- Policy T2.2 Support access management strategies for arterials and major collectors to reduce congestion and increase safety.
- Policy T2.3 Manage residential street connections, curb cuts and on- and off-street parking areas for minor arterials and major collectors
- Policy T2.4 Develop and improve a system of arterials and collectors that support local travel patterns without relying on SR 20.
- Policy T2.5 Work with Skagit County to preserve right-of-way (ROW) for a future arterial street between Cook Road and F&S Grade Road serving the area west of the city's Urban Growth Area (UGA).

GOAL T3: To benefit social wellbeing and economic development through street design.

- Policy T3.1 Use clearly marked sidewalks in accordance with the Manual on Uniform Traffic Control Devices (MUTCD) to delineate pedestrian and automobile traffic in areas where potential hazards exist, or can be expected from development consistent with proposed land use.
- Policy T3.2 Ensure that street size is sufficient (and not excessive) to support proposed land use density.
- Policy T3.3 Provide clearly marked bicycle travel corridors in accordance with the adopted nonmotorized plan included in the Transportation Element.
- Policy T3.4 Provide streetlights in areas of high evening-hour pedestrian use.
- Policy T3.5 Provide crosswalks in accordance with the MUTCD and the Americans with Disabilities Act (ADA), which are clearly marked, to both driver and pedestrian. Additional measures, such as overhead signage, may be included as appropriate.
- Policy T3.6 Provide sufficient, accessible off-street parking for commercial and industrial developments and community facilities.

- Policy T3.7 Provide accessible on-street parking for residential development. Provide off-street parking for multifamily residential development consistent with proposed density.
- Policy T3.8 Consider the needs of future transit service when improving arterials and major collectors.
- Policy T3.9 Recognize the pedestrian as a principal user of the central business district (CBD). Encourage retail development and redevelopment in the CBD that appeals primarily to the pedestrian.
- Policy T3.10 Improve streets to provide safe and efficient access for emergency vehicles to and from the fire department, police department and United General Medical Center. Separate emergency vehicle loading areas from normal traffic routes to facilitate emergency access and avoid congestion.
- Policy T3.11 Improve streets that benefit travel of buses to and from schools. Separate bus loading areas from normal traffic routes to minimize the potential for vehicle-pedestrian hazards or conflicts.

GOAL T4: To encourage alternate modes of transportation in accordance with the principals outlined in the city's adopted Complete Streets Resolution 952-17 and SWMC Chapter 15.40.030.

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

- Policy T4.8 Continue existing program to construct missing sidewalk links, repair existing sidewalks, and provide other improvements to support pedestrian transportation.
- Policy T4.9 Encourage pedestrian and bicycle connections between adjacent developments even if constraints prevent connections for motorized vehicles.

GOAL T5: To promote the community's vision among regional transportation agencies.

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

GOAL T6: To fund and implement transportation improvements that serve the city.

- Policy T6.1 Partner with WSDOT, Skagit County, and Skagit Council of Governments (SCOG) to fund regional improvement projects that serve the city.
- Policy T6.2 Ensure that growth mitigates its impacts through transportation impact fees, SEPA mitigation, concurrency, and development regulations.
- Policy T6.3 Continue to work with Skagit County to mitigate traffic impacts of developments within the UGA, consistent with the Transportation Element and mitigation requirements.
- Policy T6.4 Develop the annual Six-Year Transportation Improvement Program (TIP) so it is financially feasible, leverages available City funding, and is consistent with the Comprehensive Plan.
- Policy T6.5 Level of service and safety deficiencies in areas of high population density and traffic volume pose the most immediate needs and should be prioritized.
- Policy T6.6 Support residential street improvements through Local Improvement Districts or similar mechanisms.

GOAL T7: To provide an adequate transportation system current with the traffic-related impacts of new development.

- Policy T7.1 Maintain a minimum Level of Service (LOS D) standard on SR 20, SR 9, and primary arterials within the city and UGA.
- Policy T7.2 Maintain minimum LOS C standard on minor arterials and collectors within the city and UGA.
- Policy T7.3 Maintain the adopted Transportation Concurrency Management program to ensure adequate transportation facilities are available concurrent with development, as required by the Growth Management Act.

Transportation System Inventory

Roadway Network

Washington State Roadways

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

Skagit County Road Network

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

City Street Network

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

Functional Classification

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

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

The City of Sedro-Woolley has adopted a functional classification system which is consistent with the Federal Functional Classification (FFC) used by WSDOT. All public streets in the city are assigned one of four classes: principal arterial, minor arterial, major collector, or local access. The adopted functional classifications and their descriptions are provided in Table 11. A map of existing functionally classified routes in and near Sedro-Woolley is provided in Figure 3.

Table 12. Street Functional Classification System

Functional Classification	Description
Principal Arterial	• Serve corridor movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel. • Serve highest traffic volume corridors and longest trip demands • Carry high proportion of travel on minimum of mileage • Interconnect major rural corridors to accommodate trips entering and leaving urban area and trips through an urban area • Typical AADT: 7,000 – 27,000 (Urban); 2,000 – 8,500 (rural)
Minor Arterial	• Link cities and larger towns and form an integrated network providing interstate and other inter-county service. • Serve trips of moderate length • Distribute traffic to smaller areas than those served by Principal Arterials • Provide more land access than principal arterials without penetrating neighborhoods • Provide connectivity between principal arterials and collectors • Typical AADT: 3,000 – 14,000 (Urban); 1,500 – 6,000 (rural)
Major Collector	• Provide land access and mobility in higher density areas • Penetrate residential neighborhoods, often for significant distances • Distribute trips between local roads & arterials, usually over a distance greater than ¾ mile • Operate with higher speeds and more signalized intersections than minor collectors • Typical AADT: 1,100 – 6,300 (Urban); 300 – 2,600 (rural)
Local Roads	• Provide direct access to adjacent property; • Provide access to higher systems • Carry limited or no through traffic • Typically serve short trips • Typical AADT: 80 - 700 (Urban); 15 - 400 (rural)

Source: Guidelines for Amending Functional Classification in Washington State (WSDOT 2013)

Principal Arterials

State Route 20 links the city to I-5 and Burlington to the west and the Cascade Mountains to the east. Within Sedro-Woolley, it is a two- to three-lane principal arterial with a 35-mph posted speed limit. Outside the city, to the west and to the east, the posted speed limits are 50 mph and 55 mph, respectively. State maintained traffic signals control SR 20 intersections with Collins Road, Rhodes Road/Hodgin Street, State Street/Trail Road, SR 9, Ferry Street, and SR 9/Township Street. SR 20 is

classified by WSDOT as a Highway of Statewide Significance (HSS). SR 20 is also classified by WSDOT as a T-3 freight route, carrying approximately 2.7 million tons of freight annually.

Minor Arterials

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

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

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

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

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

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

Major Collectors

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

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

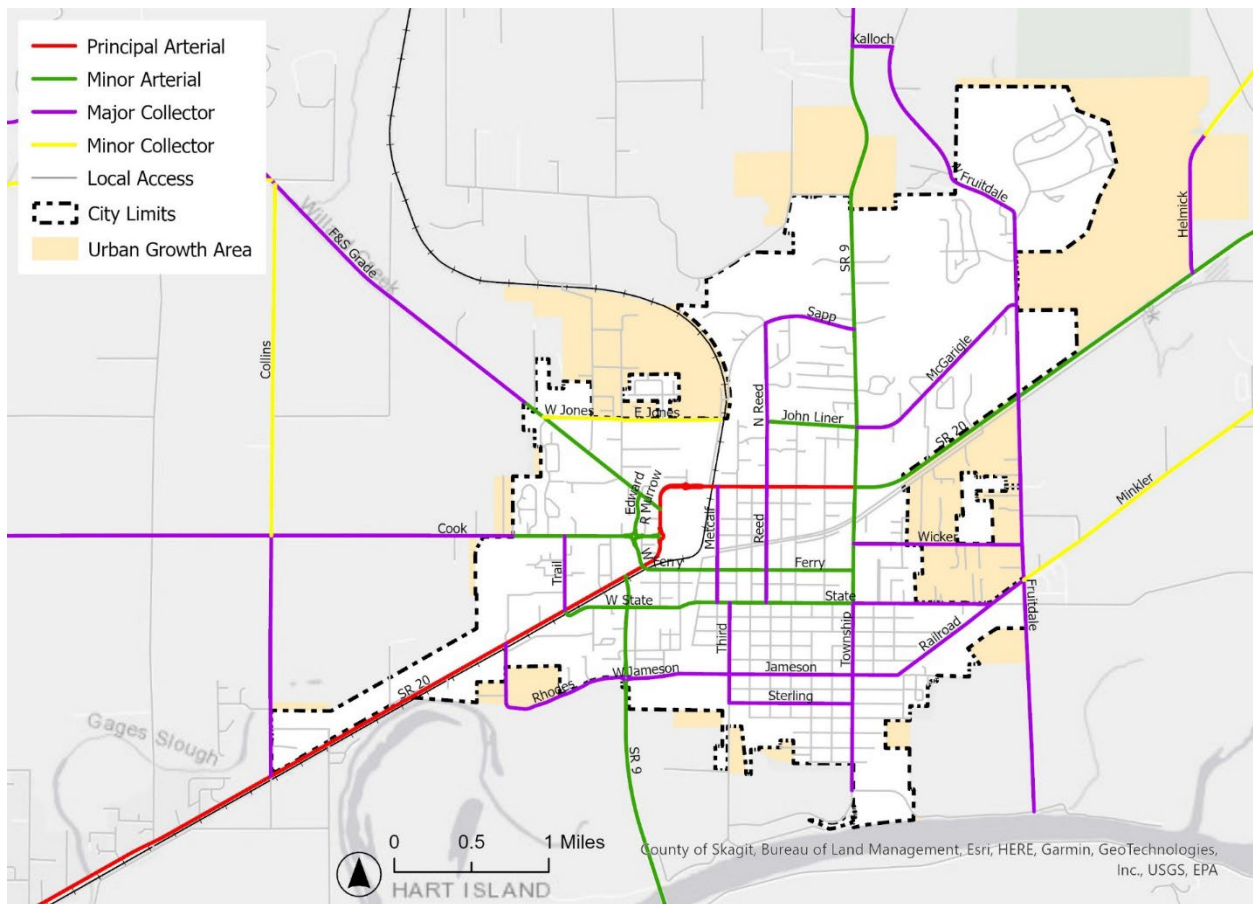


Figure 3. Existing Functionally Classified Roadways

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

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

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

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

Local Access Streets

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

Public Transit Service and Facilities

Fixed-Route Bus Service

Skagit Transit operates four bus routes through Sedro-Woolley: Route 70X, Route 300, Route 301, and Route 305. The Sedro-Woolley Park and Ride serves as the city's transit hub and is served by each of the four bus routes. Transit service characteristics are described below. A map of fixed-route bus service is provided in Figure 4.

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

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

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

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

Park and Ride Lots

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

Rideshare

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

Paratransit

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

Freight and Rail Services

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

Truck Routes

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

- SR 20 and SR 9
- Edward R. Murrow Street
- West State Street, State Street, and East State Street
- Township Street, Third Street, and River Road
- West Jameson Street and Jameson Street (Batey Road to Third Street)
- West Ferry Street and Ferry Street
- East Jones Road and West Jones Road
- F&S Grade (West Jones Road to Borseth Road)
- Cook Road inside city limits
- Metcalf Street (north of Ferry Street)
- Puget Avenue
- Garden of Eden Road (F & S Grade Road to East Jones Road)

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

- T-1: Over 10 million tons per year
- T-2: Between 4 and 10 million tons per year

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

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

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

Rail System

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

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

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

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

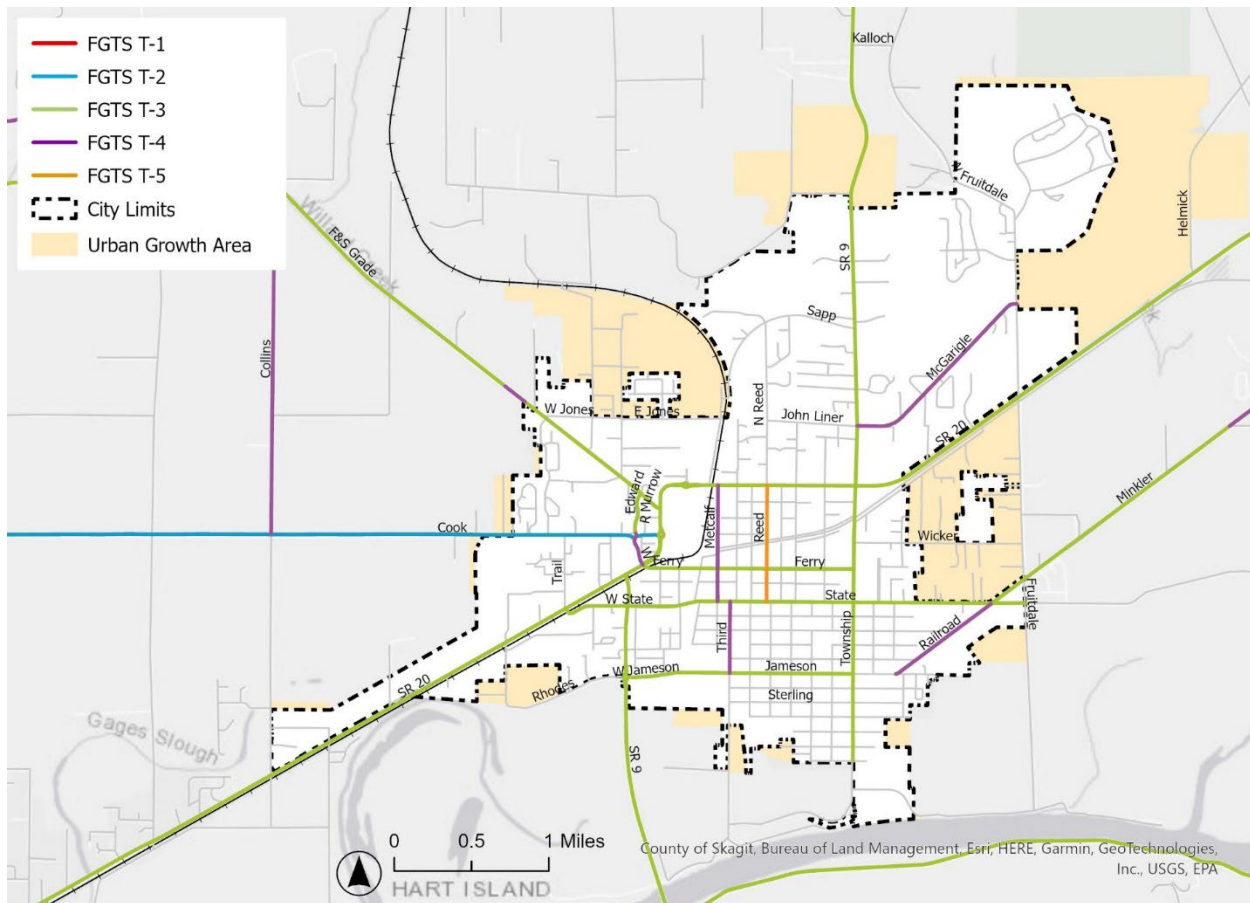


Figure 5. Freight and Goods Transportation System Routes

Active Transportation Facilities

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

Sidewalks

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

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

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

Bike Lanes

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

Shared-Use Paths

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

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

Figure 6 shows the locations of existing sidewalks and shared-use paths on the functionally classified street system.

Recreational Trails

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

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

- **United States Bike Route (USBR) 10, the Coast to Cascades Route** enters the west side of Sedro-Woolley along SR 20. The shared-use path along the north side of SR 20 allows bicyclists

to remain separated from automobile traffic from the western city limit to W State Street. USBR proceeds east along State Street and into Skagit County via Railroad Avenue and Minkler Road. The 407-mile USBR 10 connects northern Washington state from Anacortes through Sedro-Woolley to the Idaho border at Newport, Washington.

- **USBR 87** extends from the Canadian border at Sumas south through Bellingham and Sedro-Woolley via F&S Grade Road, Edward R. Murrow Street, and SR 9. The route proceeds south of Sedro-Woolley along SR 9, ultimately connecting to the Centennial Trail in Snohomish County.
- **USBR 610**, an alternative route to USBR 10, follows SR 20 in Sedro-Woolley from W State Street to Township Street before proceeding south along Township Street to connect with E State Street.

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

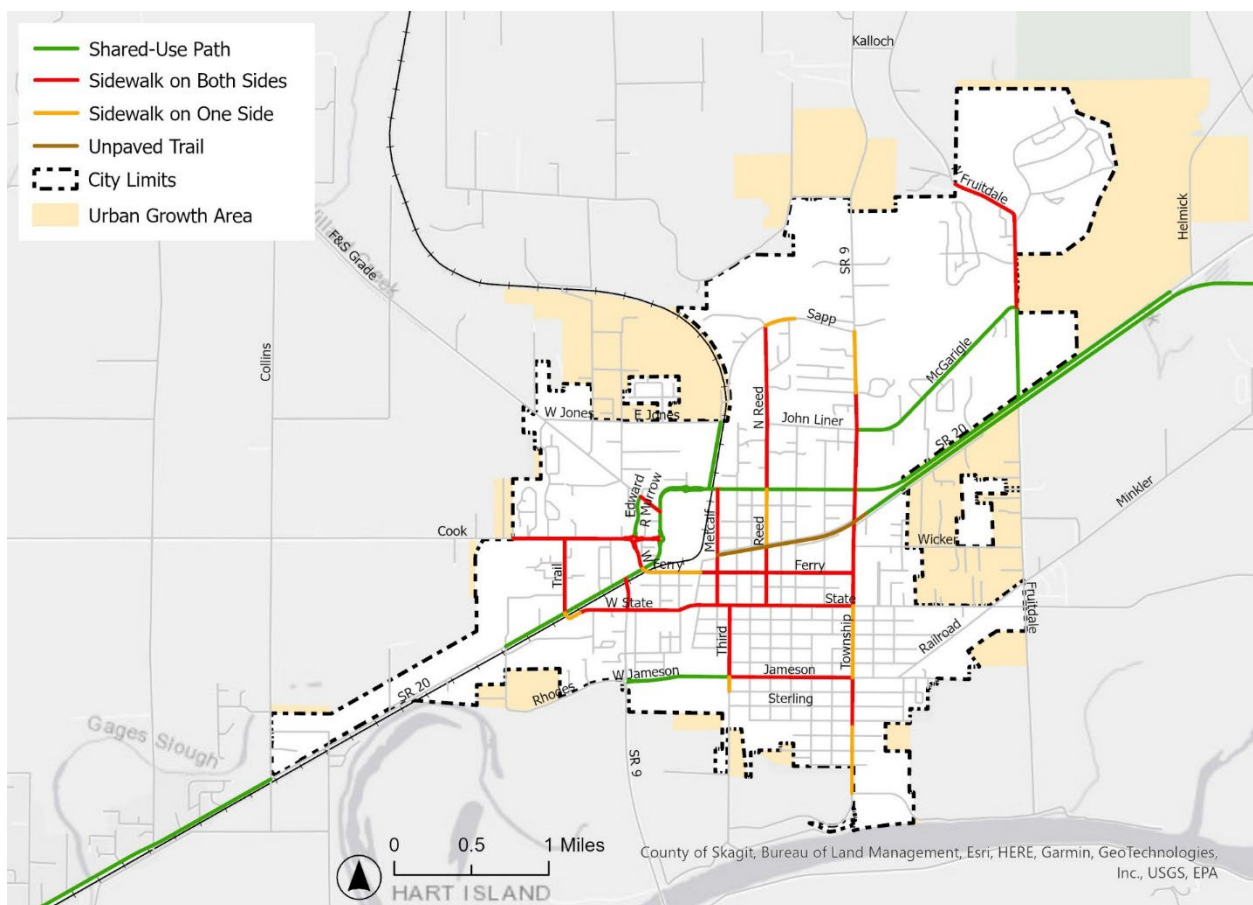


Figure 6. Existing Active Transportation Facilities.

Existing Traffic Conditions

Traffic Volumes

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

Seasonal Traffic

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

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

Daily Traffic Volumes

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

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

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

PM Peak Hour Volumes

Intersection turning movement counts were collected from 4:00 – 6:00 PM at 45 intersections during the weeks of January 8 and January 15, 2024. Turning movement counts at each location were analyzed to identify the PM peak hour of travel, defined as the highest four consecutive fifteen-minute volume intervals during the afternoon peak period. This represents the one-hour period when traffic volumes on local roadways are typically at their peak, and generally corresponds to the period of rush hour traffic with commuters returning home from work. Collected turn volumes were increased by 17

percent to reflect seasonal variations in travel demand, consistent with WSDOT guidance for roadways in areas with similar travel demand characteristics. Seasonally adjusted PM peak hour volumes at select locations are shown in Figure 7.

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

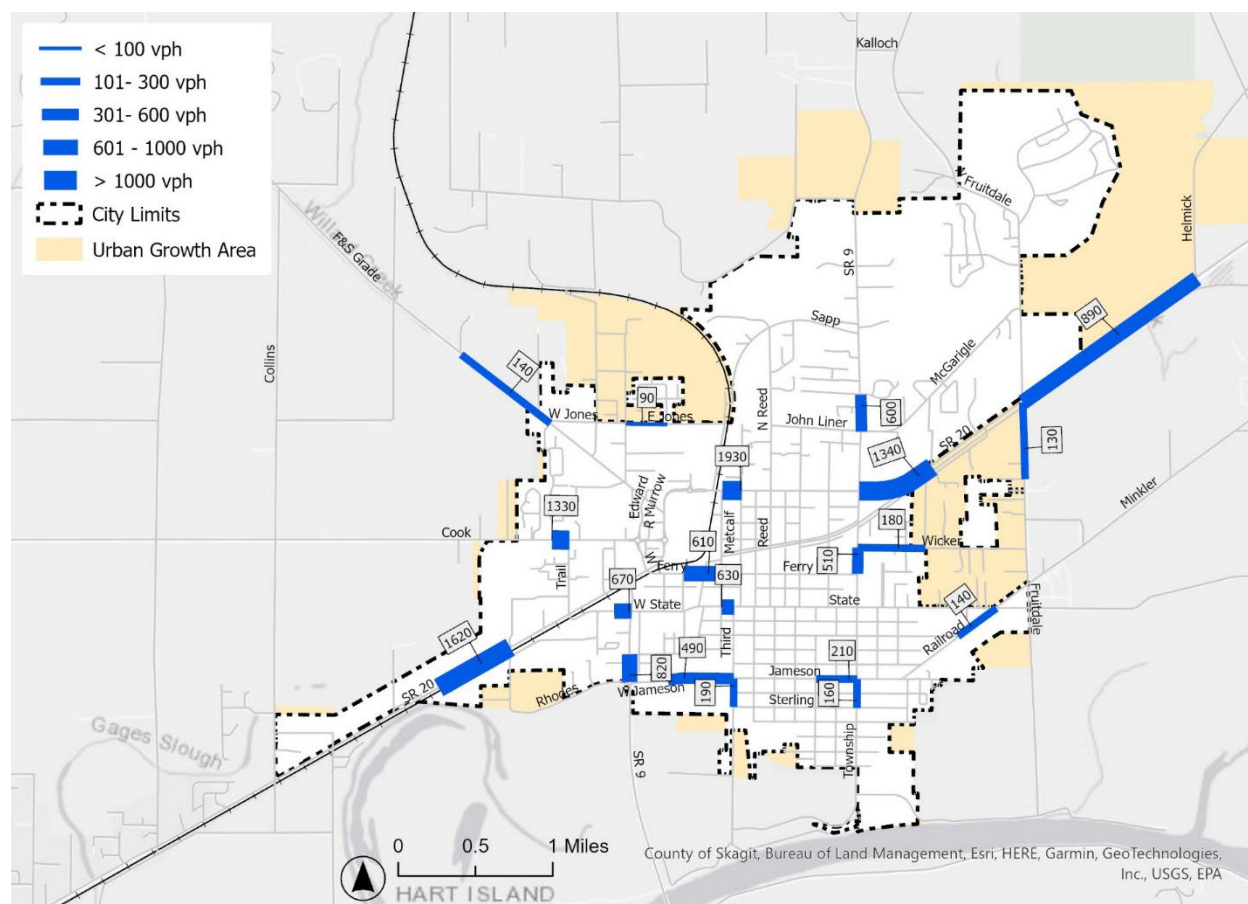


Figure 7. 2024 PM Peak Hour Traffic Volumes.

Level of Service

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

Street Segment Level of Service

Sedro-Woolley has adopted a multimodal street segment LOS standard which considers the impact of nonmotorized facilities on maximum service volume. These standards, shown in Table 12, are used to calculate capacity for arterial and collector streets in Sedro-Woolley.

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

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

Table 13. Sedro-Woolley Street Capacity Standards

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

Street segment LOS is based on the ratio of traffic volume to roadway capacity, or volume-to-capacity ratio, and can be described as a roadway's ability to serve all users. Segment LOS thresholds and definitions are shown in Table 13.

Table 14. Street Segment LOS Characteristics

LOS	Volume / Capacity	Description
A	≤ 0.60	Facility accommodates all modes of transportation. Vehicles experience free flow, with low volumes and high speeds
B	0.61 – 0.70	Stable flow, with traffic conditions beginning to restrict operating speeds. Drivers still have reasonable maneuverability between multiple lanes. All modes are accommodated

C	0.71 – 0.80	Fairly stable flow, but higher volumes more closely constrict speeds and maneuverability.
D	0.81 – 0.90	Approaching unstable flow, with tolerable operating speeds and limited maneuverability. Facilities without nonmotorized facilities and heavy pedestrian/bike volume may experience unstable flow.
E	0.91 – 1.00	Nonmotorized users in travel lanes will conflict with heavy vehicle volume and cause breakdowns in flow. Vehicles experience unstable flow with reduced operating speeds.
F	> 1.00	Facility is unable to accommodate all modes. Vehicles experience forced flow, operating under stop-and-go conditions

Intersection Level of Service

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

Delay is defined differently for signalized and all-way stop controlled intersections than for two-way stop controlled (i.e., stop control on minor approach) intersections. For signalized and all-way stop controlled intersections, level of service thresholds are based upon average control delay for all vehicles using the intersection. For two-way stop-controlled intersections, delay is reported for the movement with the worst (highest) delay. Table 14 identifies LOS delay thresholds for signalized and unsignalized intersections.

Table 15. Intersection Level of Service Thresholds

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

Level of Service Standards

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

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

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

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

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

Analysis Methodology

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

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

Level of Service Results

Three street segments within city limits operate below their minimum LOS standard. All LOS-deficient street segments are located on SR 20. Street segment LOS deficiencies are identified in Table 15.

Table 16. 2024 Street Segment LOS Deficiencies

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

Three intersections within city limits operate below their minimum LOS standard. All intersection deficiencies are located on state highways. Intersection LOS deficiencies are identified in Table 6 and shown graphically in Figure 16.

Table 17. 2024 Intersection Level of Service Deficiencies

Intersection	Control Type ¹	Delay ² (s/veh)	LOS
N Cascades Hwy (SR 20) & Metcalf St.	TWSC	39.2	E
N Cascades Hwy (SR 20) & Reed St.	TWSC	44.8	E
N Township St. (SR 9) & John Liner Rd./McGarigle Rd.	TWSC	37.6	E
¹ TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized ² Average control delay for all movements. For TWSC, delay is reported for the movement with the worst (highest) delay.			

Safety Performance Analysis

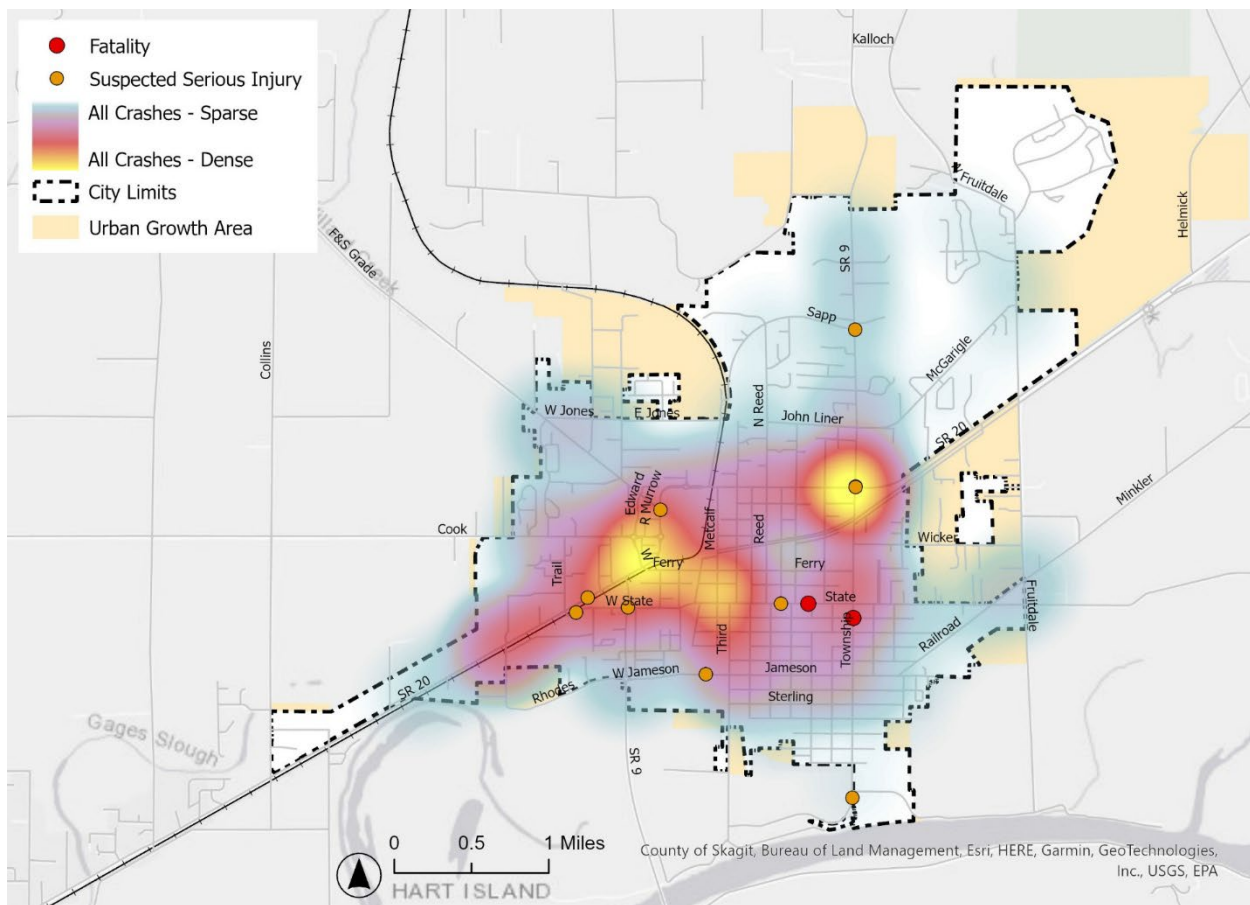
Crash history data for the five-year period from 2020 through 2024 was reviewed on all public roadways in Sedro-Woolley. A total of 669 crashes, including two fatal crashes and 10 serious injury crashes, were reported during the five-year study period. The reported fatal injury crashes are described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

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

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

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

A crash heat map, including identification of serious injury and fatal crashes during the 2020-2024 period, is provided in Figure 9.



Travel Demand Forecasting

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

Land Use Assumptions

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

Land use was modeled using three residential and nine non-residential categories. Residential uses were expressed in terms of dwelling units and non-residential categories were expressed in terms of

employees, except for park and recreation land which was expressed in terms of acres. Modeled land use categories are summarized in Table x.

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

Travel Demand Forecasting Methodology

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

Transportation Network

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

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

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

Transportation Analysis Zone Structure

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

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

External zones represent trips entering and exiting the model area via major access routes. The model's seven external TAZs include state routes SR 20 and SR 9 as well as county access routes such as Cook Road and F&S Grade Road. In contrast to internal TAZs which are based on defined geographic areas,

external TAZs represent vehicle trips crossing a specified point, typically determined via traffic count. A portion of the trips generated by an external zone connect with internal TAZs, while the remainder of the trips interact with other external zones outside the planning area. These external-to-external trips have neither an origin nor destination within the study area, yet they pass through the study area, impacting the transportation network.

Three-Step Modeling Process

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

TRIP GENERATION

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

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

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

TRIP DISTRIBUTION

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

TRAFFIC ASSIGNMENT

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

condition is achieved, in which each trip finds an optimal route from its origin to its destination via the fully-loaded (congested) transportation network.

Travel Demand Model Calibration

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

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

Future Transportation System Needs

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

Roadway Standards

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

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

Future Level of Service Deficiencies

Jones-John Liner-Trail Road Corridor Project

The Jones-John Liner-Trail Road Corridor Project is a multi-phase transportation improvement project which will create a new east-west alternative route to SR 20 through Sedro-Woolley. The corridor will reduce travel demand on SR 20, improving safety and operations along the state route. It will also improve access to existing and future development to the north of SR 20, make fish passage improvements to existing culvert crossings, provide opportunities for economic development, and add a new shared-use path along the length of the corridor. The corridor has been the focus of a multi-year planning process which has demonstrated its necessity to achieve the City's vision of a safe, accessible, and robust multimodal transportation network. As such, the travel demand and intersection operations forecasts described in this Transportation Element assumed completion of the corridor.

The corridor project consists of 15 phases, summarized in Table 17, three of which have been completed as of 2025, with others awarded state or federal grant funding. Collectively, the improvements will provide a contiguous corridor from Cook Road extending north to Jones Road, proceeding east to include a grade-separated crossing of the BNSF railroad before intersecting Township Street (SR 9) at McGarigle Road. A map of the Jones-John Liner-Trail Road Corridor is shown in Figure 8.

The corridor will reduce traffic volume on SR 20 by up to 315 vehicles per hour (vph) during the weekday PM peak hour, or approximately 3,150 vehicles per day (vpd) during the average weekday, while providing travel opportunities for all modes through dedicated bicycle and pedestrian facilities.

Table 18. Jones-John Liner-Trail Road Corridor Project Phases

TIP ID	Project	Year of Completion
-	N Trail Road (F&S Grade Rd to Jones Rd)	2021
-	BNSF Undercrossing Phase 1	2021
-	Township St (SR 9) & John Liner/McGarigle Roundabout	2025
D	Trail Rd Extension (Cook Rd to Bucko Avenue) (Developer improvement)	2025
04-01	Jones/John Liner RR Undercrossing (Reed St to Sapp Rd)	2026
25-06	Sapp Road RR Undercrossing Closure	2026
04-03	John Liner Rd Arterial Improvements (Township/SR 9 to Reed St)	2027
04-04	John Liner Rd Bike/Ped Improvements (Township/SR 9 to Reed St)	2027
04-08	Jones Road Improvements Phase 1 (Sapp Rd to Cambridge St)	2029
20-03	Patrick Street Improvements (Brickyard Creek to Jones Road)	2030
04-10	Jones Road Improvements Phase 2 (Cambridge St to Trail Rd)	2030
20-04	Trail Road Impr. Phase 1 (F&S Grade Rd to Bucko Avenue)	2030

TIP ID	Project	Year of Completion
04-11	Trail Road & Cook Road Intersection Improvements	2031
04-12	Jones Road Improvements Ph. 3 (Trail Rd to F&S Grade Rd)	2031
D	Patrick Street Extension (SR 20 to Brickyard Creek)	TBD

D = Improvement will be provided by development

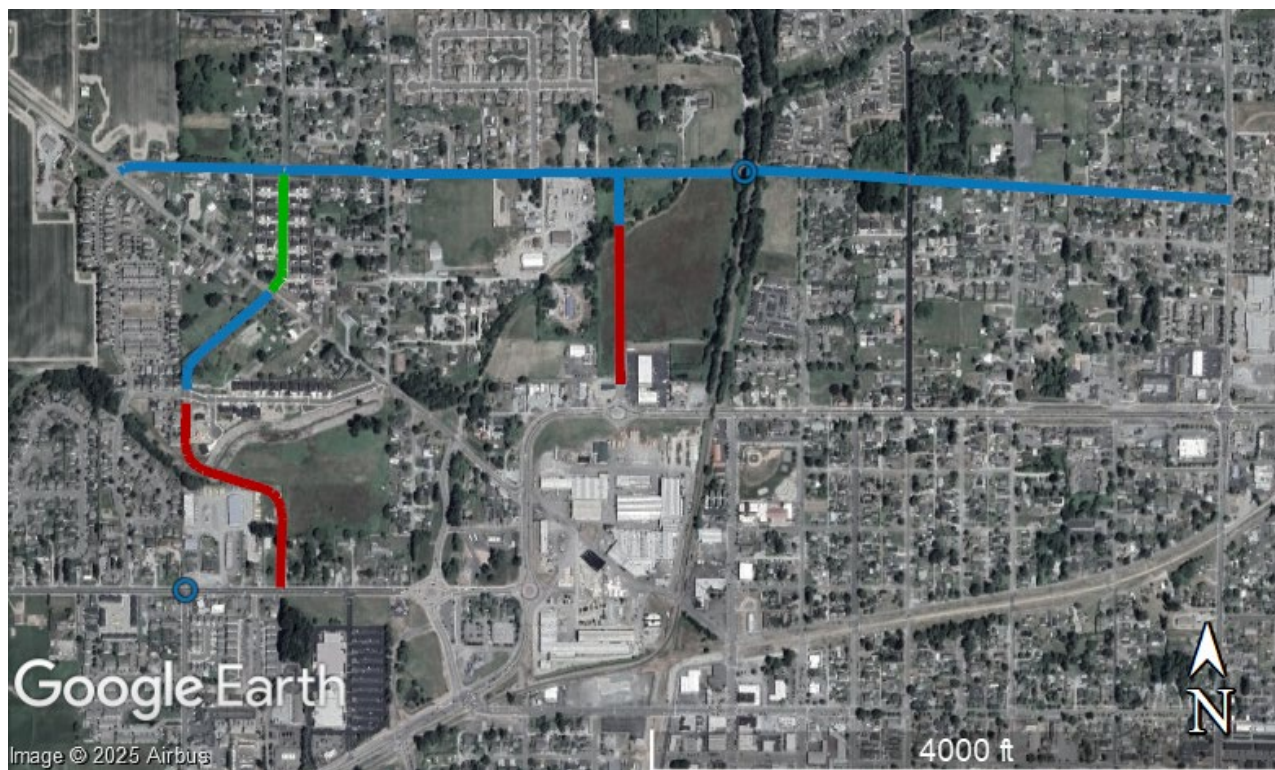


Figure 10. Jones-John Liner-Trail Road Corridor Project

Level of Service Results

By 2045, assuming completion of the Jones-John Liner-Trail Road Corridor, Level of Service deficiencies will be present on one street segment and one intersection in city limits.

SR 20 from Collins Road to Rhodes Road will operate at LOS F with a volume-to-capacity (v/c) ratio of 1.04, indicating oversaturated conditions. Mitigation may include the construction of a shared-use path parallel to SR 20 to provide physical separation between vehicles and nonmotorized travelers. This pathway has been identified as a planned two-phase project in the City of Sedro-Woolley 2026-2031 Six-Year Transportation Improvement Program (TIP), consisting of projects #SW04-02 and #SW04-05.

The intersection of SR 20 and Reed Street will operate at LOS F due to left-turn delay on the stop-controlled minor street (Reed Street) approaches. Mitigation may include construction of a new traffic signal or roundabout, a project which has been identified in the 2026-2031 TIP as #SW04-13.

The Jones-John Liner-Trail Road Corridor project will mitigate existing (2025) LOS deficiencies on two segments of SR 20 and at two intersections: SR 20 & Metcalf Street and Township Street (SR 9) & John Liner Road/McGarigle Rd, was being reconstructed as a single-lane roundabout at the time of this Transportation Element update.

Transportation Improvement Projects

The transportation improvement projects identified in Table 8 are necessary to maintain minimum intersection and street segment LOS standards within city limits through 2045, assuming completion of the multiphase Jones-John Liner-Trail Road Corridor project.

Table 19. Transportation Improvement Projects Required to Mitigate 2045 LOS Deficiencies

ID	Project Name	Description
04-02	SR 20/Cascade Trail West Extension Ph.2A (Holtcamp to Hodgin)	Shared-use pathway
04-05	SR 20/Cascade Trail West Extension Ph.2B (Holtcamp Rd to Collins Rd)	Shared-use pathway
04-13	SR 20/Reed Street Intersection Improvements	New traffic signal

Transit Service Improvements

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

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

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

- Regional Routes – Continue to create and enhance linkages to regional destinations. Improve connections to regional hubs, such as to the Skagit Station transportation hub in Mount

Vernon as well as the WSDOT Ferry Terminal in Anacortes. Changes to future routes should be consistent with the needs of the Sedro-Woolley community and should be based on a collaborative route planning process involving the residents of Sedro-Woolley.

- Transit Center – Consider developing a Sedro-Woolley Transit Center in the downtown area. Development of a transit center would provide an opportunity to consolidate the three existing park-and-ride lots into one central and convenient location.
- Carpooling and Vanpooling – Provide incentives to encourage carpooling and vanpooling by Sedro-Woolley commuters.
- Transit Accessibility – Improve access to transit for all users in compliance with the Americans with Disabilities Act (ADA) by evaluating accessibility to public transportation from future developments.

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

Active Transportation Improvements

Complete Street Improvements

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

Active Transportation System Vision

An effective multimodal transportation system encourages healthy recreational activities, reduces vehicle demand on city roadways, and enhances safety within the community. Shared-use paths, sidewalks, bike lanes and off-street trails are integral components of such a system. To provide an active transportation system which affords safe and practical opportunities for walking, biking, and other modes of nonmotorized transportation to users of all ages and abilities throughout Sedro-Woolley, the City will pursue the following:

- Provide sidewalks on both sides of all arterial streets. Sidewalks should especially be located along streets providing access to the CBD, schools, parks, public buildings, and transit routes. Much of the system will be constructed concurrently with future development and as part of the future street improvement projects.

- Continue to develop the portions of the regional Cascade and Centennial rails-to-trails corridors which travel through city limits, providing nonmotorized connectivity with other cities and recreational destinations throughout the region.
- Pursue opportunities for additional off-street trails through partnership with developers, community groups and other stakeholders, increasing active transportation connectivity separate from public street alignment.
- Continue to expand active transportation facilities as part of complete street improvement projects, including planned roadway extensions of Trail Road and Jones/John Liner Road.

Active Transportation Projects

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

- **SR 20/Cascade Trail West Extension Phase 2A, Holtcamp Road to Hodgkin Street:** Extend shared-use path (SUP) on north side of SR 20 by 3,000 linear feet (LF). (TIP #04-02)
- **Jones/John Liner Road BNSF Undercrossing:** Construct 1,000 LF of 10-foot SUP and 1,000 LF of 6-foot sidewalk on this new arterial from Sapp Road to Reed Street. (#04-01)
- **Patrick Street Arterial Extension Project, Michael Street to Jones Road:** Extend sidewalk improvements 1,200 LF on Patrick Street from Michael Street to Jones Road.
- **Portobello Street Arterial Extension:** Extend sidewalk improvements 2,900 LF on Portobello from SR 9 to Arrezo Drive.
- **Trail Road Arterial Extension:** Construct 2,200 LF of 10-foot SUP and 2,200 LF of 6-foot sidewalk on this new arterial from Cook Road to F&S Grade Road. (#20-04)
- **Jones Road Arterial Improvements:** Construct 4,000 LF of 10-foot SUP and 4,000 LF of 6-foot sidewalk on this existing arterial from Trail Road to Sapp Road. (#04-08/04-10)
- **SR 9 Nonmotorized Improvements Project:** Extend existing 6-foot sidewalk and bike lane on the west side of SR 9 1,240 LF from Park Cottage Place to the north city limits.
- **SR 20/Cascade Trail West Extension Phase 2B, Collins Road to Holtcamp Road:** Extend SUP on SR 20 west 3,100 LF and complete the system on SR 20 through city limits.
- **State Street Sidewalks:** Extend existing 6-foot sidewalks on both side of State Street east 3,000 LF from Haines Street to the east city limits.
- **Cascade Trail East Extension:** Improve and pave existing gravel trail from Metcalf Street to 400' east of Township Street to connect to the existing Skagit County Cascade Trail system.

- **SR 9/Centennial Trail Nonmotorized Improvements:** Extend existing 6-foot sidewalk and bicycle lane on the east side of SR 9 north 4,100 LF from Summer Meadows Court to the north city limits.
- **South Township Arterial Improvements:** Extend existing 6-foot sidewalk on both sides of Township Street south 1,300 LF from Dunlop Street to Sterling Street.
- **Centennial Trail South:** Construct trail improvements from Ferry Street to the south city limits 3,700 LF to connect to planned Skagit County Centennial Trail system.
- **Brickyard Creek Trail:** Construct an 8,500 LF SUP along Brickyard Creek from the west side of Janicki Fields (south of Cook Road) to the northeast, terminating at Jones Road approximately 350 feet west of Sapp Road.

Transportation Demand Management Strategies

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

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

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

- Encouraging carpools and vanpools. Employer incentives for commuters to carpool and vanpool can be in the form of a financial incentive or as simple as reserved car and vanpool parking spaces near buildings.
- Encouraging transit fare subsidies. Employer subsidies for transit passes provide an incentive for those who are able to commute by transit.
- Encouraging bicycle lockers/showers at work sites. Bicycle lockers and shower facilities at work sites provide greater opportunities for workers to commute by bicycle.
- Encouraging remote work or telecommuting. The prevalence of part-time or full-time remote work employment has increased significantly in the post-COVID world. Encouraging employers to allow some employees to work from home, even if on a limited basis, can reduce peak period travel demand generated by commute trips.

- Encouraging flexible work schedules. Flexible work hour schedules allow employees to adjust start/end times to accommodate carpools, vanpools, or transit options. Alternative work schedules may be used to reduce the number of days an employee commutes during peak travel periods, thereby reducing peak hour congestion and reducing or delaying the need for transportation capital improvements.
- Encouraging guaranteed ride home programs. Many commuters who have children or have unpredictable schedules rely on their cars. This employer incentive provides the option of a guaranteed ride home in case of an emergency or unexpected schedule change.

Transportation Financing Plan

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

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

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

Project Cost Summary

The estimated costs of the transportation improvement projects necessary to achieve the City's long-range multimodal transportation network vision are summarized in Table 19. These projects will improve safety, accessibility, connectivity, and congestion for travelers of all transportation modes in Sedro-Woolley. Costs are expressed in 2025 dollars.

Table 20. Transportation Improvement Project Cost Summary

ID (TIP ID)	Project Name	Total Cost (in \$\$\$\$)
	2026-2031 Transportation Improvement Projects*	
1 (04-01)	Jones/John Liner RR Undercrossing (Reed St to Sapp Rd)	2,100
2 (25-06)	Sapp Road RR Undercrossing Closure	40
3 (04-02)	SR 20/Cascade Trail West Extension Ph.2A (Holtcamp to Hodgins)	750
4 (04-03)	John Liner Rd Arterial Improvements (Township/SR 9 to Reed St)	1,930
5 (04-04)	John Liner Rd Bike/Ped Improvements (Township/SR 9 to Reed St)	706
6 (04-05)	SR 9/Cascade Trail West Extension Ph.2B (Holtcamp Rd to Collins Rd)	1,210
7 (25-07)	Jones Road/Brickyard Creek Culvert (supports Jones Rd Improvements)	1,490
8 (04-06)	F&S Grade Road Impr. Ph. 1 (Edward Murrow to 700 ft. N of Garden of Eden)	2,060
9 (20-01)	Garden of Eden Road Improvements (F&S Grade Rd to Jones Rd)	2,450
10 (04-07)	Cascade Trail East Extension (Metcalf St to 400 ft east of Township)	640
11 (20-02)	Railroad/Jameson St Intersection Improvement	1,050
12 (04-08)	Jones Road Improvements Phase 1 (Sapp Rd to Cambridge St)	2,550
13 (04-13)	SR 20/Reed Street Intersection Improvements	1,350
14 (20-03)	Patrick Street Improvements (Brickyard Creek to Jones Road)	2,500
15 (04-09)	F&S Grade Road Impr. Ph. 2 (700 ft N of Garden of Eden to Jones Rd)	2,680
16 (04-10)	Jones Road Improvements Phase 2 (Cambridge St to Trail Rd)	3,120
17 (20-04)	Trail Road Improvements Phase 1 (F&S Grade Rd to Bucko Connection)	550
18 (04-11)	Trail Road & Cook Road Intersection Improvements	1,350
19 (04-12)	Jones Road Improvements Ph. 3 (Trail Rd to F&S Grade Rd)	2,170
20 (25-08)	Birch Lane Improvements (Jones Rd to Apple Ln)	2,400
	2026-2031 Subtotal	33,096
	2032-2045 Transportation Improvement Projects	
21	Portobello Street Arterial Extension (SR 9 to Arrezo Dr)	3,300
22	SR 9 Nonmotorized Improvements (Park Cottage Pl to N city limit)	1,680
23	State Street Sidewalks (Haines St to E city limit)	2,100
24	SR 9/Centennial Trail (Summer Meadows Ct to N city limit)	6,600
25	South Township Arterial Improvements (Dunlop St to Sterling St)	4,040

ID (TIP ID)	Project Name	Total Cost (in \$\$\$\$)
26	Centennial Trail South (Ferry St to S city limit)	1,940
27	Brickyard Creek Trail (8,500 ft shared-use path)	5,100
	2032-2045 Transportation Improvement Projects Subtotal	24,760
	2026-2045 Transportation Improvement Projects Total	57,856
*Excludes overlay, maintenance, and stormwater improvement projects		

Transportation Revenue Sources

Federal Revenue Sources

BIPARTISAN INFRASTRUCTURE LAW (BIL)

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

SURFACE TRANSPORTATION BLOCK GRANT PROGRAM (STBG)

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

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

TRANSPORTATION ALTERNATIVES PROGRAM (TA)

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

HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP)

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

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

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

RECREATIONAL TRAILS PROGRAM (RTP)

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

https://www.fhwa.dot.gov/environment/recreational_trails/.

SAFE ROUTES TO SCHOOL PROGRAM (SRTS)

The purpose of the Safe Routes to Schools (SRTS) program is to provide K-12 students with a safe, healthy alternative to riding the bus or being driven to school. Organized by the USDOT and National

Highway Traffic Safety Administration (NHTSA), this federal program also includes a Washington state funded portion that provides funding for engineering and construction, education efforts and enforcement activities within two miles of schools. There is no match requirement. Projects are to be submitted as complete projects and fully funded. For more information, visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/safe-routes-school-program>.

BRIDGE INVESTMENT PROGRAM (BIP)

The BIL authorized the Bridge Investment Program, a competitive, discretionary program that focuses on existing bridges to reduce the overall number of bridges in poor condition, or in fair condition at risk of falling into poor condition. It also expands applicant eligibilities to create opportunities for all levels of government to be direct recipients of program funds. Alongside states and federal lands management agencies, metropolitan planning organizations and local and tribal governments can also apply directly to FHWA, making it easier to advance projects at the local level that meet community needs. For more information, visit: https://www.fhwa.dot.gov/bipartisan-infrastructure-law/bip_factsheet.cfm.

RAILWAY-HIGHWAY CROSSINGS PROGRAM (RHCP)

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

Washington State Transportation Revenue Services

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

TIB URBAN PROGRAMS

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

- Urban Arterial Program (UAP) for road projects for urban agency construction projects that address safety, growth & development, physical condition, mobility, sustainability and constructability criteria;

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

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

Several other programs are administered by TIB including:

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

LOCAL BRIDGE PROGRAM

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

MOVE AHEAD WASHINGTON RAILROAD CROSSING PROGRAM

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

COUNTY SAFETY PROGRAM

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

CITY SAFETY PROGRAM

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

PEDESTRIAN & BICYCLE SAFETY PROGRAM

The Pedestrian & Bicycle Safety Program was initiated to reduce the nearly 400 statewide fatal and injury collisions involving pedestrians and bicycles each year. Like the federal Safe Routes to School Program, the purpose of the program is to aid public agencies in funding cost effective projects that improve pedestrian and bicycle safety through engineering, education and enforcement. For more information, visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/pedestrian-bicycle-program>.

Local Transportation Revenue Services

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

STREET & ARTERIAL STREET FUNDS

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

TRANSPORTATION IMPACT FEE (TIF) PROGRAM

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

TRANSPORTATION BENEFIT DISTRICT (TBD)

The City has established a Transportation Benefit District (TBD), an independent taxing district which is authorized to raise revenue for the preservation, maintenance, operation, and construction of

transportation infrastructure. The TBD is funded by a \$20 per vehicle tab fee, generating an estimated \$225,000 per year as of 2025.

GENERAL FUND

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

Revenue Forecast [In Progress]

[To be led by City staff. This subsection will summarize anticipated transportation capital improvement revenue sources and their associated revenue forecasts for the 20-year planning horizon will be developed based on recent historical revenue trends, expected future revenue sources including grant funding opportunities/goals, and transportation capital improvement project needs, through discussion with City staff. GMA requires anticipated revenue to match transportation improvement needs.]

Table 21. Transportation Improvement Revenue Forecast 2026 to 2045

Funding Source	Description	2026-2045 Revenue Forecast		
		Annual Revenue	Total Revenue	%
Transportation Impact Fee (TIF) Program	Assessed to new development, per SWMC 15.060	\$250,000	\$5,000,000	8.6%
Transportation Benefit District (TBD)	Generated from a vehicle tab fee	\$250,000	\$5,000,000	8.6%
Real Estate Excise Tax (REET)	Local distribution of state REET revenue	\$400,000	\$8,000,000	13.8%
Intergovernmental Revenue/Grants	Includes federal and state grants as well as cost sharing agreements with WSDOT and Skagit County,	\$1,942,800	\$38,856,000	67.2%
Other – Developer mitigation New debt, new sources	SEPA mitigation and development agreements, bonds, low interest loans	\$50,000	\$1,000,000	1.7%
Total Revenue		2,892,800	57,856,000	100%

Summary of Financing Strategy [In Progress]

Reassessment Strategy

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

Table 22. Transportation Financing Strategy Summary

Revenue/Cost Category	Total (2026-2045)	Percent
Estimated Revenues (2026-2045)		
Transportation Impact Fees (TIF)	\$5,000,000	8.6%
Transportation Benefit District (TBD)	\$5,000,000	8.6%
Real Estate Excise Tax (REET)	\$8,000,000	13.8%
Grants/Intergovernmental Funding	\$38,856,000	67.2%
Developer Mitigation & New Debt Sources	\$1,000,000	1.7%
Total Revenue	\$57,856,000	100%
Estimated Improvement Costs (2026-2045)		
2026-2031 Improvements	\$33,096,000	57.2%
2032-2045 Improvements	\$24,760,000	42.8%
Total Costs	\$57,856,000	100%

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

- As part of the development of the annual Six-Year Transportation Improvement Program, the City will balance improvement costs with available revenues;
- Review project design standards to determine whether costs could be reduced through reasonable changes in scope or deviations from design standards;
- Work with SCOG and Skagit County to develop multi-agency grant applications for projects that serve growth in the city and its UGA;

- Review transportation impact fee revenues each year to determine whether the impact fees should be increased to account for project cost increases;
- If the actions above are not sufficient, consider changes in the level of service standards and/or possibly limit the rate of growth in the city or UGA.

Project Priorities and Timing

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

Concurrency Management / Development Review

Concurrency refers to the ongoing process of coordinating infrastructure needs with community development. This concept was formalized in the GMA to ensure that adequate public facilities are provided in concert with population and employment growth. For transportation facilities, the GMA requirement is fulfilled if the City's LOS standards are met concurrently with the additional travel demand generated by each succeeding development action. GMA defines concurrency as having projects or strategies in place within six years of the development impact.

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

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

Intergovernmental Coordination

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

Washington State Department of Transportation (WSDOT)

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

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

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

Skagit Council of Governments (SCOG)

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

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

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

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

Skagit County

Skagit County transportation and capital improvement plans were reviewed as part of the Sedro-Woolley transportation element update. The City will continue to coordinate with Skagit County to address the needs of travel across jurisdiction limits, including developing joint regulations for developments within the unincorporated UGA to ensure that the future transportation system can

adequately support the growth projections. Application of street standards, impact fees and other development regulations are being addressed.

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

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

Skagit Transit

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

Other Jurisdictions

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



Northern State Hospital disc golf course by Joe Mabel.

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.

Vision Statement

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.

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.

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 2016 and set goals and planned future parks and recreation needs through 2036. In 2024, growth targets and allocations, along with housing allocations by income bracket, were developed through the Skagit Council of Governments (SCOG) and its Growth Management Steering Committee in 2024. Sedro-Woolley's population target in 2045 is 16,596, an increase of 4,000 over the 2022 population. 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.

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.

Parks, Recreation, Trails and Open Space Plan

In 2024 the city initiated an update to the Parks, Recreation, Trails and Open Space Plan (PROS), previously updated in 2018. At that time, Skagit County had not released revised population estimates. Therefore, the city relied on earlier estimated population of 15,500 expected by 2025.

As part of this update, the Planning Commission reviewed the current level of parks services through the 2036 planning horizon. The planning commission reviewed the County

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 in-door recreation area, swimming pool, and organized programs benefits both the town's youth and its adults. A movie theater and game center allowing people under twenty-one (21) to visit are located downtown.



Cascade Trail east of Sedro-Woolley. *Photo by Robert Ashworth.*



Sunrise at a park in Sedro-Woolley.

population projections and 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 152 acres 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 2025 level of service goals was determined.

With the new population estimates and housing allocations now provided for the Periodic Update of the Comprehensive Plan, the Draft PROS Plan can be updated to accurately reflect future population growth and anticipated demand for parks and recreation facilities.

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 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.**

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 and Caboose, also known as Log 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.



The locomotive with logs in Harry Osborne Park.

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 community center, and senior 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.

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 and currently has drainage issues. Use as a football practice facility is temporary until the space is needed for cemetery expansion.
14. **Olmstead Park** is a 14-acre park facility (under construction) located at the entrance to the SWIFT Center on Northern Fruitdale Road. Formerly a portion of the Northern State Hospital Complex, this site was acquired by the city in 2017 and will include a playground, basketball court, volleyball courts, open plaza, open lawns and walking trail. This new park facility is scheduled to be open to the public in late December of 2025.

Regional Parks

15. **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.
16. **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

17. **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.
18. **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. The FEMA floodway is part of a growing trail and park facility network.

Future development of the site may include open space areas and ball fields, salmon enhancement and restoration, a viewing platform, ADA compliance, 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.

19. **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.
20. **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.
21. **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 22, is a summary of the City of Sedro-Woolley's city-owned parks and opens space inventory.

Table 23. Summary of Existing City-owned Parks and Open Space Facilities

Facility	Acreage
Neighborhood Parks	
1. Hammer Heritage Square	0.20
2. Pola's Promenade (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	



Pola's promenade is a small city park located in a former alleyway in downtown Sedro-Woolley. The promenade is named in memory of Polay Kelley, lifetime Sedro-Woolley resident and longtime director of the Sedro-Woolley Chamber of Commerce.

Facility	Acreage
8. Bark Park	1.00
9. Bingham Park	2.60
10. Winnie Houser Park & Playfield	9.52
11. Metcalf Park	2.80
12. Memorial Park	3.00
13. Denny Engberg Memorial field.	5.35
14. Olmsted Park	14.8
Regional Parks	
15. Riverfront Park	20.5
16. SWIFT Center Park	18.41
Open Space	
17. Sauk Mountain View Estates Open Space	3.00
18. FEMA Property	11.00
19. River Road Property	36.00
20. 205 N. Reed St Property	2.6
21. Sapp Rd Property	0.6
TOTAL	131.07 Acres

Trails

1. **Cascade Trail** is a county maintained pathway that begins in Sedro-Woolley city limits and extends 22.5 miles to the east to the Town of Concrete. The trail official trailhead is located at the intersection of State Rt 20 and Fruitdale Rd, but the pathway unofficially extends from Fruitdale Rd west back to Metcalf Street along BNSF railroad right of way where the railroad tracks have been removed.
2. **Swift Center/Northern State Recreation Area Trail System**, The SWIFT Center, owned by the Port of Skagit County, and NSRA owned by Skagit County Parks has an extensive trail

system that is in ongoing development. Several miles of trails are completed, and new trails are always under construction. The trails are made up of crushed gravel surfacing, dirt, and several bridges. The trail system offers wildlife and nature viewing. Olmsted Park serves as one of the starting points/trailheads for the trail system.

3. **FEMA Floodway Property Trail**, is a primitive pathway made up of crushed gravel, wood chips, and a footbridge meanders through the property. The trail has several interpretive signs with historical information of the area. Improvements to this trail have been hindered by the occasional flooding that inundates the property. The Riverfront Park and Trail Extension Project includes the enhancement of this trail.
4. **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.
5. **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.
6. **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 Recreation 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.

1. **Sedro-Woolley Rodeo Grounds**, located one-half mile east of Sedro-Woolley, consist of five acres equipped with restrooms, benches, parking, riding arena, and holding pens.

2. **Wildcat Steelhead Club**, located one mile southeast of Sedro-Woolley. This is a small private park which includes picnic facilities and a boat launch.
3. **Gateway Golf Course**, a nine-hole golf course, located on Fruitdale Road, Sedro-Woolley, consists of sixty-five (65) acres equipped with picnic areas, rest rooms, and putting course.
4. **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.
5. **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.
6. **Avalon Golf Course**, Avalon is a 27 hole public golf course located 3.25 miles northwest of city limits. The golf course is equipped with restaurant facilities, driving range, putting green, and banquet facilities.

School-Owned Recreational Facilities (Not available for public use during school hours or school events)

1. **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.
2. **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.
3. **Evergreen Elementary 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.
4. **Mary Purcell Elementary 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.
5. **Central Elementary 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.

6. **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.
7. **Janicki Fields**, 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. An inclusive playground and restrooms were added to the property between 2021 and 2023. 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. Homeowners associations are responsible for maintaining and protecting these critical areas. Critical areas can provide limited passive recreation, such as paths and seating areas.

1. Klinger Estates - 1.3 acres of open space , roughly 8,000 of which contains play areas/equipment
2. Fidalgo Commons - 27,800 square feet of play area and 17,800 square feet of open space.
3. Spring Meadows - 8,500 square feet of play area and 3 acres of critical areas
4. Sapp Place - 900 square feet play area
5. Brickyard Meadows – 7,000 square feet of play area and 1.87 acres of critical areas
6. Sauk Mountain View Estates - 3,500 play area, 3.2 acres of open space and 10 acres critical areas
7. Park Cottages - 4,000 square feet play area and 1.95 acres critical areas
8. Sauk Mountain View Estates North 4,460 square feet of play area
9. Cambridge Commons Owners Association .58 acres of open space and play area
10. Garden Meadows SW HOA 8,400 square feet of play area
11. Brickyard Park HOA, 1.27 acres of open space
12. Bucko Plat?

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

13. 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.
14. 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 2024 Land Capacity Analysis. For the City of Sedro-Woolley, the population target in 2045 is 16,596, an increase of 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. The LCA has produced an overall capacity within the city of 2,588 housing units (5,914 new residents) and 3,933 jobs. The latter includes the capacity of the SWIFT Center on the campus of the former Northern State Hospital.
15. 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.
16. 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 front- age 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.

Parks and Recreation Goals and Policies

The vision statement in the introduction of this element 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: Ensure access to ample parks, recreation, and trails facilities to meet current demands and adequate land acquisition and planning to support future demands.

- Policy P1.1 Nurture relationships with partners to enhance access to park and recreation facilities. Pursue or enhance partnerships with Skagit County, other jurisdictions, the school district and others 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, 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 in an appropriate location in the city, 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 to provide linkages to existing and proposed regional parks, open spaces and trail systems.
- Policy P1.5 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 P1.7 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.

Conduct an analysis of Parks and Recreation LOS standards within 5-10 years. 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 P1.8 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 P1.9 Acquire areas of environmental significance for preservation and limited, sensitive development of educational and interpretive facilities.
- Policy P1.10 In 5-10 years consider adding a Parks and Recreation Coordinator and Administrative staff to generate community programs, manage uses and activities of City facilities, and oversee project development.
- Policy P1.11 Explore the formation of a Park and Recreation District to finance the long-term sustainability of the city’s park and recreation system, including programming.
- Policy P1.12 Consider re-establishing a Park and Recreation Advisory Committee.

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 P2.2 Develop parks that are suited for multi-generational users, from toddlers to seniors, and all ages in-between.
- 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 P2.4 Coordinate with local service organizations in the development, improvement, and ongoing maintenance of City-owned parks facilities.
- Policy P2.5 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 P2.6 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
- Performing arts center
- Outdoor amphitheaters
- BMX bike facilities
- Additional skate park amenities
- Additional sports fields and courts

Policy P2.7 Increase focus and resources into Northern State Recreational Area to implement the Master Plan for the facility.

Policy P2.8 Develop the FEMA Floodway area with the Riverfront Park and Extension project to include ADA compliance, viewing platforms, extending and improving the existing trail, potential lot combinations, and other actions.

Policy P2.9 Construct indoor/covered sports courts for year-round use.

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 P3.2 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.

Policy P3.3 Review and explore improving walking and bicycling connections between schools and park and recreational facilities to enhance facility use, improve accessibility and safety of the users.

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 P4.2 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.

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 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, including through establishment of a creative district.
- Policy P5.2 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 P5.4 Establish policies requiring detailing in public works items such as bike racks, sidewalk paving, tree grates, bollards, sidewalk crossings, etc. should be encouraged.
- Policy P5.5 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 P5.6 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 P5.7 Work with a 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 updated in 2020 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. Unopened right-of-ways should be examined as potential parks.
16. Creek Corridors, power easement corridors and abandoned railway corridors shall be examined as potential parks and trails.
17. Harry Osborne Park may be expanded for parks and visitor information services.
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.
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.
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 an 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 backstops, 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 on 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 land-holdings 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



CHAPTER 6

Capital Facilities Element & Public Safety Sub-Element

Introduction

Purpose of the Capital Facilities Plan (CFP)

The CFP element is required under the Growth Management Act (RCW 36.70A080 (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."

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
- Proposed locations and capacities of expanded or new capital facilities



Photo of Sedro-Woolley Library.

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

- 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.

The Sedro Woolley 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 placement and installation of essential public facilities are included in this element.

The CFP 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.

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 11 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 12 shows Sedro-Woolley's location in Skagit County.

Figure 11. Sedro-Woolley City Limits and UGA Ma

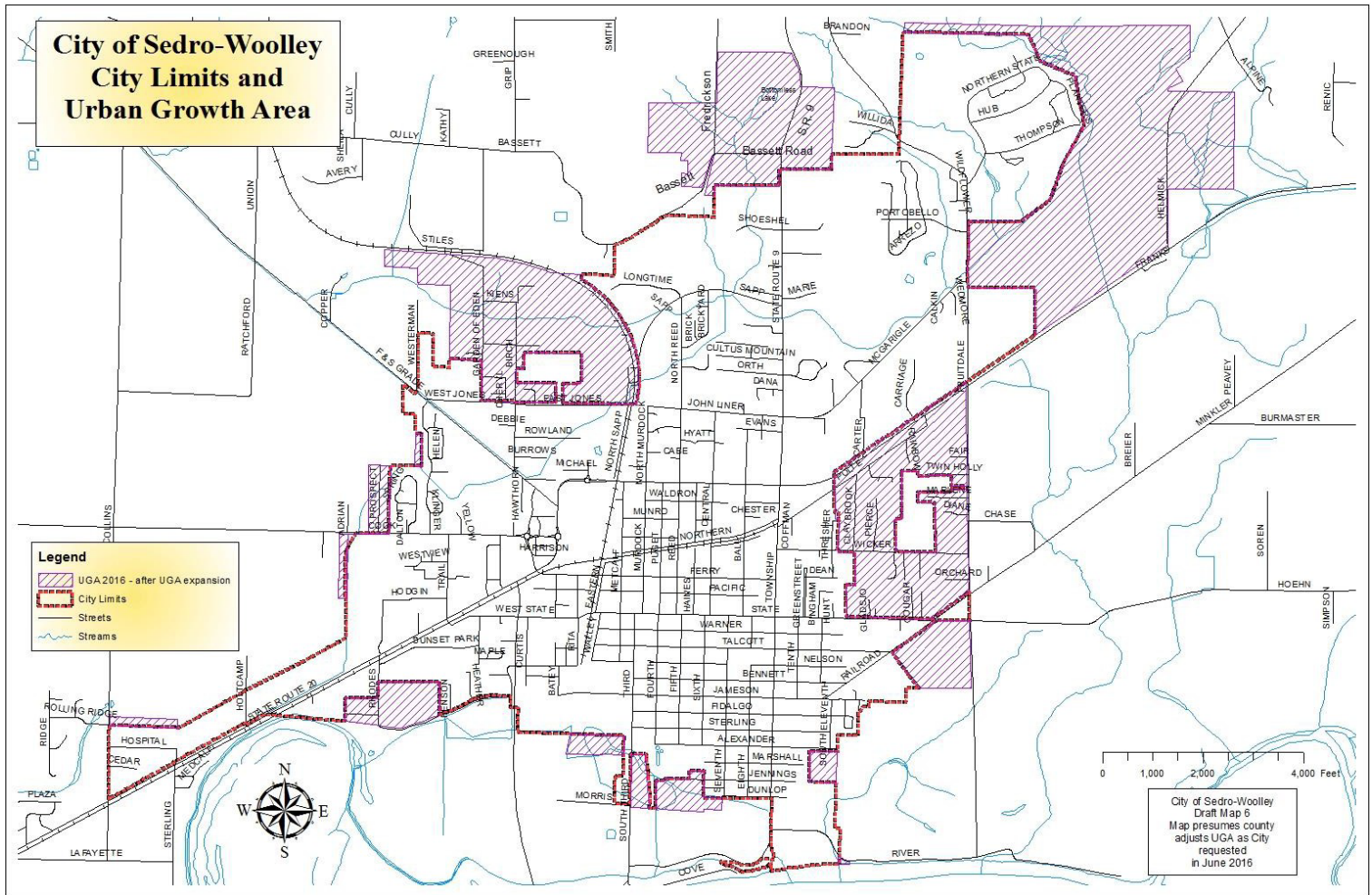
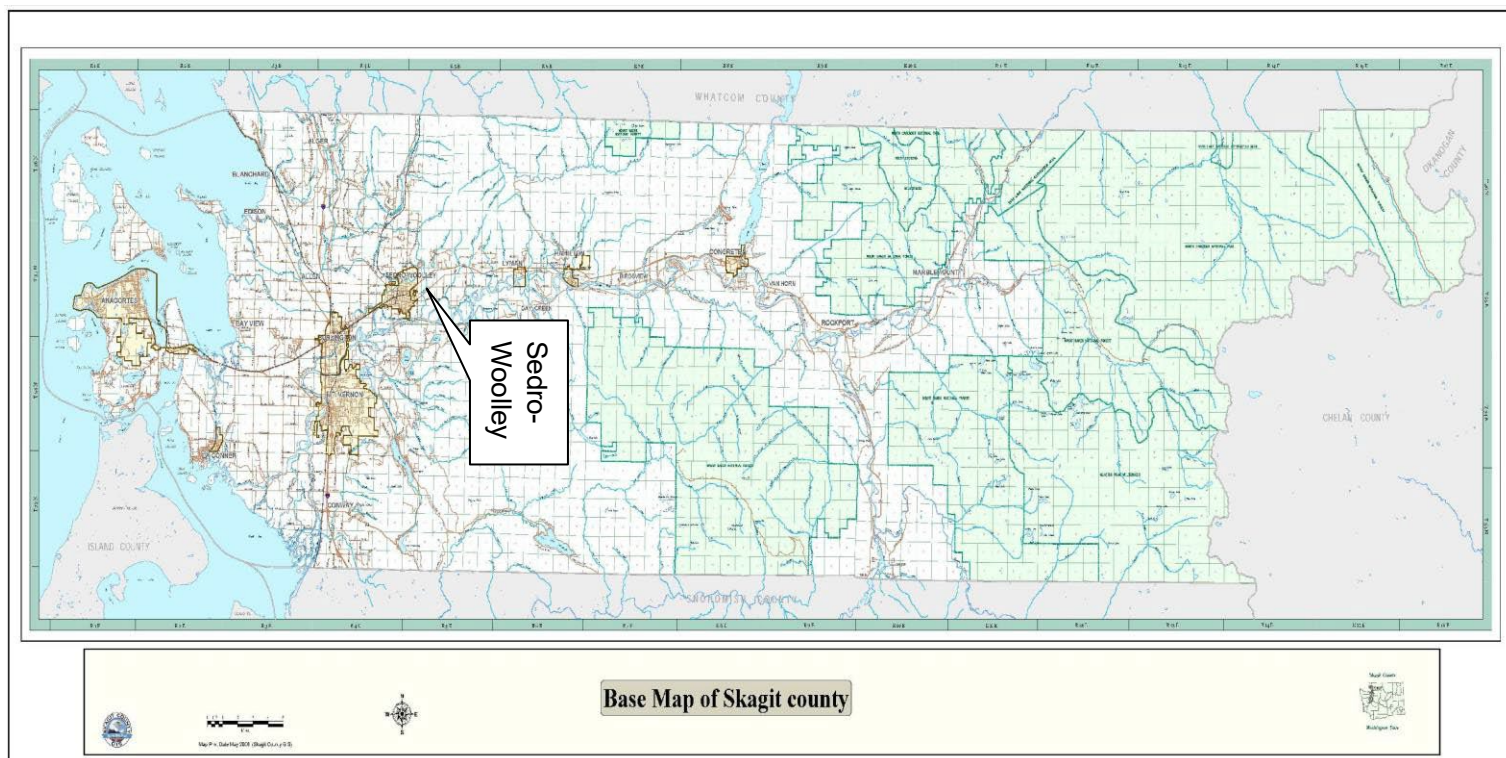


Figure 12. Skagit County and Sedro-Woolley Vicinity



Overall Approach to the CFP

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 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 2024-2030)

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 13 includes a list of Capital facility service providers and corresponding functional plans.

Future Growth Modeling

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, 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 new zoning classification creates a permanent Makers District (MD) zone (formerly an 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 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.

Level of Service Standards

Level of Service (LOS) standards for public infrastructure 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 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.

Figure 13. Capital facility service provider and functional plans.

Facility Type	Provider(s)	Description	Applicable Plan(s)
City of Sedro-Woolley	City of Sedro-Woolley	Includes City-owned buildings and property management related to City owned capital.	Adopted City Budget
Streets	Sedro-Woolley Public Works Department; WSDOT	Provides streets, sidewalks, traffic controls, and street lighting.	See the Transportation Element Adopted 6-Year Transportation Improvement Program
Public Transit	Skagit Transit	Provide bus services to park & rides.	Skagit Transit 6-Year Transit Development Plan
Law Enforcement	City of Sedro-Woolley	Provides facilities that support the provision of law enforcement services.	Sedro-Woolley Capital Facilities Plan and Capital Improvement Program, Annual Police Department Budget, Police Protection Existing Personnel and Facilities Plan (2025)
Fire & Emergency Services	City of Sedro-Woolley	Provides facilities that support the provision of fire and emergency services, including ambulance service and advanced life support.	Sedro-Woolley Capital Facilities Plan and Capital Improvement Program, Annual Fire Department Budget

Facility Type	Provider(s)	Description	Applicable Plan(s)
Schools	Sedro-Woolley School District (School District 101)	Provides facilities for instruction for the City of Sedro-Woolley.	Sedro-Woolley School District Strategic Plan
Library	Central Skagit Library	Provides access to books, movies, and music and to other community services like free wireless internet and public meeting space.	Central Skagit Libraries 2024-2028 Strategic Plan
Parks & Recreation	City of Sedro-Woolley Public Works Department	Provides facilities for passive and active recreational activities.	See the Parks, Recreation & Open Space Element Adopted City Budget
Water	Skagit Public Utility District	Infrastructure for providing drinking water to the City of Sedro-Woolley	See the Utilities Element Adopted 2023-2027 Strategic Plan 2024 Water System Plan
Stormwater	City of Sedro-Woolley Public Works Department	Provides facilities used in collection, transmission, storage, and treatment within the city.	See the Utilities Element Updated Integrated Stormwater Management Plan
Sanitary Sewer / Wastewater	City of Sedro-Woolley Public Works Department	Provides facilities used in collection, transmission, storage, and treatment within the city.	See the Utilities Element Updated Comprehensive Sewer/Sanitary Plan
Electric and Natural Gas	Puget Sound Energy	Provides electric and natural gas service to homes and businesses in the city.	See PSE Planning: Integrated System Plan , Electric Progress Report

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 with vital public services at the city's selected LOS standards.

A six-year financial plan (2025 - 2031) 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 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 set 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

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 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.

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.

- 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.

- Policy SS1.11: Assess and plan for rebuilding or relocating the existing wastewater treatment plant due to increased flooding risk.

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,
- +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 it is 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 coarse-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.

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&I.
- 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 24. Wastewater Improvement Projects Recommended Within Three Years

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

Project Type	Project No.	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 2025 Project Cost*
	R-6	Alley between Reed St. and Haines St.	Existing pipes beyond design life	Replace or rehabilitate 400 LF of 8-inch sewer main	\$101,823
	R-7	Alley between Gibson St. and Northern Ave.	Existing pipes beyond design life	Replace or rehabilitate 400 LF of 8-inch sewer main	\$101,823
	R-9	Along Northern Ave. from Metcalf to Murdock/Puget Alley; along Metcalf from Northern Ave. to alley between Munro and Gibson	Existing pipes beyond design life	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	\$254,558
Expansion	E-5	East Jones Road (Corridor Project C1A)	Unsewered areas	Install approximately 1,350 LF of 8-inch-diameter sewer main	\$346,198
	E-6	Patrick Road (Corridor Project C1B)	Unsewered areas	Install 1,100 LF of sewer main	\$264,740
	E-7	Trail Road – F&S Grade Road to Jones Road (Corridor Project C9B)	Unsewered areas	Install 900 LF of sewer main	\$229,102

Project Type	Project No.	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 2025 Project Cost*
	E-8	Trail Road – Cook to F&S Grade Road (Corridor Project C9A)	Unsewered areas	Install approximately 2,030 LF of sewer main	\$519,298
Treatment Plant	TP-2	Digester Aeration Upgrade – Blowers	Due to limitations with the existing disk style diffusers, the blowers have been operated at low speed only since plant start-up in 1999.	Upgrade aeration system	\$821,500
	TP-5	Anoxic Tank Mixer Upgrade	The tank is equipped with an aeration system instead of mixers, which has a negative impact on denitrification when the anoxic tank is used.	Demo old structure and reactivate coarse bubble system	\$211,283
	TP-6	Facilities Plan	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	TP-6	Facilities Plan

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 25. Wastewater Improvement Projects Recommended for Action in More Than Three Years

Project Type	Project No.	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 2025 Project Cost*
Rehab/ Replacement	R-8	Along E side of SR9 from Alderwood Ln to Sapp Rd.; along W side of SR9 from Sapp Rd. to McGarigle Rd.	Existing pipes beyond design life	Replace or rehabilitate 3,500 LF of 10-inch sewer main	\$926,590
Infill	I-1	North Ball Street	Unsewered areas	Install 1,500 LF of 8-inch sewer main	\$386,928
	I-2	Rowland Road	Unsewered areas	Install 1,200 LF of 8-inch sewer main	\$305,469
	I-3	Burrows Lane	Unsewered areas	Install 650 LF of 8-inch sewer main	\$162,917
	I-4	F&S Grade Road	Unsewered areas	Install 1,100 LF of 8-inch sewer main	\$274,922
	I-5	Carter Street	Unsewered areas	Install 1,634 LF of 8-inch sewer main	\$509,155
Expansion	E-1	Railroad Ave and Minkler Road	Unsewered areas	Install pump station and 1,000 LF of force main to connect to existing gravity sewer	Developer Funded
	E-2	SR 20 to Collins Road	Unsewered areas	Install 1,700 LF of 8-inch sewer main	Developer Funded

Project Type	Project No.	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 2025 Project Cost*
	E-3	Bottomless Lake	Unsewered areas	Connect areas to sewer upon development	Developer Funded
	E-4	Portobello	Unsewered areas	Connect areas to sewer upon development	Developer Funded
	E-9	Olmstead Park	Unsewered areas	Install 750 LF of sewer main	Developer Funded
Treatment Plant	TP-7	WWTP Upgrade	Aging, critical infrastructure	Perform facility upgrades based on the recommendations of the Facility Plan (TP-6)	\$13,618,837
	TP-8	WWTP Upgrade – Relocate Displaced Street Shop Bldgs	Aging, critical infrastructure	Relocate Displaced Street Shop buildings	\$458,204
	TP-9	Replace diaphragm pumps with rotary lobe pumps	Aging, leaking sludge pumps	Replace pumps with rotary lobe pumps	\$30,547
	TP-10	Replace polymer mixers with auto polymer mixing system	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.	Install an automatic polymer mixing system	\$13,237

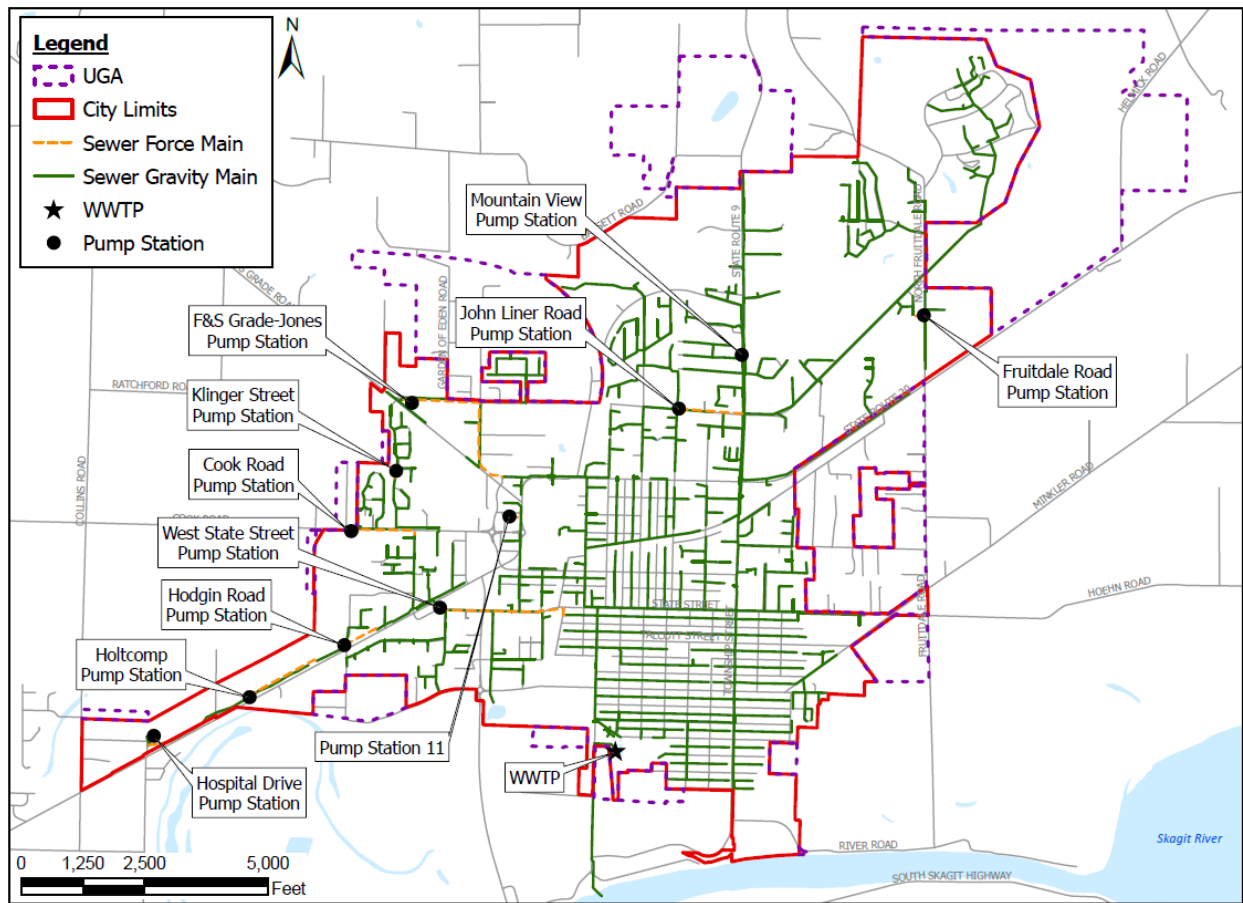
Project Type	Project No.	Project Description/Location	Description of Deficiencies	Corrective Actions Involved	Estimated 2025 Project Cost*
	TP-11	Varcor Biosolids Processor	The City of Sedro-Woolley contracts with the Boulder Park facility in eastern Washington to haul and dispose of the biosolids via land disposal.	Install a Varcor Biosolids Processor to reduce or eliminate the need of the Boulder Park facility	\$254,558

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 26. Annual Wastewater O&M Projects

Project	Program Name	Project Description	Annual Cost (\$/year)
A	Annual Pump Station Rehabilitation	Yearly sewage pump station rehabilitations and maintenance tasks.	\$70,000
B	Annual Renewal and Replacement	Yearly sewer main replacement for deteriorating concrete pipe, undersized and flat sewer mains throughout the city.	\$350,000
C	Repair Existing Sewer System	Provide emergency repair services for old mains and problem connectors.	\$35,000
D	Annual I&I Reduction Program	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.	\$20,000
E	Wastewater Pretreatment Program	Annual fats, oils, and grease (FOG) inspection and public education program.	\$15,000

Figure 14. Existing Sanitary Sewer System



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.



Cascade Middle School.

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 and to enhance the educational opportunities for our children.

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 prepares 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.

Capital Facility Planning

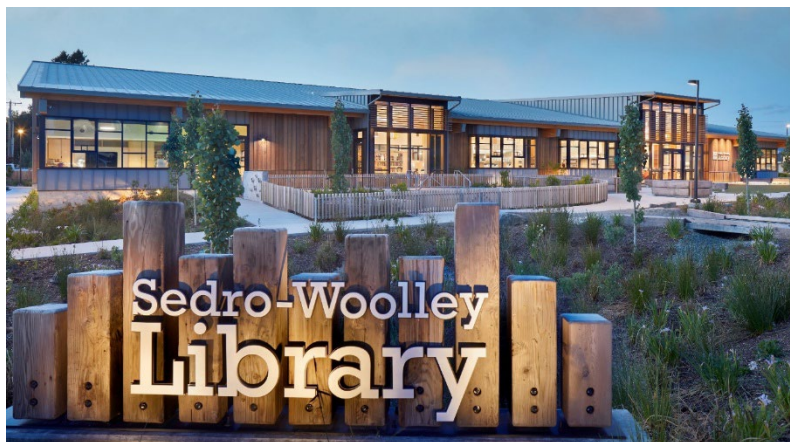
The District's six-year capital facility plan should be consistent with the Growth Management Act, City of Sedro-Woolley Comprehensive Plan, and the Sedro-Woolley Municipal Code.

The most recent 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.

Libraries

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 approximately 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.



Event at the Sedro-Woolley library.

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

Public Safety

Fire Protection and EMS Services

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 four personnel with two assigned to Medic 55 and two assigned to cross staff Engine 5511 and Medic 5519. Station #2 is staffed with two 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 (3,653) 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 (NFPA), 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 decontamination 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 cannot 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 three 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 (updated 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.

Fire Protection and EMS Services Goals and Policies

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

- Policy FD1.1 Maintain safe and effective fire department capital equipment.
- Policy FD1.2 Provide capital facilities and equipment within the Level of Service standards adopted by the city.
- Policy FD1.3 Fire stations will be constructed in a cost-effective manner with maximum consideration for function, reasonable comfort, and optimized energy conservation.

- Policy FD1.4 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 FD1.5 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 FD1.6 Provide a public education program to inform and educate citizens about 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 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.

Table 27. 2025 Facility, Vehicle and Equipment List

Unit	Year	Make	Model/Description	Life Span (Years)	Price Paid	Replacement Year	\$ to Replace this Year
Fire							
918	2023	Ford	F450 – Utility/Brush	15	\$127,178	2038	\$300,000
920	2024	Ram 1500	Command Vehicle	10	\$76,000	2034	\$81,000
921	2024	Chev 2500	Command Vehicle	10	\$76,000	2034	\$81,000
919	2024	Rosenbauer	Engine/Pumper	21	\$1,114,000	2044	\$1,114,000
	2020		SCBA Packs – 40	10	\$282,000	2030	\$320,000
904	2011	H&W Spartin	Engine/Pumper	21	\$450,000	2031	\$1,114,000
913	2019	Kubota	RTV-X1100CW Utility Vehicle	15	\$28,000	2034	\$30,562
903	2010	Rosenbauer	Ladder/Quint	25	\$800,000	2035	\$2,136,028
910	2016	Rosenbauer	Engine/Pumper	21	\$480,874	2036	\$1,114,000
	2023	Motorola	Radios	10	\$320,905	2033	\$320,905
914	2018	Scott	Breathing Air System Trailer Unit	20	\$102,855	2038	\$127,000
Totals					\$3,857,812		\$6,738,495
EMS							
916	2023	RAM 4500	Ambulance	6	\$328,732.71	2029	\$343,000.00
917	2024	Dodge	Ambulance	6	\$343,000.00	2030	\$343,000.00
	2014	Zoll	Zoll Monitor 5 – 4	10	\$184,000.00	2026	\$240,000.00
915	2021	RAM 4500	Ambulance	6	\$131,211.80	2027	\$343,000.00
912	2017	Dodge	Command Vehicle	10	\$50,000.00	2027	\$81,000.00

Unit	Year	Make	Model/Description	Life Span (Years)	Price Paid	Replacement Year	\$ to Replace this Year
					\$1,036,944.51		\$1,350,000
Name		Address		Year Built	Original Cost	Renovation Cost	Replacement Cost
Facilities							
Fire Station 1		220 Munro Street		1999	\$1,500,000		\$25,000,000
Fire Station 2		1218 N Township Street		2010	\$2,000,000		\$12,000,000
Training Site		1950 S 3 rd Street		2002	\$200,000		\$3,500,000

Police Protection, Existing Personnel and Facilities

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 police department.

The department also has six (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.

Figure 15. Calls for Service from 2020 - 2024

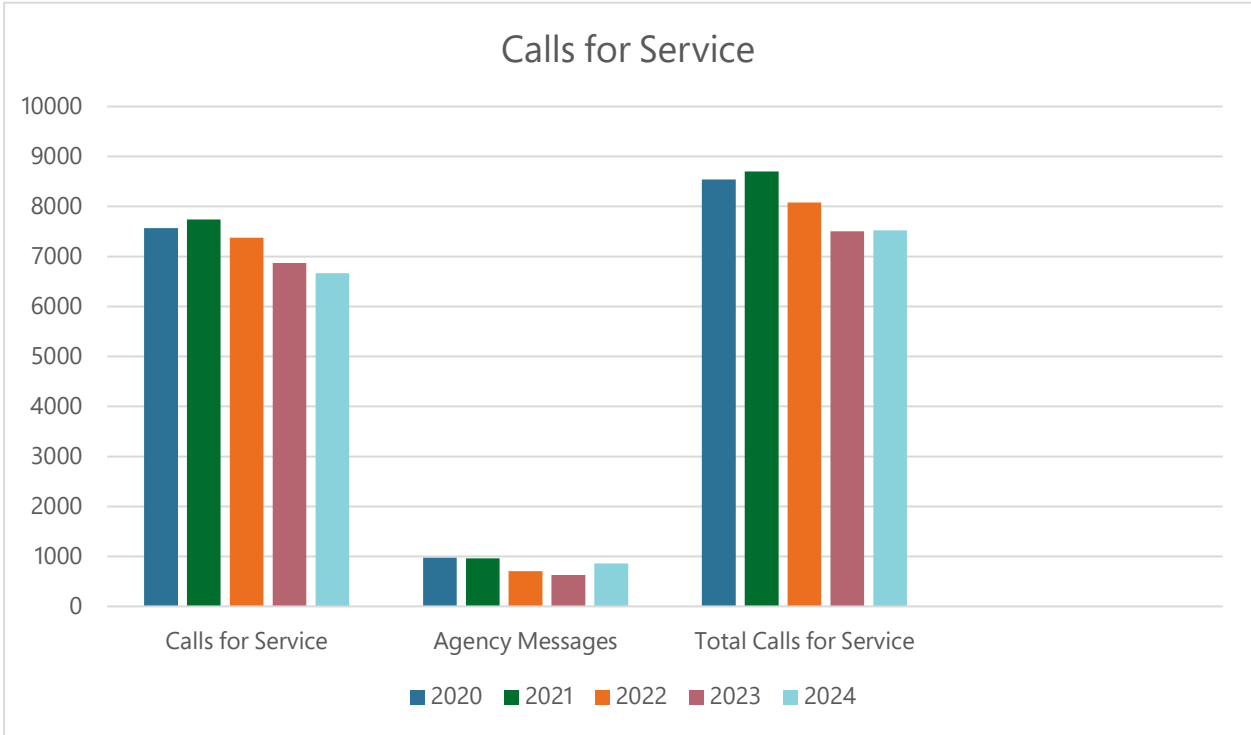


Table 28. Calls for Service Numbers from 2020 - 2024

	2020	2021	2022	2023	2024
Calls for Service	7566	7739	7373	6874	6663
Agency Messages	977	963	708	629	857
Total Calls for Service	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 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 times average over the past 5 years was 5:10 minutes. Priority 2 calls averaged 7:05 minutes. Combined average is 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 has not 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, capital 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) nine records (4.5 new positions) Code Enforcement 2 (1 new position) one community service officer. I anticipate

Critical infrastructure for communications is an 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 service generally costs around \$17,000 a year. The cost is expected to increase as we are near the end of 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 costs \$15,000 a year.
- Lexipol policy costs \$12,000 a year.
- Flock Safety LPR cameras cost \$ 22,000 a year.
- Drone Program initial implementation costs \$40,000
- In vehicle camera systems

Police Protection Goals and Policies

GOAL PD1: 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 with 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.

Storm Water Management Existing Facilities

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 Stormwater Management Plan is being updated and slated to be completed by November of 2025.

Private storm sewer systems discharging to the MS4 exist throughout the city. These systems 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 two stormwater pump stations. There are eight privately owned and maintained stormwater pump stations within the city.

Stormwater Detention and Treatment Facilities

The MS4 includes 26 municipal facilities, including nine Stormwater Detention and Treatment ponds, one Raingarden, two pump stations, 12 Underground Storage/detention/infiltration systems, one Ecology Embankment, and one 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 alternatives 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 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 underserved growth.

Table 29. Percent Of Capacity LOS for Storm Water System

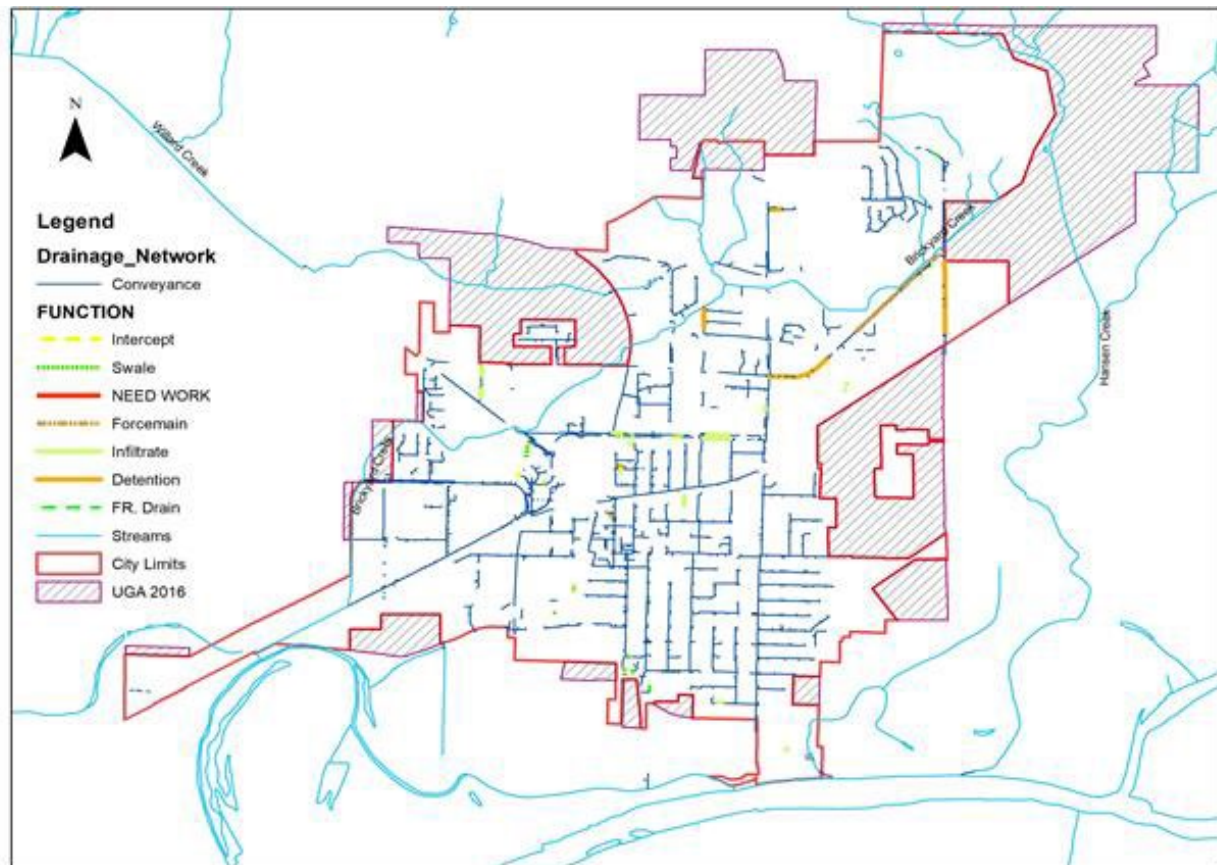
System Element	A	B	C	D	E	F
Pipelines	0-20	21-40	41-60	61-80	81-100	>100
Pump Stations	0-20	21-40	41-60	61-80	81-100	>100

Table 30. 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 16. 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 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.
6. Developed of file systems and procedures for stormwater management and maintenance activities, including public and private systems.
7. Enhanced the existing Stormwater Maintenance program utilizing the Public Works Operations Department staff to inspect and clean catch basins, pipelines, culverts 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.

8. 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 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.

Storm Water Management Goals and Policies

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

- Policy ST1.1 Charge fair rates for connections with the stormwater system and periodically reevaluate rates based on stormwater needs.
- Policy ST1.2 Manage Storm Utility funds responsibly and in compliance with applicable State and Local laws.
- 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: 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: 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's stormwater related capital improvement projects.
- Policy ST3.2 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: 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: 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) and document public involvement.

GOAL ST6: 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.

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 2024, there were approximately 4,051 residential and commercial customers, 3,922 curbside recycling customers, and 1,754 food & yard waste customers. Service is provided by a crew of five solid waste drivers and a division supervisor operating nine trucks (three front load trucks, four side load trucks, and two roll-off transfer vehicles).

The Solid Waste Utility contributes to the Equipment Repair and Replacement (ERR) Fund for garbage truck replacement. On average, trucks are replaced on a ten-year cycle. A new truck was recently ordered for delivery in 2015 at the cost of \$322,000. 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 Management Goals and Policies

GOAL SW1: XXX

- 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.

Capital Facilities Financing

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 and Road 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 to use "excess levies" to repay voter-approved bonds. Excess levies are increases 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 0.25 percent may be used for the following capital facilities:

1. 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
2. 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:

1. The acquisition of parks and recreational facilities;
2. 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 and second 0.25 percent real estate excise tax, which is allocated to a cumulative reserve capital expense fund.

Business and Occupation Tax

RCW 35.21 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 not 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-five (85) percent goes to the City and the remainder goes to the County.

Utility Tax

RCW 35.21.870 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 (6) 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, electricity, solid waste, sewer, stormwater, and water. In Sedro-Woolley, water is taxed at six (6) percent, and stormwater, sewer, and solid waste are taxed at ten and one-half (10.5) percent.

Community Development Block Grants

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 (CERB)

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 city has not utilized this funding source. It is not possible to forecast revenues from CERB 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 wastewater treatment plant facility plan and was awarded a loan. Future PWTF funding cannot be reliably forecasted.

United States Department of Agriculture Community Facilities Program

The United States Department of Agriculture (USDA) 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 forty-seven cents (\$0.47) 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.

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 activity center, zoo, aquarium or recreational facility. The maximum levy limit is sixty cents (\$0.60) 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. Fifty (50) 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 82.38 authorizes this tax, which is administered by the State Department of Licensing and paid by gasoline distributors. As of July 1, 2025, this tax is fifty-five and four hundredths cents (\$0.554) per gallon. Cities 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 motor vehicle fuel tax on motor vehicle fuel and on special fuel equal to ten (10) percent of the state-wide motor vehicle fuel tax. 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, but it was decommissioned in 2015.

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 twenty dollars (\$20.00) 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 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 an 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 Block Grant Program Grants (STBGP)

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 an 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)

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 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. Four million, seven hundred ninety-one thousand, one hundred thirty (\$4,791,130) dollars was budgeted in Sedro-Woolley in 2025 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 2025, \$ [REDACTED] 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 (ECY) 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

ECY 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 per one thousand dollars (\$1,000) AV 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.

Table 31. Capital Facilities Projects And Funding Sources

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	

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
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			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 at 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 2025, \$1,011,460 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.

Complete List of Capital Facilities Goals and Policies

General 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 CF2.7 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.
- Policy CF3.3 Solicit community, Planning Commission and City Council input on priority capital projects.

Fire Protection and EMS Services Goals and Policies

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

- Policy FD1.1 Maintain safe and effective fire department capital equipment.
- Policy FD1.2 Provide capital facilities and equipment within the Level of Service standards adopted by the city.
- Policy FD1.3 Fire stations will be constructed in a cost-effective manner with maximum consideration for function, reasonable comfort, and optimized energy conservation.
- Policy FD1.4 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 FD1.5 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 FD1.6 Provide a public education program to inform and educate citizens about 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 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.

Police Protection Goals and Policies

GOAL PD1: 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 with 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.

Sewer/Sanitary 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.
- Policy SS1.11 Assess and plan for rebuilding or relocating the existing wastewater treatment plant due to increased flooding risk.

Storm Water Management Goals and Policies

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

- Policy ST1.1 Charge fair rates for connections with the stormwater system and periodically reevaluate rates based on stormwater needs.
- Policy ST1.2 Manage Storm Utility funds responsibly and in compliance with applicable State and Local laws.
- 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: 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: 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's stormwater related capital improvement projects.
- Policy ST3.2 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: 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: 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) and document public involvement.

GOAL ST6: 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.

Public Safety Policies

- Policy FD1.1 Maintain safe and effective fire department capital equipment.
- Policy FD1.2 Provide capital facilities and equipment within the Level of Service standards adopted by the city.

- Policy FD1.3 Fire stations will be constructed in a cost-effective manner with maximum consideration for function, reasonable comfort, and optimized energy conservation.
- Policy FD1.4 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 FD1.5 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 FD1.6 Provide a public education program to inform and educate citizens  about fire safety issues that will promote prevention of fire and promotion of life safety.
- 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 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.
- 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 with 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.
- Policy PD2.1 Establish the police department service delivery system as an “urban service” requiring concurrency under the Growth Management Act.

Solid Waste Management Goals and Policies

GOAL SW1: XXX

- 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.



CHAPTER 7

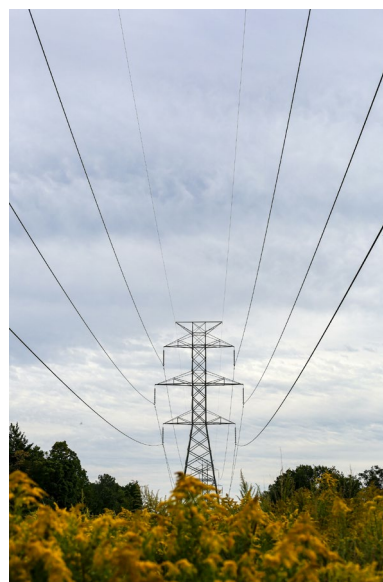
Public Utilities Element

Background and Analysis

Purpose and Relationship to GMA

The Growth Management Act requires the utility element of a comprehensive plan to consist of “the general location, proposed location and capacity of all existing and proposed utilities, including but not limited to, electrical lines, telecommunication lines and natural gas lines.” (RCW 36.70A.070(4)). Utilities, however, are privately owned, subject to regulation by the Washington Utilities & Transportation Commission (WUTC) and are not “public facilities,” subject to concurrency. Levels of service for such utilities cannot be determined locally; rather such matters fall within the exclusive jurisdiction of the WUTC. Levels of services described in the following narratives are the estimates of the separate utilities. In accordance with the directions from the GMA, the following utilities which provide service to the Sedro-Woolley planning area will be addressed in this element of the comprehensive plan:

1. Electricity / Puget Sound Energy
2. Natural Gas / Cascade Natural Gas
3. Water / Skagit PUD
4. Telecommunications / Various Companies



Power lines photo by Mark Bishop.



Electricians working on fiberoptic cable. Photo by Roger Starnes Sr.

Electricity

Existing Facilities

Electrical service to the Sedro-Woolley Urban Growth Area is provided by Puget Sound Energy (formed by a merger of Puget Power and Washington Natural Gas), an investor-owned public utility. Puget Sound Energy (PSE) is the largest energy utility in the State of Washington, serving more than 1 million electric customers and 750 thousand natural gas customers. PSE does not serve any natural gas customers in Skagit County but it does serve all of the electric customers in Skagit County. PSE, operates, and maintains an extensive electrical system consisting of generating plants, transmission lines, substations, and distribution systems. The Integrated Resource Plan (IRP) is the PSE long range planning document used to ensure the future needs of the entire PSE service area are met. The IRP identifies six primary focus topics: Established Resource Need (future demand), Planning Assumptions and Resource Alternatives, Alternatives and Risk Analysis, Analysis Results, and Resource Planning; all of which are incorporated into a 10-Year Clean Energy Action Plan. The table below depicts the variety of energy production resources required to meet the demand of the PSE service area (which serves Sedro-Woolley) through 2045.

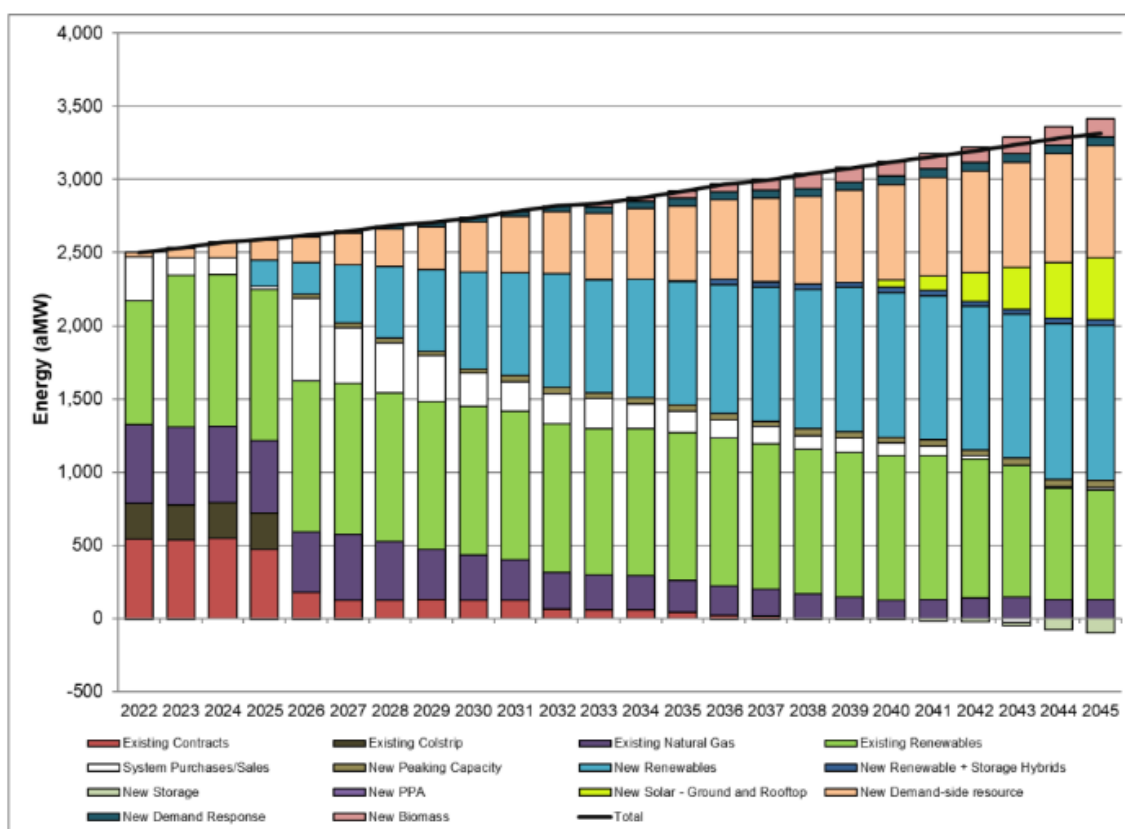


Figure 17. Annual Energy Production by Resource Type (aggregated) – Sensitivity C

Transmission System Overview

The PSE electric transmission facilities in Skagit County are important components of the electric energy delivery grid serving the Puget Sound region. The Skagit County facilities integrate over 670 MW's of generation at six different generating plants, three of them not owned by PSE, and transport power to large industrial customers such as the Shell and Tesoro oil refineries near Anacortes.

In addition to integrating power from generating plants, PSE's transmission system provides important redundant energy links between a number of counties. Two PSE 115 kV transmission lines connect Skagit County (at Sedro-Woolley Substation) to Whatcom County (at Bellingham Substation). A PSE 230 kV line connects Skagit County (at Sedro Woolley Substation) to Snohomish County (at Horseranch Substation and at Seattle City Light's Bothell Substation). PSE's Sedro Woolley Substation terminates two Bonneville Power Administration (BPA) 230 kV lines, the BPA Bellingham-Sedro line and the Sedro North Tap of the BPA Custer-Murray line. The transmission system in Skagit County also feeds Whidbey Island and transports power for the Bonneville Power Administration along its lines to BPA's Fidalgo Substation located southwest of Anacortes which feeds Orcas Power and Light Cooperative, a BPA power customer.

Electric distribution services (designated by lines less than 115 kV) in Skagit County are also owned and operated by PSE. PSE has completed a number of projects over the last 10 years (identified in the previous Comprehensive Plan) that were needed to reinforce the PSE's transmission delivery system. There are two remaining projects to complete that series of system improvements in Skagit County.

Planned Projects

1. Cook Road Electric System Reliability Improvement Project

Increase electric reliability for customers in northwestern Skagit County. The local electric system is prone to power outages due to limited capacity and aging infrastructure. The existing poles and conductors were built in the early 1960s and need to be replaced. Rebuilding these transmission and distribution lines with new, higher capacity wire and replacing the poles will strengthen the current system and reduce the frequency of outages for our customers in the area.

2. Sedro #4 Transmission Line and Substation

There are limiting facility elements identified in PSE's Sedro Woolley 230-kV Substation. The project will impact multiple tie lines out of Sedro Woolley 230-kV Substation and upgrade the facility ratings. Upgrades may include CT replacement, bus upgrades, etc

Natural Gas

Existing Facilities

Natural gas service to the Sedro-Woolley urban growth area is provided by Cascade Natural Gas Corporation (CNG) which builds, operates and maintains the natural gas facilities. Immediately to the east of the city lies the Northwest Pipeline Corporation's Transmission Line, which owns and operates

the regional pipeline that supplies natural gas to the states of Washington, Oregon and Idaho. Natural gas is then transmitted via Cascade Natural Gas Laterals to and through Sedro-Woolley to the cities of Burlington, Mount Vernon, LaConner, Anacortes and to other areas within Skagit County. Within the city limits of Sedro-Woolley, CNG's natural gas system currently meets demand with residences being served through a number of various sized transmission lines. Service is also available to some of the unincorporated areas within the urban growth area.

Projected Need

As the population and the number of residences in the Sedro-Woolley urban growth area increases, CNG will be required to increase the facilities serving the community, including the construction and location of gate stations, high pressure lines and pressure reduction stations. An additional factor involved in the provision of increased supplies of natural gas may be electrical demands through cogeneration (with gas used as a fuel source) and hydro-firming with gas-fired turbines being used as backup to hydro generated turbines.

The maximum capacity of the existing distribution system can be increased as required by one or more of the following methods:

1. Increasing distribution and supply pressures in existing lines;
2. Adding new distribution and supply mains for reinforcement;
3. Increasing existing distribution system capacity by replacement with larger sized mains;
4. Adding district regulators from supply mains to provide additional intermediate pressure gas sources to meet the needs of new development.

CNG does not maintain a comprehensive expansion plan; rather, system upgrades are implemented on a developer driven need.

Projected Demand

Although the existing Sedro-Woolley City limits are presently being served, as growth occurs in the unincorporated UGA, service expansion will be required as the population and number of residences increases. The primary service expansion in the UGA will be required to the north in the vicinity of Cully Road and Bassett Road, north in the vicinity of Highway 9 and Fruitdale Road, and east in the vicinity of Highway 20. The location, capacity and timing of these improvements depend on opportunities for expansion and on how quickly the city grows. There are usually several different routes to connect different parts of the system. The final routes depend on right-of-way permitting, environmental impact, and opportunities to install gas mains with new development, highway improvements and other utilities. Whenever possible, CNG will: attempt to co-locate new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions; ensure that land will be made available for the location of utility lines, including location within transportation corridors; and where natural gas franchises exist, promote the extension of distribution lines to and within the urban growth area. Land use and facility planning will

be coordinated to allow eventual siting and construction of distribution lines within rights-of-way which are being dedicated or within roads which are being constructed or reconstructed.

A listing of the existing and projected generation and transmission projects, and locations is available for review at the planning department office or at the Cascade Natural Gas Company office. The latter may be contacted with regards to information regarding main extensions.

Water

Existing Facilities

Water service to the Sedro-Woolley is provided by Public Utility District #1 of Skagit County (hereafter, PUD), which is authorized to acquire, construct and operate water systems within the county boundaries and to furnish water service to the inhabitants of the District and other customers. PUD presently serves all of the population of the Sedro-Woolley UGA. The Sedro-Woolley UGA is served from the Judy Reservoir and is supplemented by the city of Anacortes intertie. Judy Reservoir (surface rights of 7,475.2 MG/yr), encompassing the Cultus Mountain Watershed (Gilligan, Salmon, Turner and Mundt Creeks) serves as the primary source of water to most of the PUD customers in Skagit County. PUD also has water rights to augment these surface supplies with groundwater from a well in Sedro-Woolley and a well in Mount Vernon (groundwater rights of 2,576.9 MG/yr). Due to water quality, the groundwater sources are used for emergency/summer supply. The Judy Reservoir water is pumped to an adjacent Water Treatment Plant with a peak day capacity of thirty (30) mgd. Water is distributed north across the Skagit River to a pressure reducing station in Sedro-Woolley, serving the UGA and also branching west to Burlington and other areas of the county. Another line runs south from the Reservoir to Mount Vernon allowing PUD to maintain a looped system, ensuring continuity of service. Transmission lines range in size from four inches to thirty (30) inches in diameter within the service grids. Storage reservoirs are located on Dukes Hill and at Hoogdal.

Projected Need

Several planning resources are used to evaluate water consumption and forecasted water demands. These include the Office of Financial Management [OFM] population estimates and projections and the PUD's water production, consumption, and water loss estimates.

- According to the OFM, the population in Skagit County is estimated to grow between 0.6 and 1.6 percent per year for the next 10 years, from 2025 to 2035, with the average expected annual growth rate of 0.9 percent. The population growth rate over the following 10 years, from 2036 to 2046, is anticipated to be between 0.5 and 1.3 percent, with an average expected annual growth rate of 0.7 percent. By 2046, the total population in Skagit County is forecasted to increase 23 percent from 2022 estimates.
- Meter growth is highly correlated with population estimates over the past 15 years. New meter sales are anticipated to increase between 0.6 and 1.6 percent annually. By 2046, the total meter count is projected to grow 21 percent from 2023 levels.

- Judy Reservoir Water Treatment Plant [Judy WTP] is the primary supply source for the Judy System, accounting for 97 to 99 percent of the total supply. The remaining supply source is from the Anacortes WTP, which is typically only used as a backup or emergency supply source.
- Overall, water consumption has been declining over the past 15 years. Three factors contribute to this decline: water efficiency fixtures in new construction, reduced landscaping irrigation, and water use elasticity, which results from annual rate increases.
- The average day demand [ADD] for an equivalent residential unit [ERU] has also been declining from 152 gpd/ERU in 2012 to 146 gpd/ERU in 2022, mirroring the decreasing trend in overall consumption.
- The water consumption is forecasted to remain relatively consistent through 2030, then rise.

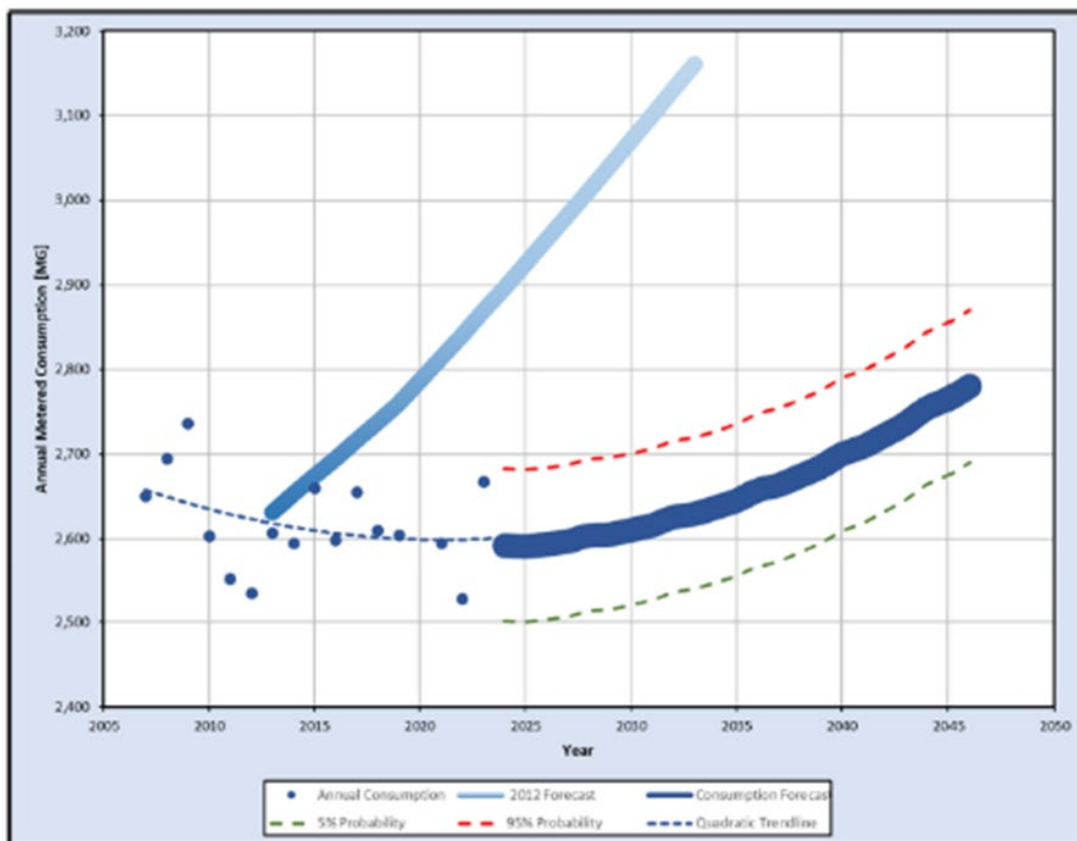


Figure 18. Figure Title

Judy Reservoir Source Characteristics

Judy Reservoir obtains water from four streams in the Cultus Mountain watershed (Gilligan Creek, Salmon Creek, Turner Creek, and Mundt Creek) and the mainstem Skagit River. The Cultus Mountain

watershed starts about two miles east of the community of Clear Lake. All the streams in the watershed drain eventually to the Skagit River and are subject to instream flows.

Water is collected from the four Cultus Mountain streams at diversion structures and transported to Judy Reservoir through two collector pipelines. The diversion structures are set up on a bypass system, allowing water to flow past the diversion. Instream Flows set by Rule under WAC 173-503 limit the diversion quantities available from each stream based on the month of the year. When the water measured on Cultus tributary gauges does not meet these minimum flows, the PUD can divert water from its point of diversion on the Skagit River.

Considering the capacity and a combination of stream flows and river pumping to replenish drawdown, the reservoir has the potential to stay full during the year and provide more readily capacity for emergencies.

In 1990, as the Safe Drinking Water Act gained momentum, the PUD constructed a new filtration plant to meet new treatment requirements. This plant features direct filtration and chlorine dioxide treatment followed by chlorination before distribution. Before constructing the filtration plant, the utility needed to treat Judy Reservoir with copper sulfate to kill algae. Unfortunately, that left a slight odor in the water and upset the algae population's natural food chain. After the filtration went online, the PUD discontinued copper sulfate, allowing algae to grow naturally. The filtration process now removes all algae.

The PUD doubled its water filter plant's capacity at Judy Reservoir in 2009 to address our area's growing needs. Along with this expansion, the PUD constructed a new pumping station on the Skagit River to augment flows from the Cultus tributaries, which had been the primary source of water supply. Pulling water from the Skagit River enables the PUD to fill Judy Reservoir when fish protection requirements limit diversions from the streams.

The PUD holds water rights to the Cultus Mountain streams, the Skagit River, two groundwater wells, and the Judy Reservoir storage. Under present and projected operational conditions, the Judy System has sufficient capacity to meet PUD water needs for at least 50 years.

Historical annual water usage is widely dispersed, adding uncertainty to the consumption projections. Therefore, the 5 and 95 percentile boundaries are provided as a reference. Ninety percent of future water consumption values are expected to fall within these boundaries. If future consumption falls outside these boundaries (see table above); the forecast should be re-examined. The Judy System is projected (2045) to have a surplus capacity of 3.37 MGD.

Planned Projects

Transmission Pipeline Program:

MP24-6 Sedro-Woolley Central Area Pipeline Replacement

This project replaces existing water pipelines along Talcott Street, Nelson Street, and Bennett Street within Sedro-Woolley near Central Elementary and Mary Pursell Elementary schools. Existing pipelines in this area consist of small-diameter AC, PVC, and cast-iron pipes installed in the 1940s, 1950s, and

1960s. The increase in pipe size will also increase the fire flow potential in this service area. The pipeline length is approximately 5,000 LF.

MT13-9 Sedro Woolley Transmission Line – Phase 3 (River Crossing)

This project replaces the existing aerial crossing over the Skagit River from South Skagit Highway to River Road east of Sedro-Woolley. The 20-inch aerial pipeline, installed in 1957, may reach its hydraulic capacity within the next decade, depending on growth and water demand within the service area north of the Skagit River. The new pipeline size, alignment, and installation method (aerial or boring) have not been determined.

Stantec inspected the pipe bridge in 2022. A February 10, 2023, report summarized the inspection procedure and assessment conclusions. The structure was observed to be in overall good structural condition. The assessment team proposed both reactive and proactive recommendations. The conclusion is that preventative measures and repairs will extend the structure's useful life. Skagit PUD is proceeding with recommended corrective measures. One aspect that was not assessed was the earthquake resiliency of the structure, which may be evaluated in a future seismic study.

MT20-1 Sedro Woolley Transmission Line – Phase 2 (Top of Hill)

This project replaces an existing 20-inch and 30-inch transmission pipeline, installed in 1970, from the WTP to the southerly terminus of the 36-inch Emergency Repair pipeline (Phase 1) installed in 2015. There is anecdotal evidence that this transmission pipeline may be leaking near the Chain Lakes area. This potential leak will be investigated further using leak detection equipment and in-pipe hydroponic investigation. This phase incorporates approximately 6,500 LF of 36-inch welded-steel transmission pipeline.

MT20-2 Sedro Woolley Transmission Line – Phase 4 (N. Side of River)

This project replaces a transmission pipeline from the Skagit River crossing into Sedro-Woolley. This phase incorporates an undetermined length of transmission pipeline. There is no evidence that this pipeline segment needs to be addressed in the 10-year time horizon.

Storage Tank Program:

MR13-5 North Sedro-Woolley Storage Tank (1.0 MG, 430/350-HGL)

This project is in the north or northeast part of Sedro-Woolley and will serve future demands in this area as the population and water demand increase. A preliminary capacity is estimated to be 1.0 MG. The existing Hoogdal Storage Tank (0.1 MG) also serves this area but does not provide adequate standby storage as the water demand in this pressure zone increases. A site has not yet been selected for this new storage tank, but preliminary discussions with the Upper Skagit Indian Tribe have occurred recently.

Telecommunications

Existing Facilities

Telephone, cable and internet service to the Sedro-Woolley urban growth area is provided by many private companies. The telephonic and cable transmission system presently has the capacity to serve all of the population within the city's urban growth area with future facility improvements centered on providing better and more varied service capabilities.

Among the currently existing facilities, the Sedro-Woolley Central office was installed in 1990 and is equipped with seven thousand forty (7,040) lines and has an emergency stand alone capability feature. Within the Sedro-Woolley exchange are the following ESA remotes: Garden of Eden (equipped with four hundred twenty (420) lines), Northern State (six hundred forty (640) lines) and United General (six hundred forty (640) lines). Sedro-Woolley also serves as a conduit on the fiber optic routes with branches running east along Highway 20, south to Burlington and Mount Vernon, and north to Deming and other communities.

The telephone service industry has changed drastically since 2000 and consumers have a much greater choice of telephonic service providers. With the expansion of cable and wireless technology and restructuring of regional service provider licenses and contracts, a consumer is no longer restricted to one provider for "land-line" telephone service. Verizon is the primary land-line telephone provider for home and businesses in the Sedro-Woolley UGA. Comcast cable provides digital phone service and internet service as well as television cable service. Clear (formerly Clearwire) provides internet service and some phone service using cellular tower connections instead of relying on telephonic transmission lines or coaxial cable lines. Several smaller companies provide internet service within the Sedro-Woolley UGA.

Projected Need and Demand

The Telecommunications provider plans are developed in five year increments so long-term 20 year plans are unavailable. Increased facilities are dependent on population and service demands. Within the next five years, the Sedro-Woolley exchange will be adequately served by line adds to existing remotes, TCDPG for analog carrier replacement, and equipment required for special service. A project was recently completed to provide feeder pairs to cross connect serving approximately five hundred (500) new housing units in the area defined by Highway 9 and Highway 20, Sapp Road and the railroad right-of-way. In addition, at the present time, ninety-two working channels of analog carrier exist in the Sedro-Woolley exchange. Finally, upgrades on the remote switch and direct interface pair gain devices identified in the five year plan will affect future base unit sizing. These requirements will be reflected in the Central Office Exchange (COE) Equipment Plan program as forecast and capital budget information is finalized. The COE plan will be updated annually to reflect longer range changes or as required for critical changes.

In general, the existing backbone network of cable and switches will not change. AT &T does have fiber following Highway 20 through the town.

A listing of the existing and projected generation and transmission projects, and locations is available for review at the planning department office.

Cellular

A cellular telephone system is a series of transmission facilities or (cell sites), which use FM radio signals to transmit conversations and data to mobile/portable phone users. Cell sites consist of transmitting and receiving equipment and microwave relays, usually mounted on monopole or lattice tower, and ground mounted switching equipment. Cells cover roughly hexagonal-shaped areas, so as to maximize coverage while minimizing signal overlap, and thus interfering with other cells. The effect of this limitation on the number of channels per cell is that as the number of mobile phone users in an area grows, each cell must be subdivided into smaller cells to accommodate the increased demand. Consequently, an increased number of transmission facilities is required. However, since the height of the transmission facility determines the area it covers as cells are subdivided into smaller cells, the height of transmission facilities must be reduced to minimize signal overlap. There are two licensed cellular towers in the Sedro-Woolley limits. The first is located near the center of town at the south end of the Sea-Land Industrial Park. The second tower is located on the south facing side of Dukes Hill, just east of the end of Marie Place, north of McGarigle Road. Cellular service is available in Sedro-Woolley from all the major cellular phone carriers.

Cable Television

Comcast Cable Services provides cable television service throughout most of the Sedro-Woolley planning area. Service is provided on overhead lines throughout most of the city. However, new plats require underground utilities. Wave Broadband provides service to areas not served by Comcast. The cable companies observe a service area agreement that prevents overlapping of service. Dish and satellite television is available in all areas of the UGA, but no regional infrastructure is necessary for these services.

Public Utilities Goals and Policies

GOAL U1: Develop all city utilities at levels of service appropriate to planned orderly growth.

- Policy U1.1 Manage city-owned utility systems effectively to provide quality service.
- Policy U1.2 Provide utility permits in a fair, timely and predictable manner.
- Policy U1.3 Expand existing utility system according to the city's land use plan.
- Policy U1.4 Require services as a condition for annexation, consistent with proposed land use and utility comprehensive plans.
- Policy U1.5 Work in coordination with the respective utility providers to establish levels of service.
- Policy U1.6 Work in coordination with P.U.D. to explore additional supply options, including but not limited to conservation, purchasing of additional water, diversion of Skagit River water, development of groundwater/artificial recharge resources, dredging, raising the dam at Judy reservoir, and the construction of an additional impoundment reservoir.

GOAL U2: Ensure that utility service promotes public safety and convenience.

- Policy U2.1 Cooperate with other utility agencies to control hazardous wastes.
- Policy U2.2 Educate the public in proper handling of hazardous waste. Encourage the use of alternative products and practices that reduce use of hazardous materials.
- Policy U2.3 Provide disposal locations for household, commercial and industrial hazardous wastes.
- Policy U2.4 Engage a public review process for the siting of any waste disposal facility.
- Policy U2.5 Site utilities in such a manner to protect citizens from short- and long-term adverse health impacts.
- Policy U2.6 Provide public education programs on topics such as pollution control and water quality.
- Policy U2.7 The city supports efforts to establish an open, competitive marketplace for telecommunication services in order to provide the latest and best technology available and keep service prices affordable for all city residents and businesses.
- Policy U2.8 Encourage economic development while preserving aesthetic and other community values and preventing proliferation of above ground facilities.

- Policy U2.9 Encourage the provision of advanced and competitive telecommunications on the widest possible basis to the businesses, institutions and residents of the city.
- Policy U2.10 Require all new development to provide either telecommunications or conduit to encourage the extension of telecommunications within the public right-of-way.
- Policy U2.11 Site plans for proposed developments shall show the location of all pipeline easements.
- Policy U2.12 Sedro-Woolley recognizes the potential hazards associated with developments located near or adjacent to pipeline corridors.
- Policy U2.13 Developments located near or adjacent to pipeline corridors should incorporate design elements and safety features to minimize the level of risk of injury to property and persons and loss of life which may result from pipeline accidents, both during construction and during occupancy following construction.
- Policy U2.14 Sedro-Woolley should seek the pipeline operator's participation in determining appropriate safety measures for specific locations, and to educate the public about safety risks associated with pipelines.
- Policy U2.15 Sedro-Woolley shall seek monitoring by the pipeline operator of permitted development that involves land disturbance or other significant work within the pipeline corridor, including potential soil erosion problems over pipelines associated with storm water discharge.

GOAL U3: Benefit community aesthetics and protect the environment.

- Policy U3.1 Maintain infrastructure design and construction standards which are environmentally sensitive, cost-effective and safe. Facilities should be designed to be compatible with surrounding neighborhoods.
- Policy U3.2 Promote conservation of water and electricity within the urban growth area. Work with utilities, service agencies and other jurisdictions to promote conservation products and programs.
- Policy U3.3 In accordance with state rules, regulations, and tariffs, require undergrounding of all new electrical distribution or communication lines, and encourage undergrounding of existing electrical distribution or communication lines in residential areas.
- Policy U3.4 Require city notification prior to removal of vegetation within a city right-of-way or sensitive area by private service providers.
- Policy U3.5 Require reasonably appropriate screening and compatible integration of all new above-ground utility facilities.
- Policy U3.6 Encourage professional and sensitive vegetation management within utility rights-of-way, recognizing utilities' needs for clearance between trees and lines.

- Policy U3.7 Combine utility and communication facilities such as antennas and easements wherever possible. Encourage joint use of utility corridors as recreational trails where appropriate and reasonably achievable.
- Policy U3.8 Encourage conversion to environmentally sensitive alternative energy sources.
- Policy U3.9 Encourage local businesses to contribute to improving community infrastructure through local improvement districts (LID's).
- Policy U3.10 Require new development to connect to Skagit PUD water system and not allow new well connections.
- Policy U3.11 Work with Skagit PUD to identify existing wells. Encourage new main extensions be made available in areas where PUD water is not available. Encourage well-users to connect to PUD water when water main is available.

GOAL U4: Ensure non-city utilities are consistent with city plans and community values.

- Policy U4.1 Coordinate with other jurisdictions and government agencies to plan and implement regional or multi-jurisdictional utility improvements.
- Policy U4.2 Coordinate with Skagit County and the State of Washington to ensure that new utility facilities constructed in potential annexation areas conform to city of Sedro-Woolley standards.
- Policy U4.3 Ensure that local policies do not conflict with public service obligations of utility service providers.
- Policy U4.4 Negotiate a strategy with service providers in the county for transfer of services to the city of Sedro-Woolley upon annexation. Such a strategy should include relevant environmental, financial and engineering studies.
- Policy U4.5 Recognize Puget Sound Energy's Skagit County GMA Electrical Facilities Plan as the electrical facilities plan of the city of Sedro-Woolley and its urban growth area (UGA).
- Policy U4.6 As to great an extent as possible, require placement of utilities in transportation rights-of-way and utility corridors.



Sedro-Woolley post office by Carl Waluconis.

CHAPTER 8

Economic Development Element

Vision Statement

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

Purpose And Relationship to GMA

The purpose of the economic development element is to provide guidelines for maintaining and enhancing economic vitality in appropriate locations in Sedro- Woolley's urban growth area to encourage and support adequate selection and availability of employment opportunities and goods and services for all of Sedro-Woolley's residents. The economic development element outlines the City's economic development goals and policies and serves as a road map to achieve those economic goals and policies. This element also helps prospective business owners and investors understand the City's economic development needs and investment opportunities within the City as well as acknowledging the importance of supporting local businesses and the development of new industry in the City of Sedro-



2014 Loggerodeo. Photo by sunrisesoup.



Retail in Sedro-Woolley's downtown.



Downtown mural.

Woolley. The goals and policies also provide guidance for embedding equity and inclusivity during the transition to a clean energy economy within the City.

The Growth Management Act requires the inclusion of an economic development element. Section 36.70A.070(7) of the Revised Code of Washington (RCW), requires:

"An economic development element establishing local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life. The element shall include: (a) A summary of the local economy such as population, employment, payroll, sectors, businesses, sales, and other information as appropriate; (b) a summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, workforce, housing, and natural/cultural resources; and (c) an identification of policies, programs, and projects to foster economic growth and development and to address future needs. A city that has chosen to be a residential community is exempt from the economic development element requirement of this subsection."

The Act also requires countywide planning policies to address economic development and employment. Skagit County's policies as they address economic development are set forth in Section 5 of the Skagit County Countywide Planning Policies, updated in March, 2025. The next required update to the Countywide Planning Policies is in 2035. The following Countywide Planning Policies are particularly salient to the City's economic development plan:

- Policy 5.5. A diversified economic base shall be encouraged to minimize the vulnerability of the local economy to economic fluctuations.
- Policy 5.6. Commercial, industrial and residential acreage shall be designated to meet future needs without adversely affecting natural resource lands, critical areas, and rural character and lifestyles.
- Policy 5.15. The comprehensive plan shall support and encourage economic development and employment to provide opportunities for prosperity.

The city is also a retail service center that, due to the increase of the service area* population, has grown at a steady rate. It is anticipated that the population in the city's service area will increase more than the urban growth area population, resulting in an increase in the demand for space for commercial and service activities in the city's urban growth area.

(* A service area defines the geographic region where a business offers its products or services. It can be a neighborhood, city, county or even an entire state. In the case of Sedro-Woolley, its retail center service area reaches well beyond the city limits).

If Sedro-Woolley is reasonably expected to support a stable and healthy economic base for residents, and also to provide employment opportunities to people who live close by, it must provide land with sufficient commercial and industrial capacity to accommodate the city's employment target. It is also necessary that the city be aggressive in its effort to attract new businesses and industrial activities that provide living-wage jobs for Sedro-Woolley residents.

The city's vision statement includes language stating that the city will be a full-service community where there are ample opportunities to work, live, shop and play within the same geographic area. Adequate commercial and industrial areas with site plan control must be provided for a diversified commercial and industrial base.

This economic development element is outlined as follows:

- Designations of commercial and industrial land
- Profile of planning area
- Economic development strategy
- Economic development goals and policies

Commercial and Industrial Land Designations

Commercial

There are three commercial -supportive zoning designations in the city: the Central Business District (CBD), the Mixed Commercial zone (MC), and the Makers District (MD). The designations, intended to implement the goals and policies of the economic development element, allow a diversity of commercial options and provide for appropriate separations between potentially conflicting uses. Intensities for commercial uses refers to a combination of factors, such as visual appearance and building size, traffic generation, noise, dust, light, and economic value.

Commercial areas, including professional services (office-oriented) and tourist-related facilities, should be compact with easy access and adequate off-street parking, and loading facilities. Retail commercial areas should be, whenever possible, convenient for major routes of transportation, tourism commercial and professional office service areas should also be convenient to and along major routes of transportation. Each commercial area should be designed to adequately serve the public while discouraging the movement of disruptive traffic through residential areas.

Central Business District Designation - (CBD)

The central business district designation is for medium intensity commercial and higher density residential uses and is designed to allow those normal commercial uses that are consistent with a pedestrian-oriented business area. The designation is intended for the established commercial areas of the city which lie generally between State and Warner Street to the South and the Burlington Northern Railroad to the north. A small section of CBD designated area lies between the Burlington Northern Railroad and State Route 20 between the Burlington Northern Railroad to the west and Murdock Street to the east. In general, the east/west perimeters of the central business district are State Routes 9 and 20 to the west and Haines Avenue and Fifth Street to the east.

Much of the traditional CBD encompasses the historic downtown located between the Burlington Northern Railroad to the north and State Street to the south, and between the Burlington Northern Railroad on the west and Puget Street on the east. Many historic buildings are located in this area

including the Bingham-Holland Building built in 1905, the Schneider Building built in 1914, and the Livermoore Building built in 1915. Outside of this traditional area single-family residential and multi-family uses are located in the central business district. Some of these areas are in a transitional stage with commercial structures gradually expanding beyond the historic downtown area into adjacent neighborhood centers. The City's historic downtown area is centered in the heart of the CBD, along Metcalf Street, beginning about one half mile south of State Route 20. The historic downtown is an active commercial district serving many of the commercial and retail needs of the City's residents but also maintains an early 1900's architecture that makes the downtown area a significant destination for visitors and tourists. Because the CBD is not directly adjacent to the major State Routes through the City, it is possible that visitors can pass through town without being aware of the City's central business district, including the impressive historic downtown area. Improved access and directional signage to the CBD and historic downtown can help stimulate new development in the area.

The CBD is also a mixed-use zone, allowing residential uses located above the first floor or at the rear of a commercial and/or retail primary use or multifamily residential development independent of commercial uses in certain locations.

Mixed Commercial Zone – (MC)

The intent of the MC zone is to encourage a compatible mix of commercial and residential development. Standards are intended to present an attractive and welcoming appearance to visitors at the entrances to the city and at selected nodes along major roads; manage traffic impacts; encourage more non-motorized trips and reduce stormwater runoff. Commercial development should be scaled down when adjacent to residential areas to improve compatibility between uses.

An Urban Village Mixed Use (UVMU) overlay is designated for a portion of the MC zone north of State Route 20, west of Trail Road, and east of Brickyard Creek. The UVMU overlay allows for and encourages higher density residential and commercial development in the MC zone when the development includes additional open space and pedestrian amenities. The overlay is intended to encourage a higher concentration of development while improving the overall quality of the development. The intent is to create a pedestrian oriented commercial and residential environment similar to that of a traditional downtown commercial district, as opposed to auto-oriented commercial development that is more typically associated with commercial development of the past 50 years.

Makers District – (MD)

The Makers District (MD) is located at the former site of the Skagit Steel plant, near the intersection of Cook Road and State Route 9 / State Route 20. It is highly visible to residents and tourists alike and is intended to create an aesthetic and welcoming entrance to the CBD. Balancing the historic use of the land with its unique location in the heart of Sedro-Woolley, this zoning designation provides for light manufacturing, retail, professional services, restaurants, and residential uses. This highly flexible zone ensures existing business owners are not displaced, while expanding the site's potential to become a focal point of the City. A mix of uses in this location also prioritizes public safety. The presence of residential, commercial, and light industrial uses ensures that the site is in the general view of the public

at all times, deterring nuisances and dangers that arise in low-visibility locations and preserving nearby property values.

Industrial

Industrial uses should have ready access to primary transportation corridors and utilities with sites large enough to accommodate off-street parking, loading and reasonable expansion. Industrial areas should be compatible with surrounding land uses and be buffered from conflicting uses. The industrial areas in Sedro-Woolley are vibrant and provide a wide-array of skilled, living-wage jobs. The goods developed by the City's industrial businesses are a source of pride to area residents. The City has one zoning designation for all types of industrial activities, the "Industrial" zone (abbreviated I).

Industrial activities are also subject to landscaping and buffering requirements as set forth in the city zoning code when adjacent to residential and commercial zones. The intent of the industrial zone is to provide appropriately located areas for manufacturing, warehousing, distribution, and office uses to enhance the city's economic base in a manner that minimizes impacts to surrounding non-industrial zones. The standards recognize the market preferences and construction techniques characteristic of this type of use.

Commercial, retail, light manufacturing, and residential uses are permitted at a limited scale to preserve the majority of land in this category for industrial and business uses.

Though some uses may be outright allowed in the industrial zone, the city's Essential Public Facilities (EPF) ordinance (Chapter 17.88 SWMC) sets additional review measures for uses that potentially may have a negative impact on surrounding neighborhoods and uses. The EPF ordinance requires that new EPFs obtain a conditional use permit, which requires broader public notice and public hearings. An EPF is defined as a facility owned or operated by a governing body, public utility, private utility, transportation company, or any other entity that provides a public service as its primary mission and is difficult to site.

In 2024, the city adopted a temporary moratorium for processing permit applications for major utility development projects that involve the storage and generation of electricity. New development regulations are being considered in Industrial and other areas to address the risk posed by newly emerging technologies.

Profile Of Planning Area

Skagit County Profile

In terms of population and economic vitality, Skagit County continues to be one of the fastest growing counties in the Puget Sound region. The county benefits from its location between Seattle and Vancouver, B.C., along the I-5 corridor.

Skagit County has seen incremental growth in employment over the past two decades, despite employment declines during the 2008 financial crisis and the COVID-19 pandemic. The mix of employment by industry has shifted over time. Warehousing, transportation, construction and utilities,

education, and manufacturing industries had the strongest rate of growth countywide, while the sectors that have recovered fastest since the COVID-19 pandemic are education, retail, finance, information, real estate and services, and manufacturing. Strategies and policies have been formed to mitigate the impact of these types of fluctuations through a wider scale diversification of business activities.

Despite all the attention paid to Skagit County’s urban and suburban economic development, it is important to remember that the county still has a significant natural resource base. In fact, it is diversified in two areas: logging and lumber, and agriculture and dairying.

Sedro-Woolley Profile

In terms of population, Sedro-Woolley has continued to grow. Between 2010 and 2024, the population of Sedro-Woolley increased from 10,540 to 13,080, an increase of 24.1%.

In 2024 the Skagit Council of Governments (SCOG) commissioned a new Comprehensive Economic Development Strategy and established growth projections and allocations. The table that follows shows the jobs allocation for the Sedro-Woolley Urban Growth Area (UGA) over the planning horizon:

2022 Employment	2045 Employment Target	2022-2045 Employment Growth	Pct Total Countywide growth	Compound Annual Growth Rate (CAGR)
4,640	7,040	2,399	12%	1.8%

Source: SCOG Growth Allocations and Projections Final Report, 2024

Employment growth allocation by sector within the Sedro-Woolley UGA is as follows:

Sector	2022 Employment	2025 Employment	2045 Employment Targets	2022-2045 Employment Growth		
				Amount	Pct Total Growth	CAGR
Resource	74	74	74	0	0.0%	0.0%
Warehousing, transportation, construction and utilities	467	468	468	0	0.0%	0.0%
Manufacturing	483	483	508	25	0.1%	0.2%
Retail	640	710	818	178	0.9%	1.1%

Sector	2022 Employment	2025 Employment	2045 Employment Targets	2022-2045 Employment Growth		
				Amount	Pct Total Growth	CAGR
Finance, insurance, real estate and services	400	430	509	109	0.5%	1.1%
Education	700	749	983	283	1.4%	1.5%
Government	319	353	598	280	1.4%	2.8%
Health	934	1,039	2,133	1,199	5.8%	3.7%
Self- employment	624	669	949	325	1.6%	1.8%

Source: SCOG Growth Allocations and Projections Final Report, 2024

The 2,855 jobs allocated to the Technology sector are the anticipated job growth associated with the SWIFT Center (formerly the Northern State Hospital Campus), and Sedron Technologies, located downtown. The total number of jobs in Sedro-Woolley is anticipated to nearly double over the planning horizon, primarily due to the growth of the Technology sector.

The city benefits from its close location to the I-5 corridor and its location adjacent to two state highways and the Burlington Northern Railroad. Small firms that might have located in other parts of the county are discovering less expensive, less congested neighboring cities. The city is well positioned to take advantage of this situation to enhance its economic development.

In the past the city has been hampered by its dependence on logging and lumber operations and on the activities taking place at the Skagit Plant site. When economics forced a slowdown in logging and related activities and in the closure of the manufacturing site, the city faced severe economic impacts. Likewise, the closure of the former Northern State Hospital heavily impacted the city with its loss of employment opportunities. For this planning period, the City of Sedro-Woolley is continuing to attempt to diversify its economic base and make investments in infrastructure to support establishment and expansion of businesses that serve the community and the surrounding area. The former Skagit Plant is now an industrial park, renting out portions of the facility to smaller, independent businesses. There is opportunity for new and innovative light manufacturing and commercial businesses in this zone.

The City has completed construction of a roundabout on State Route 20 that provides much-needed truck and vehicular traffic to the Industrial Park and new access to the industrial lands to the north of SR 20. The new access to two of the largest parcels of industrial land to the busiest state route (SR 20) in Skagit County is expected to spur increased manufacturing, warehousing, distribution, and office uses

in the center of Sedro-Woolley. The transfer of the former Northern State Hospital property to the Port of Skagit and the continued implementation of the SWIFT Center planning work will continue to diversify the City's economy and reinvigorate economic activity at the former Hospital Campus.

The focus of Sedro-Woolley economic development efforts has not been merely job growth and diversification, but also the establishment of the city as an economic entity unto itself. In addition, the City has aimed to do so while not sacrificing its natural environment, public health, and community values.

Factors Influencing the Planning Area

As part of the Puget Sound Economic Region, Skagit County and Sedro-Woolley will be impacted over the next twenty (20) years by several important factors:

- Skagit County and Sedro-Woolley are strategically located halfway between Seattle and Vancouver, British Columbia, providing an attractive location for business, investments, and economic development. The region serves as a gateway to the Cascades and the Asia-Pacific region and is home to innovative industries and a rapidly growing technological sector. With access to excellent schools, world class recreational opportunities a highly skilled workforce, Skagit County offers an affordable, cost-competitive, and welcoming environment for new businesses (and their employees) to thrive. The tourist and recreation industry is markedly increasing as a result of continued growth in leisure-time activities. The aging of the “baby boomers” and individuals and families moving to the area for more affordable housing options, will likely continue to affect this industry in this planning period..
- Sedro-Woolley has unique resources: “Gateway” to the North Cascades, a vibrant historic downtown, the railroad, trail system, location astride two state highways and proximity to the I-5 corridor. These resources can be put to work to create a dynamic and healthy environment for economic growth.
- SWIFT Center development. “The Center” is a planned research and development complex focusing on technology on the grounds of the former Northern State Hospital. While planning and an environmental study have been conducted on this campus, actual development has been slow. The City will have the chance to shape this area according to economic trends and local and regional needs in partnership with the Port of Skagit, and other entities .
- According to a 2025 Business Climate Survey Report by the Economic Development Alliance of Skagit County (EDASC), overall, respondents were optimistic about the business environment in Skagit County and would recommend Skagit County as a good place to do business. Key challenges facing businesses include:
- Workforce issues. A significant number of businesses struggle with hiring and retaining qualified employees.
- Cost of development and regulations. Concerns were raised over permits, land use regulations, utility barriers, and increasing business costs.

- Access to capital and lending. Many small businesses, particularly those in retail and service industries, reported difficulty securing funding for expansion or stability.
- Supply chain constraints. Manufacturing, agriculture, and food service businesses noted issues with supply chain disruptions.
- Childcare and Housing. The land of affordable housing and childcare availability for employers were identified as major barriers to workforce retention.

Inventory and Analysis

The following discussion includes an inventory and analysis of the socio-economic characteristics of Sedro-Woolley.

EMPLOYMENT BY SECTOR

Government/Education

Historically the single largest employment category in Sedro-Woolley has been government jobs. The unusually large percentage of the work force in the public sector is due in large part to the public schools, the presence of the Department of Natural Resources office, the North Cascades National Park headquarters, the United States Forest Service office and local government offices within the city limits. In terms of its share of total employment, public sector employment is expected to continue to be a leader in employment growth over the planning period but trailing self-employment and health care over the planning period.

Due in large part to the location of the PeaceHealth United General Medical Center (formerly United General Hospital), including the health service offices surrounding the hospital, as well as several assisted/senior living facilities (including Birchview Memory Care, Hilde Senior Living Solutions and the Life Care Center) within Sedro-Woolley, health care and social assistance jobs make up the second largest category of employment in the City and are expected to be the fastest growing industry through 2045. The former Northern State Hospital property that includes the SWIFT Center lies in the City's urban growth area. The campus is still used by many social assistance organizations including Job Corps and Pioneer Human Services' treatment center. These existing employers are significant contributors to the health care and social assistance industry in Sedro-Woolley's geographic and economic sphere of influence.

The majority of the employment is in the commercial corridor along Highway 20 and the downtown area. Industrial uses, including manufacturing and wholesale trade activities, are in the Industrial and Makers District zones. Additionally, home occupations are scattered throughout the community.

Technology and Innovation

Sedro-Woolley's Innovation and Technology sector is a fast-growing section of the local employment sector. Companies serving the aerospace and green technologies are an important driver of future employment opportunities in Sedro-Woolley. The SWIFT Center is a 225-acre property and managed

by the Port of Skagit. The Center is designed to accommodate research, development and ancillary activities associated with the technology and innovation  sector.

Retail Trade

The existing retail activity in the urban growth area is a product of numerous years of development in the downtown core and along the commercial corridors located along portions of State Route 20 (and Moore St.), State Route 9 (and North Township), and Cook Road west to I-5. The central business district is quite large, at about one hundred forty-five (145) acres. The Mixed Commercial zoning along the highways is limited to certain areas along the corridors and is approximately one hundred and forty-six (146) acres. While the CBD is intended to accommodate medium intensity commercial development and is designed to allow those normal commercial uses that are consistent with a pedestrian-oriented business area, the Mixed Commercial zone is intended to accommodate auto oriented retail development (i.e. gas stations, fast food restaurants) with the potential for residential uses above commercial uses. Commercial activities are intended to serve both local and regional residents and pass-through motorists traveling across the North Cascades Highway (State Route 20) and State Route 9 for recreational activities.

The largest portion of retail sales activities occurred in food stores, eating and drinking establishments, building materials and hardware, and automotive dealerships. Shopping facilities in Sedro-Woolley provide a primary source for many retail  goods north, south, and east of the city. The city's retail trade area encompasses the city, State Route 20 east past Newhalem to the county line, north to Alger, and south to Big Lake.

There is one community shopping center located near the intersection of State Route 20 and Cook Road, anchored by a grocery store and an automotive parts store. The existing central business district (CBD) encompasses  many retail activities including automobile sales and service, drinking and eating establishments, a pharmacy, hardware stores, clothing stores, specialty shops, several antiques stores, and a number of smaller establishments. There is commercially zoned land located within the central business district, particularly in the MC zone, that is either vacant or underutilized.

In addition to the community shopping center and central business district, there are  several facilities serving automobile traffic adjacent to State Routes 20 and 9. There are several vacant or underutilized commercial properties along State Route 20. Except where State Routes 9 and 20 share the same path, there is little commercial property along State Route 9.

Service Industries

Sedro-Woolley's professional service sector continues to assume a greater role in the local economy. This sector is comprised primarily of professional office, financial, insurance, medical/dental, legal, and real estate services provided to the growing construction and retail trade sectors and to the growing population within Sedro-Woolley and the surrounding area. Service sector employment generally depends upon a strong retail and manufacturing base to supply ancillary support services and a strong population base.

There are many service uses located in the CBD, including several banks, professional offices (including at least three professional engineering companies), salons/barbers, insurance and realty businesses, dental and doctor offices, heating and plumbing companies, law offices and other services. The Mixed Commercial properties focused along State Route 20 are primarily retail, serving automotive traffic.

Industrial

Industrial business continues to grow slightly in the urban growth area. Industrial business occurs through activities largely located in the industrial parks.

The bulk of the industrial activities in Sedro-Woolley take place in either the old Skagit Plant site, the Industrial properties on the east side of town, or Sunset Industrial Park. The old Skagit Plant site formerly housed the Skagit Steel and Iron Works (later Skagit Steel Company) that manufactured a gas-powered hoist used in the logging and farming industries. With this innovation and other products for mining, logging, and other industries, the Steel Company, later Bendix Corporation continued to manufacture projects until the site closed in 1985. Since its purchase by Sealand Development Corp, the site has been cleaned up and has gradually developed into heavy industrial uses, including manufacture of components for the aerospace industry, a modular office manufacturer, a boat manufacturer, a traffic equipment manufacturer, and a number of smaller light and heavy industrial manufacturers. (The MD zone is the approximate location of the second Skagit Steel location.)

A large section of industrial property lies north of State Route 20, just west of Fruitdale Road. This area hosts a perfume manufacturer, an aerospace industry contractor and other industrial uses. Another smaller industrial park site, Sunset Industrial Park, is in the southern portion of the city adjacent to State Route 20. Activities in this park include several small heavy and light industrial activities and commercial activities (related to the industrial development).

Several areas are zoned for industrial uses which are not yet industrially developed but have the potential of being developed. One forty-acre parcel is north of Moore Street (State Route 20) and is zoned Industrial. Other Industrial zoned areas include the two large sawmill sites in the city. Another undeveloped industrial site is located between State Route 9 and Maple Street.

Other light industrial areas are located adjacent to State Route 20 on the south side of the city.

Sedro-Woolley supports a range of industries in aerospace, construction, and natural resources. Some of the largest representative industries include the following:

Table 32. Sedro-Woolley Major Industrial Employers

Company Name	Type of Industry
Thermacor Process, LP	Insulated Pipe Manufacturing
Rothenbuler Engineering	Electrical Engineering and Manufacturing
Janicki Logging and Construction	Logging & Construction

Company Name	Type of Industry
Janicki Industries	Aerospace, Marine and Transportation
Component Engineering and Manufacturing	
Janicki Bioenergy	Alternative energy development processes
Seven Sisters	Electrical Contractor
Truss Engineering	Roof Truss Manufacturing
Fathom Yachts	Yacht Manufacturing
Truck Vault	In-Vehicle Storage Manufacturing

Economic Development Strategy

It has often been asked “Why should the public sector contribute to economic development efforts?” The most obvious reason is to promote job opportunities for members of the community. Less apparent is the role in providing necessary services to promote a higher quality of life. It has been well documented that commercial and industrial land uses more than pay for themselves (i.e., generates more taxes than the value of the services consumed). Therefore, expanded economic growth benefits every Sedro- Woolley resident by reducing the amount of ad valorem taxes that would otherwise be borne by the residential taxpayer.

As a result of Washington’s Growth Management Act and the city’s growth rate over the last decade, the city has a need for greater infrastructure improvements including roads, water, and sewer services and a host of community-related facilities. Solutions to these problems are complex.

However, a part of the solution is the need to expand the city’s tax base by attracting development that will more than pay for its growth.

The overall purpose of the economic development strategy is to improve the quality of life within the city. Public investment made to stimulate economic development helps to provide for permanent employment, increase personal income, and improve the general business climate. A more direct result of local public investment is an enhancement of the tax base, which improves the financial capacity of the city. The major thrust of the city’s economic development strategy is to convince businesses to start, expand, or locate within the city.

Unfortunately, because we live in an imperfect world, not every business has complete and accurate data on the attributes of every community where it might be located.

Many businesses have needs that could be met by many of the communities in Skagit County. Unless these businesses are made aware of Sedro-Woolley opportunities, they may go elsewhere. Economic development (i.e., seeking new or expanded employment opportunities) has grown increasingly

competitive. Sedro-Woolley, too, must maintain an aggressive economic development strategy to provide opportunities for new business. 

Sedro-Woolley Economic Development Action Plan

The city, in cooperation with various partners, issued a draft Economic Development Action Plan in the fall 2024. According to this plan, economic priorities for Sedro- Woolley include the following:

1. Continue to provide business-friendly project review and permitting
2. Support housing development to provide a larger workforce and to further support local retail.
3. Focus on public Downtown infrastructure and design improvements.
4. Improve State Route 20 and State Route corridors.
5. Improve the cleanliness and visual appearance of commercial areas, including downtown.
6. Engage in creative placemaking. Support the creation of experiences and places that are unique for visitors and residents in Sedro-Woolley.
7. Continue to work with economic development partners to provide additional help and technical assistance for online commerce and other technical business and support services.
8. Support infill commercial and housing development.
9. Continue to partner regionally to benefit the regional economy, which will benefit the Sedro-Woolley economy.
10. Continue to partner with the Port of Skagit and Skagit County on the continued redevelopment of the SWIFT Center.
11. Support enhanced tourism.
12. Citywide public infrastructure development.
13. Workforce development.

Additional priorities include:

14. Enhance the city's tax base and encourage higher-income job opportunities by aggressively promoting industrial/light manufacturing/commercial development in the city's business/industrial parks, commercial, and industrially zoned lands. To achieve this goal, Sedro-Woolley needs to identify suitable lands, establish zoning districts compatible with the neighboring zones – especially mindful of impacts to residential zones and established neighborhoods – that encourage well-suited industrial use, maintain an adequate supply of suitable commercial/industrial land, and provided infrastructure to support it.
15. Work with the property owners in the downtown area to continue efforts to establish and make more visible the identity of downtown Sedro-Woolley by providing a framework for which the retail and commercial economy can evolve into a civic and retail specialty area that

incorporates the unique Metcalf Street character of Sedro-Woolley with vital and diverse specialty retail and service businesses.

16. Encourage retail uses in the storefronts along Metcalf Street which allow window-shopping and engages passers-by. Retail uses in the storefronts give pedestrian more to look at than service uses and offices, therefore allowing pedestrians to participate in the streetscape and adding to the pedestrian-friendliness of the downtown shopping core.
17. Seek opportunities to improve pedestrian friendly infrastructure such as sidewalks and walking routes allowing access to and connectivity within the downtown district.
18. Continued support of the Central Skagit Library District contributes to the local economy. Investment in library facilities attracts local employees, their families and management to the community. Libraries are places where new ideas are discovered, databases and other reference data and information is available free of charge and where job seekers can go for assistance. A good library is a valuable tool that brings visitors and additional revenue to the city.
19. Support inter-modal connectivity by planning for an Inter-modal Transportation Center/Hub in or near the CBD. Work with and encourage SKAT to offer a city bus that circulates around Sedro-Woolley and syncs with a link route from the Inter-modal Transportation Center to Burlington.
20. Encourage a multi-modal transportation system that allows local residents to move easily from their homes to their jobs to the necessary services without exclusive dependence upon the single-occupancy vehicle.
21. Encourage new park and ride facilities and improvements to the existing park and ride facilities. Foster new partnerships with the Skagit Transit (SKAT), Van-Go and other transit organizations for increased service in and around Sedro-Woolley, especially to the Central Business District and Industrial zoned properties. Seek opportunities to encourage "express" service between Sedro-Woolley and the major city centers of Anacortes, Burlington and Mount Vernon.
22. Provide economic diversification and a broader range of higher-income employment opportunities by providing space for manufacturing and professional office development. Promote more job development in Sedro-Woolley to reduce costs for residents who travel elsewhere to work and to increase the share of spending in the local economy versus money being spent in other areas by local residents.
23. Encourage employers to support bicycle and pedestrian commuting. The City assists in supporting bicycle commuting by implementing the Bicycle and Pedestrian section of the Transportation Element of the Comprehensive Plan. Incorporate access to the city via the County trail system into the city economic development and tourism strategies.
24. Promote tourism to enhance and increase the economic vitality of Sedro- Woolley. Promote the use of the theme "Gateway to the North Cascades." Create partnerships with like cities on the east side of the North Cascade Pass, such as Winthrop or Twisp, to promote each other and

what lies between to capture dollars that might be spent elsewhere. Encourage the re-envisioning of the “Trolley Park” idea.

25. Encourage redevelopment of unused or underutilized properties for more tourism retail opportunities. Encourage the creation of CBD hotels/motels, bed and breakfasts, or other lodging prospects.
26. Encourage employment and business development opportunities at the SWIFT Center.
27. Promote the decarbonization and innovative use of technology to conduct business. Prioritize energy efficiency and electrification of new developments and redevelopment.

Economic Development Goals and Policies

The city has actively planned for an expanding light industrial/commercial economic base. While detailed manufacturing-related economic impacts have not been recorded for the city, projections of employment indicate a growing industrial/ manufacturing/commercial base can be expected for the city.

GOAL E1: To develop a sound fiscal base.

- | | |
|-------------|---|
| Policy E1.1 | Create more employment opportunities within the Sedro-Woolley economy, particularly for residents who now commute to other distant employment areas. |
| Policy E1.2 | Continue participating with other public agencies and private interests, such as Job Corps, in labor force training programs that take advantage of traditional resources. |
| Policy E1.3 | Identify and promote sites which can be developed for a variety of local employment projects. Promote development of business and industrial parks, light manufacturing, office and professional centers, and specialized commercial and entertainment centers. |
| Policy E1.4 | Work with property owners to determine the effective development capacity of sites having employment center possibilities. |
| Policy E1.5 | Withhold Sedro-Woolley services to areas outside the incorporated city limits, sewer in particular, unless potential property developers agree to annexation and the payment of local property or other revenue taxes, and associated impact fee assessments. |
| Policy E1.6 | Pursue a policy, in conjunction with the county, to expand the acreage for heavy and light industrial activities within the Sedro-Woolley urban growth area. |
| Policy E1.7 | Enhance the city’s tax base and encourage higher-income job opportunities by aggressively promoting industrial/light manufacturing/commercial development in the city’s business/industrial parks and industrially zoned lands. |

Initiatives/Actions:

- Identify suitable lands and establish zoning districts compatible with the neighboring zones that encourage industrial use
- Maintain an adequate supply of suitable commercial/industrial land
- Provide adequate infrastructure to support these areas

GOAL E2: To increase economic opportunities.

Policy E2.1	Encourage local business development opportunities and utilization by the private and public sector, particularly for small start-up businesses owned by or employing Sedro-Woolley residents. Promote local use of special small business financing and management assistance programs.
Policy E2.2	Identify facilities which may be used for small businesses. Assist efforts to reuse older buildings, redevelop vacant property, and revitalize the existing central business district (CBD).
Policy E2.3	Assist private groups to establish special improvement districts including parking and business improvement authorities, local improvement districts (LID's), or other programs necessary to the effective revitalization of the existing business and commercial districts of Sedro-Woolley.
Policy E2.4	Participate in special public/private ventures that provide public benefits and are appropriate to Sedro-Woolley's long-range goals.
Policy E2.5	Reserve certain capable lands and sites for employment-related developments. Provide a suitable supply of commercial, retail, business, office and industrial lands within Sedro-Woolley to reduce commuting requirements to outside areas for employment opportunities.
Policy E2.6	Create local employment, shopping and other urban service activities that reduce Sedro-Woolley's dependence upon other urban areas.
Policy E2.7	Work cooperatively with the Sedro-Woolley Chamber of Commerce to establish strong business leadership.
Policy E2.8	Perform a detailed commercial/ industrial land use inventory to provide more accurate information on the usable lands available for development in the urban growth area.
Policy E2.9	Encourage local business owners to attend economic development activities, forums, etc.
Policy E2.10	Improve the cleanliness and visual appearance of commercial areas, including downtown.

- Policy E2.11 Continue supporting the Central Skagit Library District, recognizing its contribution to the community and local economy.
- Policy E2.12 Support inter-modal connectivity by planning for an Inter-modal Transportation Center/Hub in or near the CBD. Work with and encourage SKAT to offer a city bus that circulates around Sedro-Woolley and syncs with a link route from the Inter-modal Transportation Center to Burlington and other employment centers.
- Policy E2.13 Encourage a multi-modal transportation system that allows residents to move easily from their homes to their jobs to the necessary services without exclusive dependence upon the single-occupancy vehicle.
- Policy E2.14 Encourage new park and ride facilities and improvements to the existing park and ride facilities. Foster new partnerships with Skagit Transit (SKAT), Van-Go and other transit organizations for increased service in and around Sedro-Woolley, especially to the Central Business District and Industrial zoned properties. Seek opportunities to encourage “express” service between Sedro-Woolley and the major city centers of Anacortes, Burlington and Mount Vernon.
- Policy E2.15 Provide economic diversification and a broader range of higher-income employment opportunities by encouraging entrepreneurship and providing space for manufacturing and professional office development. Promote more job development in Sedro-Woolley to reduce costs for residents who travel elsewhere to work and to increase the share of spending in the local economy versus money being spent in other areas by residents.
- Policy E2.16 Encourage employers to support bicycle and pedestrian commuting. The City assists in supporting bicycle commuting by implementing the Bicycle and Pedestrian section of the Transportation Element of the Comprehensive Plan. Incorporate access to the city via the County trail system into the city economic development and tourism strategies.
- Policy E2.17 Encourage employment opportunities at the SWIFT Center.
- Policy E2.18 Encourage the decarbonization and innovative use of technology to conduct business. Prioritize energy efficiency and electrification of new development and redevelopments.
- Policy E2.19 Focus on downtown improvements.
- Policy E2.20 Prioritize the transition of the Makers District (MD) near the intersection of Cook Road and Highway 9 into an inviting gateway and connection into the central business district. Actively pursue redevelopment opportunities that support a mix of residential, commercial, and small-scale manufacturing uses to jumpstart revitalization of the area.

Engage in creative placemaking. Support the creation of experiences and places that are unique for visitors and residents in Sedro-Woolley.

Building on previous actions, work with the community to develop a downtown activation plan to detail legislative, programmatic and place-making efforts to foster economic development, increase living wage job opportunities and provide a more vibrant downtown hub for residents, workers and visitors.

- Policy E2.21 Work with the property owners in the downtown area to continue efforts to establish and make more visible the identity of downtown Sedro-Woolley by providing a framework for which the retail and commercial economy can evolve into a civic and retail specialty area that incorporates the unique Metcalf Street character of Sedro-Woolley with vital and diverse specialty retail and service businesses.
- Policy E2.22 Encourage retail uses in the storefronts along Metcalf Street which allows window-shopping and engages passers-by. Retail uses in the storefronts give pedestrians more to look at than service uses and offices, therefore allowing pedestrians to participate in the streetscape and adding to the pedestrian-friendliness of the downtown shopping core.
- Policy E2.23 Seek opportunities to improve pedestrian friendly infrastructure such as sidewalks and walking routes allowing access to and connectivity within the downtown district.

GOAL E3: To realize Sedro-Woolley's image as the "Gateway to the North Cascades."

- Policy E3.1 Promote and support enhanced tourism as a means of diversifying the economy and preserving the history of the community. Initiatives:
- Promote the use of the theme "Gateway to the North Cascades."
 - Create partnerships with like cities on the east side of the North Cascade Pass, such as Winthrop or Twisp, in order to promote each other and what lies between to capture dollars that might be spent elsewhere.
 - Encourage the re-envisioning of the "Trolley Park" idea.
 - Partner with the Chamber of Commerce and local businesses on marketing and branding the city.
 - Provide cohesive directional and interpretive signage for vehicles and cyclists from different entry points.
- Policy E3.2 Establish a local tourism marketing strategy and branding for the central business district and other attractions or features in the city. Initiatives:

- Sedro-Woolley's tourism strategy should also capitalize upon the city's unique location and timber-industry heritage. Strive to maintain a balance between logging history and environmental education and preservation.
- Include the interests and influence of the Upper Skagit Tribe in Sedro-Woolley's tourism strategy. Encourage joint operation of environmental education sites and programs. Encourage development of Native American arts and crafts shops in the central business district.

Policy E3.3	Encourage retail and food service businesses to extend hours of operation on weeknights and weekends.
Policy E3.4	Work with upriver communities to identify tourism specialties to avoid direct competition with one another. Develop a tourism network that provides information on each community's specialty, along with food and lodging opportunities.
Policy E3.5	Build on the success of Loggerodeo by supporting the addition of an associated music festival, such as bluegrass or folk music.
Policy E3.6	Provide a winter festival based on the Santa Claus parade, and add ice sculpture contests, historic home tours, cross-country skiing or other athletic competition, a play and/or Christmas concert. Develop similar festivals to take place in the spring or fall.
Policy E3.7	Develop a flea market/craft show where local artists and crafts people can sell their work. Develop a network for artists and crafts people which would assist with business development, marketing and an apprenticeship program for local youth.
Policy E3.8	Support and recognize existing and ongoing activities and organizations such as the Farmer's Market, local festivals, parades, the Holiday Home Tour and the Sedro-Woolley Museum.
Policy E3.9	Actively seek grant funding and participate in regional trails development to encourage bicycle tourism in Sedro-Woolley.
Policy E3.10	Promote bicycling as Sedro- Woolley's tourism specialty. Enhance existing facilities to accommodate bicyclists, such as providing additional tent spaces and showers at the Riverfront RV Park. Build new facilities, such as centrally located public restrooms, on-street bicycle lanes and picnic areas.
Policy E3.11	Actively work to increase the variety and availability of overnight accommodations within the Sedro-Woolley area including R.V. camping, hotels, motels and Bed & Breakfasts.
Policy E3.12	Provide mitigation for negative impacts associated with tourism, including nonseasonal employment, tourist-local resident conflicts and environmental aspects.

- Policy E3.13 Use a variety of media sources to promote Sedro-Woolley tourism opportunities. Use signage and design along State Route 20 to communicate economic opportunities and attract tourism.
- Policy E3.14 Promote the relocation of the fairgrounds to the county land adjacent to the Northern State campus.
- Policy E3.15 Encourage signage explaining what companies/products are located/produced in the City's industrial areas to promote the viability of the City's industrial sector. Many interesting and important goods are produced in these areas and improving the awareness of their presence can help attract prospective industrial tenants.
- Policy E3.16 Increase the use of kiosks and directional signage to strategically direct visitors to City businesses and civic services. Consider a branding strategy for cohesive, attractive and identifiable signage.
- Policy E3.17 Expand on the existing green industries and promote the City as a hub for further sustainable and green industries.
- Policy E3.18 Encourage redevelopment of unused or underutilized properties for more tourism retail opportunities. Encourage the creation of CBD hotels/motels, bed and breakfasts, or other lodging prospects.

GOAL E4: Enhance Sedro-Woolley's Business Friendly Environment.

- Policy E4.1 Provide expedited permit processing, particularly for outright permitted uses.
- Policy E4.2 Do further work with economic development partners to provide additional help and technical assistance for online commerce and other technical business and support services.
- Policy E4.3 Support infill commercial and housing development.
- Policy E4.4 Continue to partner regionally to benefit the regional economy, which will benefit the Sedro-Woolley economy.
- Policy E4.5 Continue to partner with the Port of Skagit and Skagit County on the continued redevelopment of the SWIFT Center.
- Policy E4.6 Continue to support workforce development.
- Policy E4.7 Support housing development to provide a larger workforce and to further support local retail.



CHAPTER 9

Climate Element and Resilience and Greenhouse Gas Emissions Reduction Sub-Elements

Community resilience action in Sedro-Woolley is closely aligned with improving public health and well-being, safe transportation, and economic opportunities. A changing climate poses challenges to these sectors and more. Sedro-Woolley recognizes that these effects will continue to intensify. Climate-related impacts are countered effectively with a proactive approach ensuring changing conditions are minimally harmful and avoided, if possible. Residents are the most important community assets, and their ability to continue their daily routines uninterrupted is a priority of the city. Inclusion of sustainable, cost-effective efforts in development and growth are encouraged.

Introduction

The Climate Element evaluates the impacts of climate change on the built, natural, and social environment of the City of Sedro-Woolley and identifies local tactics to balance these changes with future growth and built environment priorities. In preparing to respond to a changing climate, Sedro-Woolley recognizes the benefit of partnership with peer communities and regional agencies. Effects of climate change are projected to intensify, persist over longer durations, and become more frequent. This element incorporates adaptation, mitigation, and response and recovery measures into local planning to reduce disruptions to climate-reliant industries (tourism, agriculture, etc.), highlighting public health strategies among physical and structural improvements.



Skagit Transit sign and street trees.



Snow on the hills of Sedro-Woolley. Photo by John Lloyd.

A Climate Policy Advisory Team (CPAT) was formed to provide input on climate information and provide recommendations on areas of focus and development of the Comprehensive Plan's climate goals and policies. Their efforts were focused on climate resiliency and reduction of greenhouse gas emissions (GHG) and vehicle miles travelled (VMT). Feedback from the public through meetings and surveys, Planning Commission, and City Council were also incorporated to ensure goals and policies aligned with priorities for the city. The City of Sedro-Woolley has challenging circumstances with reducing VMT since a high percentage of residents commute out of the city to work or school. The goals and policies contained within this Element reflect realistic actions to increase resilience to climate-related hazards and efforts to reduce GHG emissions.

Growth Management Act (GMA) Requirements

In July 2023, the Washington State Legislature signed [House Bill \(HB\) 1181](#) into law, adopting planning goals for greenhouse gas (GHG) emissions reduction and climate change and resiliency under the Growth Management Act (GMA). Planning jurisdictions under RCW [36.70A.040](#) are required to integrate a climate element into their comprehensive plans to identify and prepare for natural hazards exacerbated by climate change. The climate element includes two sub-elements:

- A GHG emissions reduction sub-element required by HB 1181 (RCW [36.70A.070\(9\)\(d\)\(i\)](#)) to:
 - *Result in reductions in overall greenhouse gas emissions generated by transportation and land use within the jurisdiction but without increasing emissions elsewhere in Washington;*
 - *Result in reductions in per capita vehicle miles traveled within the jurisdiction but without increasing greenhouse gas emissions elsewhere in Washington; and,*
 - *Prioritize reductions that benefit overburdened communities in order to maximize the co-benefits of reduced air pollution and environmental justice.*
- A resilience sub-element that per HB 1181's minimum requirements (RCW [36.70A.070\(9\)\(e\)\(i\)](#)) must:
 - *Address natural hazards created or aggravated by climate change; including sea level rise, landslides, flooding, drought, heat, smoke, wildfire, and other effects of changes to temperature and precipitation patterns;*
 - *Identify, protect, and enhance natural areas to foster climate resilience, as well as areas of vital habitat for safe species migration;*
 - *Identify, protect, and enhance community resilience to climate impacts, including social, economic, and built-environment factors, which support adaptation to climate impacts consistent with environmental justice.*

A Vulnerability and Risk Assessment of the City's assets from impacts of climate-related hazards was conducted to prioritize where action should be taken or whether to accept potential impacts over this 20-year planning horizon. The technical memorandum, "Climate Mitigation Challenges and Opportunities Analysis," outlines the findings and community engagement efforts that led to the development of the City of Sedro-Woolley's set of climate resilience goals and policies based on the extent of risk posed to each asset from climate-influenced hazards, see [Appendix XX](#).

Priorities for the City of Sedro-Woolley

Using feedback from the community's Climate Policy Advisory Team (CPAT) and technical studies, including the University of Washington Climate Impact Group's Climate Mapping for a Resilient Washington tool, the following climate-exacerbated hazards were identified as relevant to the City of Sedro-Woolley:

- **Drought**
- **Extreme Heat**
- **Extreme Precipitation**
- **Flooding**
- **Reduced Snowpack**
- **Wildfire**

Though not the focus of analysis, landslide hazards are addressed throughout the Climate Element through identification and determination of measures.

A proactive, community-based approach is required to prevent disproportionate exposure and impacts on vulnerable or overburdened populations. Goals and policies which aim to reduce this disparity are marked by this symbol:



Environmental protection is only a component of this element. Protection and enhancement of resources can be facilitated through sustainable approaches, such as green stormwater infrastructure, low impact development, and promoting active transportation. This element is intended to focus climate change

Vulnerability: The propensity or predisposition of assets to be adversely affected by hazards.

Risk: The potential for adverse consequences of a climate-related hazard.

Source: U.S. Climate Resilience Toolkit

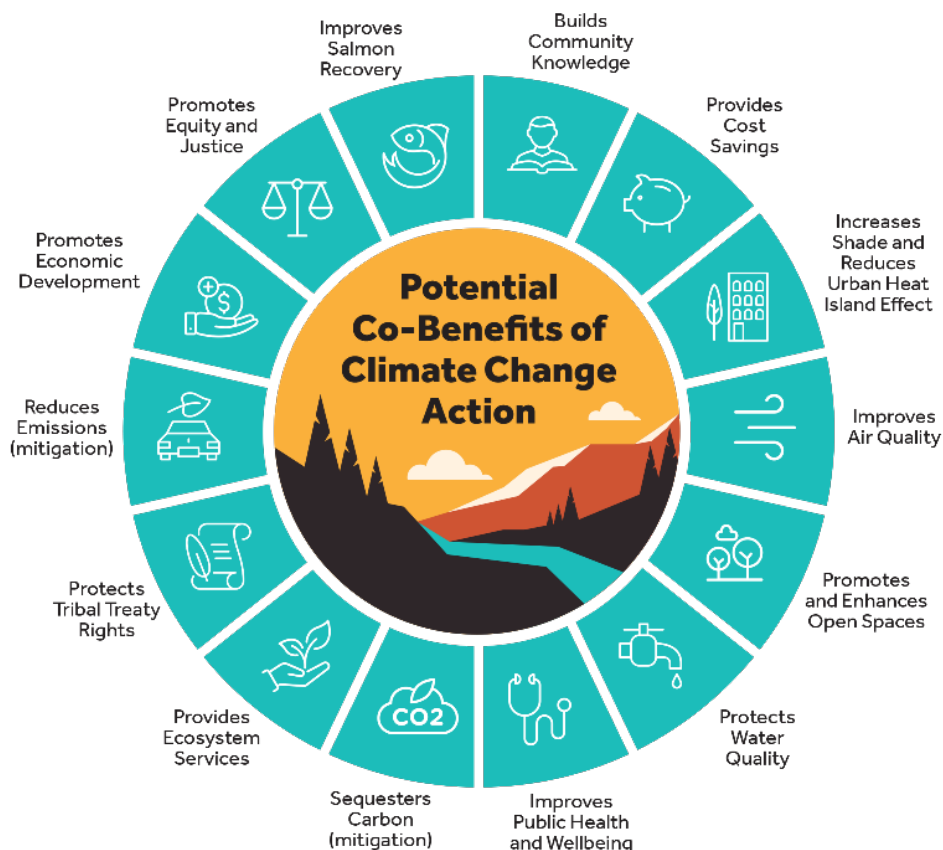


2009 flooding in Skagit County.
Photo by WSDOT.

Active Transportation: "Active transportation" means forms of pedestrian mobility including walking or running, the use of a mobility assistive device such as a wheelchair, bicycling, and cycling, irrespective of the number of wheels, and the use of small personal devices such as foot scooters and skateboards. Active transportation includes both traditional and electric assist bicycles and other devices. Planning for active transportation must consider and address accommodation pursuant to the Americans with Disabilities Act and the distinct needs of each form of active transportation.

Source: RCW 36.70A.030(1)

actions on several areas where many co-benefits can be achieved, while acknowledging the contribution of human activities to global warming. Aligning goals and policies with co-benefits better clarifies the City's intent in their development regulations, reflecting community desires as well.



Climate Change Information

"Human influence has likely increased the chance of compound extreme events since the 1950s. Concurrent and repeated climate hazards have occurred in all regions, increasing impacts and risks to health, ecosystems, infrastructure, livelihoods and food" (IPCC, 2023). Human activities and natural climate variability are drivers of climate change. Changing seasonal patterns, rising sea levels, and more extremes temperatures can result in localized impacts, such as heat dome effects, intense rainfall, variable channel migration, downstream impacts of reduced snowpack, and decreased air quality due to wildfire smoke.

As mentioned in the introduction of this element, Sedro-Woolley recognizes the benefit of partnering with its community and surrounding jurisdictions to better prepare for a changing climate.

By 2050...

Average summer maximum temperatures may increase by approximately 3.9 degrees Fahrenheit

Total precipitation of the 25-year storm may increase by 7%

The number of high fire danger days may increase by 6 days

The City of Sedro-Woolley is annexed into the 2020 Skagit County Multi-Jurisdiction Hazard Mitigation Plan. Earthquake, Severe Weather, Flood/Dam, and Drought were the top four hazards identified in this plan.

Overarching Goals and Policies

This climate resilience planning process has established strategies to build community resilience, enhance natural areas, and reduce VMT. Overarching themes articulated in the goals and policies sections below include:

- Ensure quality health of the community through open space and resource protection.
- Prevent the need for retroactive actions and prioritize attainable standards for upgrading structures to new climate-based standards.
- Where available, facilitate rehabilitation and enhancement of ecosystem resources.

Climate Resilience Goals and Policies (Sub-Element)

To meet HB 1181's minimum requirements, the City of Sedro-Woolley must include at least one climate resilience goal and supportive policy for each climate-exacerbated hazard relevant to the City. The Washington State Department of Commerce encourages jurisdictions to address all 11 comprehensive planning sectors (see [Appendix XX](#)).

GOAL CR1: Buildings & Energy. Encourage buildings to be designed and built sustainably to reduce environmental impacts and remain resilient to extreme weather and other hazards worsened by climate change.

- | | |
|--------------|---|
| Policy CR1.1 | Continue requiring the design and construction of new commercial and residential buildings and proposals for redevelopment of existing buildings, and their surrounding sites, to reduce and treat stormwater runoff and pollution. Low impact development and green stormwater infrastructure techniques should be incentivized or encouraged, where possible. |
| Policy CR1.2 | Reduce stormwater impacts from transportation and development through watershed planning, redevelopment and retrofit projects, and low-impact development. |
| Policy CR1.3 | Coordinate with Skagit PUD to develop and provide water efficiency strategies to commercial customers to increase resilience. |
| Policy CR1.4 | Encourage and work with organizations to incentivize green building certification to improve energy efficiency and environmental performance. |
| Policy CR1.5 | Provide private landowners and residents living in Wildland-Urban Interface (WUI) areas information about fire prevention (e.g., Firewise) practices, and support application of such practices via building code provisions. |

GOAL CR2: Agriculture & Food Systems. Work with agricultural organizations and the Port of Skagit to support the local agricultural economy, including food and materials producers, distributors, and sellers, by planning for resilience to the impacts of extreme weather and other natural hazards worsened by climate change.



- Policy CR2.1 Continue requiring the design and construction of new commercial and residential buildings and proposals for redevelopment of existing buildings, and their surrounding sites, to reduce and treat stormwater runoff and pollution. Low impact development and green stormwater infrastructure techniques should be incentivized or encouraged, where possible.
- Policy CR2.2 Reduce stormwater impacts from transportation and development through watershed planning, redevelopment and retrofit projects, and low-impact development.
- Policy CR2.3 Coordinate with Skagit PUD to develop and provide water efficiency strategies to commercial customers to increase resilience.

GOAL CR3: Cultural Resources, Practices, & Historic Sites. Encourage cultural resources, practices, and significant historic sites to be resilient to the impacts of extreme weather and other natural hazards exacerbated by a changing climate.



- Policy CR3.1 Protect significant historic resources, sites, and structures prone to floods or other hazards worsened by climate change.
- Policy CR3.2 Protect, enhance, and restore ecosystems in order to meet tribal treaty rights that could be adversely impacted by climate change.
- Policy CR3.3 Establish and maintain government-to-government relations with Native American tribes for the preservation of archaeological sites and traditional cultural lands that are vulnerable to climate impacts.

GOAL CR4: Emergency Management. Develop and maintain local government staff members' technical expertise and skills related to climate change and environmental justice to improve communitywide policy implementation, equity, and resilience.

- Policy CR4.1 Factor climate impacts into the planning of operations and coordination of preparedness, response, and recovery activities among first responders and partners, including, but not limited to, public health, law enforcement, fire, school, and emergency medical services (EMS) personnel.

- Policy CR4.2 Work with Skagit County and other local jurisdictions and agencies to develop recovery planning efforts.
-  Policy CR4.3 Strengthen relationships with Skagit County and municipal partners in an effort to identify incentives in coordination with Skagit PUD to improve water availability for rural landowners.
- Policy CR4.4 Develop and implement a strategy to expedite the management of debris after a disaster to reduce the risks of subsequent fire, flood, injury, and disease.
- Policy CR4.5 Ensure that the City's Comprehensive Emergency Management Plan and Emergency Response Plan responds to the impacts of climate change and identifies roles and responsibilities to support a sustainable economic recovery after a disaster.
- Policy CR4.6 Establish regulations that incorporate best practices for reducing the risk of wildfire, extreme heat, flooding, and other hazards.
- Policy CR4.7 Develop and implement a wildfire smoke resilience strategy in partnership with residents, emergency management officials, regional clean air agency officials, and other stakeholders.
-  Policy CR4.8 Develop and implement notification alerts within the community to reduce the risk of exposure to wildfire smoke and particulate matter.

GOAL CR5: Health & Well-Being. Protect community health and well-being from the impacts of climate-exacerbated hazards, prioritizing focus on overburdened communities in Sedro-Woolley, and ensure that the most vulnerable residents do not bear disproportionate health impacts.

-  Policy CR5.1 Partner with the Skagit County Public Health and Community Services and other agencies to promote the use of health impact assessments and other tools to address the potential impacts of health, equity, and climate change on vulnerable communities.
- Policy CR5.2 Develop and implement an urban heat resilience strategy that includes land use, urban design, urban greening, and waste heat reduction actions.
-  Policy CR5.3 Assist vulnerable populations by identifying areas of greater need and seeking grant funding for necessary preparedness and improvement programs.
-  Policy CR5.4 Develop and implement a multi-hazard public awareness program.

GOAL CR6: Urban Tree Canopy Cover. Review the City's Codes and Plans to identify opportunities to incentivize urban tree canopy retention and enhancement to increase resilience.



- Policy CR6.1 Identify and implement strategies for reducing residential development pressure in the wildland-urban interface.
- Policy CR6.2 Map and assess vulnerability to wildfire risk with technical assistance from state or federal resources.
- Policy CR6.3 Coordinate with Washington Department of Natural Resources and other agencies to enhance forest stewardship education aimed at reducing loss of private forestland through forest stewardship education and identifying opportunities to expand incentives for forest landowners.
- Policy CR6.4 Encourage private landowners to increase their climate resilience through enhancement of tree canopy and stream habitat on their lands.

GOAL CR7: Ecosystems. Ensure the protection and restoration of streams, riparian zones, estuaries, wetlands, and floodplains to achieve healthy watersheds that are resilient to climate change.

- Policy CR7.1 Protect and restore watershed-scale processes, such as cool water contributions and water quality, to maximize the ecological benefits and climate resilience of riparian ecosystems.
- Policy CR7.2 Protect and restore riparian vegetation to reduce erosion, provide shade, and support other functions that improve the climate resilience of streams.
- Policy CR7.3 Restore floodplains and connectivity to improve the resilience of streams and rivers and reduce flood risk.
- Policy CR7.4 Increase aquatic habitat resilience to low summer flows by increasing water residence time, storing water on the landscape, conserving water, protecting groundwater, keeping waters cool, and protecting water quality.
- Policy CR7.5 Implement actions identified in restoration and salmon recovery plans to improve the climate resilience of streams and watersheds.
- Policy CR7.6 Protect and restore wetlands and corridors between wetlands to provide biological and hydrological connectivity that fosters resilience to climate impacts.

GOAL CR8: Water Resources. Coordinate with Skagit Public Utility District (PUD) to protect and preserve water quality and quantity from

drought, extreme heat, and other hazards exacerbated by climate change.

- Policy CR8.1 Utilize water conservation methods and technologies in development of irrigation infrastructure within parks and recreation areas to foster climate resilience.
- Policy CR8.2 Coordinate with Skagit PUD to analyze water storage infrastructure within the City to ensure adequate back-up water supplies for use during droughts and disasters and identify investment needs.
- Policy CR8.3 Coordinate with Skagit PUD to review the current 10-year Water System Plan to inform necessary investments in the Capital Improvement Plan.
- Policy CR8.4 Coordinate with Skagit PUD to evaluate long-range demand forecast methods and models to ensure sufficient water supply in a changing climate.
- Policy CR8.5 Develop and implement a comprehensive drought resilience strategy that factors in projected climate impacts and sets action levels for different drought stages.
- Policy CR8.6 Manage water resources sustainably in the face of climate change through smart irrigation, stormwater management, preventative maintenance, water conservation and wastewater reuse, plant selection, and landscape management.
- Policy CR8.7 Incentivize the use of green infrastructure and low-impact development to address increased storm intensities and stormwater runoff.
- Policy CR8.8 Prioritize strategies identified in the City of Sedro-Woolley Stormwater Action Plan to improve water quality and increase resilience to a changing climate.

GOAL CR9: Zoning and Development. Establish land use patterns that increase the climate resilience of the built environment, ecosystems, and communities.

- Policy CR9.1 Review land use maps and identify opportunities or barriers to responding to rapid population growth or decline, rebuilding housing and services after disasters, and other extreme climate impact scenarios.
- Policy CR9.2 Consider climate change impacts, such as extreme precipitation and increased winter streamflow, in floodplain management planning.
- Policy CR9.3 Encourage siting and planning for relocation of hazardous industries and essential public services away from the 500-year floodplain.

GOAL CR10: Transportation. Assess the local transportation system, including infrastructure, routes, and travel modes, to evaluate whether

the system is able to withstand the impacts of extreme weather events and other hazards exacerbated by climate change.

- Policy CR10.1 Map transportation infrastructure that is vulnerable to repeated floods, landslides, and other natural hazards, and designate alternative travel routes for critical transportation corridors when roads must be closed.
- Policy CR10.2 Consider planning for relocation of transportation infrastructure that may be at high risk of flooding, landslides, and other natural hazards.
- Policy CR10.3 Identify locations susceptible to natural disasters and plan for appropriate infrastructure replacement.
- Policy CR10.4 Coordinate with Skagit Council of Governments (SCOG), Washington State Department of Transportation (WSDOT), and other relevant agencies to enhance resiliency from flood-related impacts by evaluating the conceptual strategies identified for vulnerable road/highway segments.
- Policy CR10.5 Encourage robust circulation in the multi-modal transportation network to allow for alternative modes of transportation, such as walking, cycling, or rolling.

GOAL CR11: Infrastructure. Encourage land conservation or acquisition to protect infrastructure functions at risk of climate-related hazards.

- Policy CR11.1 Consider acquiring properties or securing easements on land near infrastructure that is vulnerable to climate-exacerbated hazards and is, or may become, unsuitable for development. Prioritize high-risk areas, particularly those projected to experience future flooding, for ecological restoration and hazard mitigation purposes.
- Policy CR11.2 Consider planning for relocation or retrofitting of critical infrastructure that may be at high risk of flooding, landslides, and other natural hazards.

GOAL CR12: Wastewater. Protect and adapt critical infrastructure, including water and sewer facilities, to ensure resiliency to a changing climate.

- Policy CR12.1 Evaluate the long-term adequacy of water delivery infrastructure to ensure that changes in hydrological patterns (e.g., increases in flooding frequency or reduction of late-summer water availability associated with climate change) can be anticipated and managed effectively.
- Policy CR12.2 Evaluate potential increases in future flow projections for the City's wastewater treatment plant (WWTP) to increase resiliency and capacity over time.

Policy CR12.3 Assess vulnerabilities of critical infrastructure within the floodplain and develop a plan for mitigating the risk of damage or loss, including considering relocation of facilities, retrofitting, or other strategies.

Policy CR12.4 Invest in technologies that improve the efficiency of critical infrastructure.

GOAL CR13: Waste Management. Encourage the community to reduce, reuse, and recycle waste materials sustainably.

Policy CR13.1 Identify opportunities in the City to minimize carbon emission impacts of building demolition with best available recycling strategies.

Policy CR13.2 Encourage recycling of paper, food, textile, and metal waste to the extent possible.

Policy CR13.3 Partner with schools and community organizations to raise awareness about benefits of recycling and promote increased efforts.

GOAL CR14: Energy Resiliency. Evaluate whether energy infrastructure, including generation and transmission, is able to accommodate renewable energy opportunities and to withstand the impacts of severe weather and other natural hazards worsened by climate change.

Policy CR14.1 Work with energy utilities to improve the safety and reliability of infrastructure vulnerable to climate change.

Policy CR14.2 Continue to require new subdivisions to bury electricity transmission lines and associated infrastructure to reduce damage from storms and wildfire ignition risks.

GOAL CR15: Economic Development. Support the creation of employment opportunities within Sedro-Woolley, particularly for residents that commute outside city limits, to reduce vehicle miles travelled (VMT).

Policy CR15.1 Support the implementation of the goals and policies within the Economic Development Element of the Plan.



Policy CR15.2 Promote a resilient local economy by identifying opportunities for diversification and supporting businesses in adapting to climate-related hazards.

Policy CR15.3 Consider undertaking a comprehensive study assessing the feasibility of encouraging and expanding living wage employment opportunities within the city, with a focused analysis of existing structural, regulatory, and socio-economic barriers.

Policy CR15.4 Encourage improving access to reliable, high-speed internet to facilitate working from home and increase educational opportunities or workforce training.

GHG Emissions Reduction Goals and Policies (Sub-Element)

In 2020, House Bill 2311 (HB 2311) was signed into law amending HB 2815 to bolster existing GHG emissions reduction goals consistent with the most recent climate change science to 45% below 1990 levels by 2030, 70% by 2040, and 95% by 2050, with a goal for net-zero economy by 2050. The findings are further supported by data from a community survey on household travel habits. Statewide VMT reduction benchmarks are codified in RCW 47.01.440 while GHG emissions reduction benchmarks are codified under RCW 70.94.151, 70.94.161, and 28B.50.273, in part.

City GHG emissions by sector were calculated with guidance from the International Council for Local Environmental Initiatives (ICLEI) and various other city-wide sources, as recommended by the Department of Commerce, which are documented in a GHG emissions report in Appendix XX. Transportation activities in the City generate roughly 115,360 million annual miles travelled and account for 34% of the City's emissions. Changes are needed to meet reduction targets for both VMT and GHG emissions. Opportunities include strategic land use planning in conjunction with transportation planning, and incentivizing electrification of transportation, building, and energy infrastructure. Grant funding and technical support are possible through State departments. The goals and policies in this sub-element support collaboration with regional and local stakeholders, pursue diverse grant funding opportunities, and local actions that can be taken to effectively reduce VMTs and GHG emissions.

GOAL GHG1: Encourage the use of renewable energy, conservation measures, and efficient technologies and practices to reduce greenhouse gas emissions.

- Policy GHG1.1 Support programs that encourage additional net-zero greenhouse gas emission features for all new residential and commercial structures.
- Policy GHG1.2 Maximize the use of renewable energy sources for the supply of electricity and heat to new and existing buildings.
- Policy GHG1.3 Incorporate energy efficiency in the design of retrofitted, remodeled, or new City facilities, to the extent feasible.
- Policy GHG1.4 Streamline applications that exceed minimum energy efficiency standards in the design of retrofitted, remodeled, or new privately owned facilities.

GOAL GHG2: Prioritize the adaptive reuse of buildings, recognizing the emission-reduction benefits of retaining existing buildings.

- Policy GHG2.1 Encourage the preservation and reuse of existing buildings through incentives, such as expedited permit review.



- Policy GHG2.2 Prioritize the preservation and weatherization of housing in overburdened communities, particularly at higher densities, to reduce emissions and increase resilience.

GOAL GHG3: Reduce vehicle miles traveled to achieve greenhouse gas reduction goals.

- Policy GHG3.1 Partner with WSDOT, Skagit Council of Governments (SCOG), and other agencies to support the implementation of travel demand management (TDM) programs and strategies.
- Policy GHG3.2 Create a safe, well-connected, and attractive bicycle and pedestrian transportation network to encourage active transportation.
- Policy GHG3.3 Identify existing barriers to providing connectivity of multi-modal trails, including a nexus between active bicycle and pedestrian pathways and open spaces.
- Policy GHG3.4 Evaluate where improvements can be made to improve shoulders, bike paths, and safe bicycle parking facilities and seek grant funding opportunities to increase connectivity.
-  Policy GHG3.5 Work with WSDOT and SCOG to develop and maintain mobility hubs in transportation-efficient locations, especially in overburdened communities experiencing a scarcity of transportation alternatives.
- Policy GHG3.6 Support active transportation and other multimodal types of transportation options in concurrency programs – both in assessment and mitigation.

Mobility hubs are places that integrate transit, walking, and bicycling with other services and amenities like bike share, car share, scooter share, parcel pick up and drop off and other services and amenities. The hubs are tailored to the needs of people in the community who do not use a privately owned vehicle, do not drive, and need first- and last-mile transit connections (Source: WSDOT).

GOAL GHG4: Expand electric vehicle infrastructure.

- Policy GHG4.1 Incentivize electric vehicle charging infrastructure in all new and retrofitted buildings.
- Policy GHG4.2 Incentivize new development to install electric vehicle charging infrastructure during construction.
- Policy GHG4.3 Coordinate with the City's Fire Department staff and Building Official to identify and reduce barriers to encouraging electric vehicle infrastructure.

GOAL GHG5: Improve the efficiency of transportation systems to reduce greenhouse gas emissions.

- Policy GHG5.1 Coordinate with Skagit Transit to improve transit speed, connectivity, frequency, coverage, reliability and expand transit stops, particularly near commercial and employment areas.
- Policy GHG5.2 Prioritize permitting for transit-oriented development (TOD) proposals.

GOAL GHG6: Develop targeted campaigns for recycling material with the highest GHG reduction impact (e.g., paper, metal, food waste).

- Policy GHG6.1 Incentivize recycling of construction and demolition debris.
- Policy GHG6.2 Use recycled materials in the construction of transportation and other infrastructure facilities.
- Policy GHG6.3 Coordinate with the local job corps to create and sustain a business technical assistance program to increase recycling and reduce waste.
- Policy GHG6.4 Increase education for composting programs to divert community organic waste from entering landfills.

GOAL GHG6: Maximize solar access of site design, where practicable, for new solar-ready residential and commercial buildings.

- Policy GHG7.1 Incentivize installation of solar panels on buildings with large rooftops, as well as within or over parking areas.

GOAL GHG8: Reduce greenhouse gas emissions from the transportation sector.

- Policy GHG8.1 Prioritize and promote public transit expansion and use through coordination of land use and transportation planning.
- Policy GHG8.2 Prioritize converting public fleets to zero-emission vehicles.
- Policy GHG8.3 Implement multimodal transportation planning to reduce single-occupancy vehicle dependence and greenhouse gas emissions.



GOAL GHG9: Increase tree canopy cover to boost carbon sequestration, reduce heat islands, and improve air quality, prioritizing overburdened communities.

- Policy GHG9.1 Improve and expand urban tree canopy to maximize or conserve carbon storage.
- Policy GHG9.2 Maximize tree canopy coverage in surface parking lots.

Policy GHG9.3 Identify opportunities to enhance and preserve existing urban tree canopy to maintain or increase their carbon concentrations and avoid loss of carbon-rich ecosystems.