

Next Ord: 1822-15  
Next Res: 927-15

VISION STATEMENT

SEDRO-WOOLLEY IS A FRIENDLY CITY THAT IS CHARACTERIZED BY CITY GOVERNMENT AND CITIZENS WORKING TOGETHER TO ACHIEVE A PROSPEROUS, VIBRANT AND SAFE COMMUNITY

MISSION STATEMENT

TO PROVIDE SERVICES AND OPPORTUNITIES WHICH CREATE A COMMUNITY WHERE PEOPLE CHOOSE TO LIVE, WORK AND PLAY

**CITY COUNCIL/PLANNING COMMISSION  
WORKSESSION**

**AGENDA**

**September 2, 2015**

**7:00 PM**

**Sedro-Woolley Municipal Building**

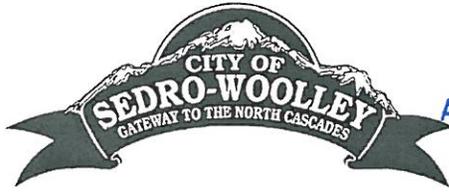
**Public Safety Training Room**

**325 Metcalf Street**

- A. Update on Comprehensive Plan Amendments – 2015 Docket.....2-4  
*(Staff Contact – John Coleman)*
- B. City Council Critical Goals & Objectives.....5-27  
*(Staff Contact – Eron Berg)*

**CITY COUNCIL  
WORKSESSION**

SEP 02 2015



AGENDA ITEM

A

**CITY OF SEDRO-WOOLLEY**  
Sedro-Woolley Municipal Building  
325 Metcalf Street  
Sedro-Woolley, WA 98284  
Phone (360) 855-9922  
Fax (360) 855-9923

Eron M. Berg  
City Supervisor/City Attorney

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MEMO TO: City Council  
FROM: Eron Berg  
RE: City Council Critical Goals and Objectives  
DATE: September 2, 2015

ISSUE: Does the Council wish to modify or update the City Council Critical Goals and Objectives document in advance of the 2016 budget process?

BACKGROUND: This document has been updated by the Council on a regular basis and is used by staff and the Mayor in developing the Mayor's balanced budget. Our goal is to align budget expenditures with the City Council's goals and objectives.

The 2016 budget process begins tomorrow with a budget call to department heads. This is an important element of the budget call as expenditures are required to align to the city council's goals and objectives.

Last year you added a goal to address our police department needs, expressed in crime reduction terms, which reads "Increase police department staffing to effectively combat neighborhood nuisance and petty crime issues to improve residents' quality of life." We have made big progress on staffing and it may make sense to update this goal to support SWPD operations rather than increase staffing as well as include the public relations campaign on the same issue.

RECOMMENDATION: Review and update the document as desired.

## ***Vision Statement:***

*Sedro-Woolley is a friendly City that is characterized by City Government and Citizens working together to achieve a prosperous, vibrant and safe Community.*

## ***OUR MISSION AS A CITY:***

*To provide services and opportunities which create a Community where people choose to live work and play.*

## ***Critical Goals and Objectives (Not in order of priority):***

### ***Business, Community & City Partnership.***

- Create atmosphere for businesses and developers to succeed in Sedro-Woolley.
- Partner with Chamber of Commerce, School District & Hospital.
- Partnership for Recreation.
- Revitalize Northern State Property.
- Expand tourism.
- Partner with other Governments & Tribe.
- Create sources of revenue beyond existing tax base to enhance city services.
- Business recruitment.

### ***Promote Economic Development.***

- Improve our image.
- Make City Government more user friendly.
- Educate and inform Citizens about the Goals and Vision.
- Develop predictable processes.
- Market our City.
- Establish a Performing Arts Center.

### ***Infrastructure Investments.***

- Improve traffic mobility & safety through city.
- Encourage repair to the downtown buildings.
- Fund and construct SR 9/Jameson project.
- Fund and construct Cascade Trail west extension projects.
- Repair and expand sidewalks in existing neighborhoods.

- Maintain city streets.
- Make targeted investments in infrastructure to support future development.

***Service Productivity & Innovation.***

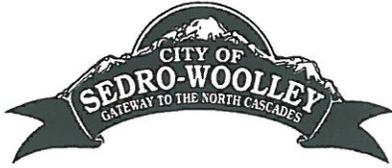
- Streamline the permitting processes.
- Expand Fire and Police Services.

***Innovative Recreational Development.***

- Expand recreational opportunities – Parks.
- Parks – Northern State Recreation Area – commence improvements.
- Provide youth activities.
- Complete improvements to Houser Field.

***Quality of Life.***

- Increase police department staffing to effectively combat neighborhood nuisance and petty crime issues.



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## MEMO:

**To:** City Council and Planning Commission

**From:** John Coleman   
Planning Director

**Date:** September 2, 2015 – Joint CC/PC Work session

**Subject:** Update on Comprehensive Plan Amendments – 2015 Docket

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## ISSUE

Update on the Planning Commission's progress on the proposed amendments to the Comprehensive Plan for 2015 Docket

## PROJECT DESCRIPTION/ HISTORY

The Planning Commission has been working on updates to the Land Use Element of the Comprehensive Plan for several months. A major task of the Land Use Element update is for the city to determine if there is enough land in the urban growth area (UGA) to accommodate 20 years of projected population and job growth.

Sedro-Woolley's population (including the UGA) is projected to increase to 17,069 by 2036. This represents an increase of 4,555 residents between 2016 and 2036. The number of persons employed in Sedro-Woolley in 2036 is projected to increase by 1,572, for a total 6,324 jobs.

To determine if the UGA is adequately sized to accommodate the projected growth, the city commissioned a *Buildable Lands and Land Capacity Analysis* report (Report). That Report is attached to this memo as Exhibit A. The Report indicates that the city will be approximately 10-15 acres short of residential land and several acres short of commercial and or industrial land. Thus, the UGA should be expanded to include enough land to accommodate the projected growth.

The Northern State project will not have a bearing on the sizing of the UGA. It is anticipated that the Skagit Council of Governments (SCOG) will allocate a separate, additional allotment of jobs for the Northern State project; the jobs created at Northern State will not count against the projected new 1,572 jobs. The exact number of jobs anticipated at Northern State will be determined though the ongoing environmental impact study (EIS) process. The anticipated range is a total of 250 jobs (no action alternative) to 2,885 jobs (high intensity alternative), but the exact number is still being studied.

The process to expand the UGA is administered by Skagit County. The county deadline for applications to modify UGAs during their 2016 Comprehensive Plan update cycle was July 31, 2015. Sedro-Woolley staff submitted an application to the county to expand the UGA by the deadline. The county is now reviewing applications. The city's application did not include the specific properties that are recommended to be included in the UGA. The Planning Commission is still working on a recommendation as to what properties might be included. The Planning Commission held a

workshop on August 18 and a second workshop is scheduled for September 15 from 3:30 to 4:30. Hearings will be held after that workshop.

The Planning Commission's recommendation will be forwarded to the Council before being forwarded to the county. If the Council approves of the recommendation, the proposal will be submitted to the county Planning Department. The application to the county will then be amended and the proposal will go to the county Planning Commission and ultimately to the Board of County Commissioners. Several property owners north of city limits were notified of the ongoing UGA review (see attached map of notified property owners).

As part of the city's application to Skagit County, the city also requested that the UGA east of town be eliminated because the area cannot be developed any further because of past development approvals made by the county. The development potential in that area – approximately 35 acres (see addendum to Report attached as Exhibit B) – cannot be achieved. In essence, 35 acres of developable residential land is wasted. The county now understands how this negatively affects the city's growth plans and the county has now agreed to review the possibility of allowing Sedro-Woolley to expand its UGA to the north of city limits by the 35 acres that are "locked up" in the eastern UGA. The county will not likely eliminate the eastern UGA, despite the fact that the city cannot provide services to the area and the area will not annex into the city under any foreseeable situation. However, the fact that the county is willing to let the city expand its UGA by the amount of developable land locked-up in the UGA is encouraging.

Over the next several months, the Planning Commission will continue to review the likely areas that may be included into the UGA and what zoning those lands may be designated. In total, the city is looking for approximately 45-50 acres of Residential-5 zoned property to be added to the UGA. The city is also looking to add enough commercial and industrial land to accommodate 359 jobs (roughly 77 acres if all that land is designated industrial; roughly 25 acres if all that land is designated commercial; or an amount in between 77 and 25 if areas are designated a mix of commercial and industrial land). When the Planning Commission has completed its work and makes a recommendation, that recommendation will be brought to the Council.

### **RECOMMENDED ACTION**

No Action – Informational only

### **EXHIBITS**

Exhibit A – Buildable lands and land capacity analysis report (Report) dated July 16, 2015

Exhibit B – Addendum to Report – Memorandum from E.D. Hovee dated August 25, 2015

Exhibit C – Map showing properties near to city whose owners were sent notice of the Workshops



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## MEMORANDUM

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To: John Coleman, AICP, Planning Director, Sedro-Woolley Planning Department  
From: Eric Hovee & Andrea Logue  
Subject: Sedro-Woolley Buildable Land & Land Capacity Analysis Report  
Date: July 16, 2015

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On behalf of the City of Sedro-Woolley, the economic and development consulting firm E. D. Hovee & Company, LLC (EDH) has prepared this buildable land and land capacity analysis report as part of the City's Comprehensive Plan update which also involves review of urban growth area (UGA) boundaries. The analysis is intended to meet requirements of the Skagit County Code (Chapter 14.08 SCC) together with Skagit County Planning Policies and City of Sedro-Woolley planning policies.

This report is focused on evaluating the relationship of the buildable capacity to projected need for commercial/industrial (employment) and residential uses over an approximately 20-year planning horizon to 2036. Based on the allotment of the Skagit County Council of Governments (SCOG), Growth Management Steering Committee, Sedro-Woolley's population is projected to increase to 17,069 by 2036, a gain of 4,555 residents. Employment is forecast to increase by 1,572 for a total of 6,324 jobs. Pivotal questions to address are whether, and under what circumstances, land capacity will be adequate to accommodate these projections.

This report is organized to cover the following topics:

- **Land use methodology** – including zoning classifications, role of public lands, property development status, critical areas/constraints, and analysis assumptions.
- **Buildable land and capacity analysis** – covering results of the buildable land inventory, land capacity, and comparison of capacity with SCOG population and job allocations.
- **Findings and recommendations** – including policy options for City consideration.

Two appendices are provided at the end of this report. *Appendix A* lists documents that have been reviewed for this analysis. *Appendix B* provides residential and commercial/industrial inventory maps. This report reflects revisions that have been made in response to questions and comments received on an earlier draft document.

## LAND ANALYSIS METHODOLOGY

This buildable land and capacity analysis has relied on geographic information system (GIS) parcel-based files as provided by the City and available from the Skagit County assessor's office. Where existing databases were in conflict or without adequate information, other means were utilized to clarify and augment the data available. This included visual review via aerial photography, used most notably to designate current development status.

The analysis also has been prepared in a manner to conform to a methodology agreed upon by jurisdictions in Skagit County. Of particular importance has been reference to the *2010 Buildable Lands & Land Capacity Analysis Report* by the City of Mount Vernon Community and Economic Development Department. Also of use for methodology and the industrial lands portion of the analysis was a countywide *Skagit County Industrial Land Study* completed by ECONorthwest in December 2014. Other information sources utilized are as noted in this report and Appendix A.

Factors important to the land analysis methodology for this report begin with Sedro-Woolley's zoning classifications as found in the Sedro-Woolley Zoning Code. This review is followed by discussion of the role of public lands for employment use, definitions related to development status and critical areas/constraints, and then summary assumptions utilized for residential and employment lands.

### Zoning Classifications

Zoning classifications are those as identified with the City of Sedro-Woolley Zoning Code:

#### *Residential Zones:*

- Residential 5 (R5) – for single-family use at up to 5 dwelling units (DU) per acre
- Residential 7 (R7) – primarily single-family at up to 7 DU per acre
- Residential 15 (R15) – allowing single- and multi-family uses at 4-15 DU per acre

#### *Employment Zones:*

- Mixed Commercial (MC) – encouraging a mix of commercial with upper level residential
- Central Business District (CBD) – allowing all forms of commerce with multi-family housing on upper levels or independent, at 2-4 DU per building for specified locations
- Industrial (I) – intended for manufacturing, warehousing, distribution and office uses

#### *Public & Open Space Zones:*

- Public (P) – for parks, schools, public infrastructure and related public use
- Open Space (OS) – for parks, recreation, public infrastructure and related public use

While residential zones allow home occupations, this analysis assumes that employment growth will be accommodated primarily on commercially and industrially zoned land. Conversely, while residential use is allowed with limitations in the MC and CBD commercial zones, there has been little such development to date and no residential development is allocated to these lands over the forecast period of this plan update.

## Role of Public Lands For Employment Use

Public lands serve as a potential resource for employment in two respects. First, a significant (approximate 36% share) of the net job growth allocated by SCOG for Sedro-Woolley is forecast to comprise government and education employment. While some of this job growth as for schools may occur on land zoned for public use, most of the growth for City and other agencies can be expected to occur primarily on lands designated for commercial and industrial use.

Second, while the Northern State site is currently zoned for Public (P) use, it is anticipated that subarea planning for this site may include allocation for net added employment uses. Based on discussions with SCOG, all of this job growth may be considered as outside the SCOG allocation, as with targeted high technology/bioenergy sectors that otherwise would not be expected to locate in Sedro-Woolley. The Northern State Subarea Plan and Environmental Process involves consideration of alternatives affecting intensity of employment related development and is proceeding separately from this buildable land and land capacity analysis.

In summary, for purposes of this analysis it is assumed that: a) most or all public employment growth may need to be accommodated on industrial and commercial lands; and b) any added employment with the Northern State site will constitute a new and separate jobs allocation from SCOG not included with this buildable land analysis.

## Development Status

As stated in the *Skagit County Industrial Land Study*, a key step in the buildable land analysis is to classify each tax lot into a set of mutually exclusive categories. This determination of development status represents an important first step in the analysis process for commercial and residential, as well as industrial, lands. With this analysis, all tax lots within the current Sedro-Woolley UGA have been classified into one of the following categories:

- **Vacant land.** Tax lots that have no structures, or have buildings with very little value. For the Sedro-Woolley buildable land analysis, tax lots with improvement values under \$10,000 are considered vacant. This designation was determined after review of alternative definitions used, is consistent with the Skagit County industrial study, and is applied to not just industrial, but also residential and commercial lands. This approach also avoids the need to determine habitable structures (as was done in Mount Vernon), which can be relatively time-consuming. As needed, site-by-site determinations have been made through review of GIS data, aerial photographs, and review by City staff.

- **Partially vacant land.** Partially vacant tax lots are those that are occupied, but which contain enough land to be further subdivided without rezoning. As needed, site-by-site determinations have been made through review of GIS data, aerial photographs, and review by City staff.
- **Unbuildable land.** Land that is impacted by critical lands or constraints that preclude development. A tax lot is classified as unbuildable if: a) it is more than 90% constrained (per the Skagit County industrial study); b) involves less than 10,000 square feet of buildable land for employment land; and/or c) does not have land to accommodate the zoned density of development in a residential zone on a lot with less than 10,000 buildable square feet.
- **Developed land.** Land that is already developed at densities consistent with zoning, and has improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially vacant, or unbuildable are considered as developed.

## Critical Areas/Constraints

Critical areas or constraints intersecting tax lots are deducted from tax lot area. The following list identifies the constraint and method of deduction from buildable land area:

- **Floodway** – all affected area is deducted and considered unbuildable.
- **Slope Instability** – all area affected by high probability of slope instability deducted and considered unbuildable.
- **River/Stream/Creek Buffers** – all affected area deducted and considered unbuildable.
- **Bonneville Power Administration Easement (262.5 Feet)** – all affected area deducted and considered unbuildable.
- **Puget Sound Energy Easement (100 Feet)** – all affected area deducted and considered unbuildable.
- **Williams Pipeline Easement (75 Feet)** – all affected area deducted as unbuildable.
- **Wetlands** – deduction of 50% of the buildable area of affected tax lots. This analysis was informed by use wetland data provided by the City in the form of the National Wetlands Inventory and ATSI data created by a wetland specialist to indicate areas that are likely to be wetlands based on visual confirmation and known soil types.
- **100 Year Floodplain** – deduction of 50% of the buildable area of affected tax lots.

## Assumptions

In addition to factors related to development status and critical areas/constraints, there are a variety of other considerations important to the land capacity evaluation – related to density of development, infrastructure and market factors, plus factors distinctive to the type of residential, employment and public/open space uses being considered. Provided on the following two pages is a summary outline of key assumptions, factors and metrics considered and applied with this 2105 Sedro-Woolley Buildable Land and Land Capacity Report.

## Summary of Assumptions Applied with Residential, Employment & Public Lands

Factor	Allocation(s)	Comments
<b>ALL PARCELS IN SEDRO-WOOLLEY (Residential, Employment &amp; Other Lands)</b>		Utilizes City GIS datasets including city/UGA boundaries, parcel boundaries, zoning designations, streams, critical areas (flood/wetlands), streets, railroad, BPA and natural gas pipeline, as well as Skagit County Comp Plan designations and Washington State Department of Natural Resources for slope stability GIS data.
<b>RESIDENTIAL LANDS (R-5, R-7, R-15 Zones)</b>		Covers three zones allocated exclusively for residential use. While residential is allowed in some employment areas, no capacity allocation appears to be made in the current Comp Plan (for 4,555 added residents by 2036).
<b>Residential Capacity (in acres for housing units)</b>	= parcel size (acres) - existing land in use - critical areas - infrastructure - market factor	# of added units on parcel is determined by dividing residential capacity (in acres) by maximum units/acre with zoning – rounded down to nearest whole number. As needed, spot check parcels w/existing units to make sure configuration allows for added units.
<b>Maximum Density (Residential)</b>	R-5: 5 units/ac R-7: 7 units/ac R-15: 15 units/ac	Consistent with current Comp Plan, Section 2.12. Duplexes are permitted with R-7 zone @ approx 10 du/ac but limited to only one duplex lot per 3 successive lots; no adjustment to maximum density calculation proposed.
<b>Average Household Size</b>	2.59 persons per occupied household	Average household size is per Washington State Office of Financial Management (OFM), with 92.9% occupancy.
<b>Critical Areas / Constraints</b>	Deducted out of gross parcel area	Includes critical areas of floodway, Brickyard Creek plus associated buffers, slope instability, utilities, wetlands and floodplain. Mount Vernon tested implications of 40%/60% of wetland area as undevelopable; a 50% factor for wetlands/floodplain is applied for Sedro-Woolley.
<b>Infrastructure</b>	25% infrastructure deduction on all lots	Consistent with current adopted Comp Plan; allocations are made after known critical area deductions.
<b>Minimum Lot Size</b>	< 90% constrained w/ 1+ buildable lots	Threshold buildable lot size determined based on the maximum allowed density of each residential zone plus 25% infrastructure requirement.
<b>Market Factors</b>	15% vacant land 20% lots w/structure	Used Mount Vernon standard, which is below the current Sedro-Woolley Comp Plan allocation of 25%.
<b>Employment in Residential Zones</b>	No allocation proposed	Home occupations permitted and offices conditional uses in all residential zones (permitted in R-15; provisions more liberal for other employment uses in R-7/R-15). No adjustment for employment in residential is proposed.
<b>Planned Residential Developments</b>	No adjustment proposed	Zoning allows as conditional use in R-5/R-7 zones; capacity calculations treated no differently than other residential development in the same zones.

Factor	Allocation(s)	Comments
<b>EMPLOYMENT LANDS</b> (MC – Mixed Commercial, CBD – Central Business District, I – Industrial)		Covers 3 zoning districts for existing business expansion and new industrial/commercial development (to accommodate 1,572 added jobs by 2036).
<b>Employment Land Capacity</b> (in acres for jobs)	= parcel size (acres) - existing land in use - critical areas - infrastructure - market factor	# of added jobs on parcel is determined by dividing employment land capacity (in acres) by maximum applicable jobs/acre – rounded down to nearest whole number. Spot check parcels w/existing businesses to make sure configuration allows for added development.
<b>Employment Density</b>	6.5 jobs/ac industrial 20 jobs/ac comm'l & government	No job targets or density estimates in existing Comp Plan. Proposal matches Mount Vernon, job density standards of 1995 Skagit Co OEDP & 2003 countywide allocations.
<b>Critical Areas / Constraints</b>	Deducted out of gross parcel area	Includes critical areas of floodway, Brickyard Creek plus associated buffers, slope instability, utilities, wetlands and floodplain. Mount Vernon tested implications of 40%/60% of wetland area as undevelopable; a 50% factor for wetlands/floodplain is applied for Sedro-Woolley.
<b>Infrastructure</b>	25% infrastructure deduction on all lots	Consistent with current adopted Sedro-Woolley Comp Plan; above 20% EDH deduction for Mount Vernon. Allocations made after known critical area deductions.
<b>Minimum Lot Size</b>	10,000 sf (and < 90% constrained)	Consistent with Mount Vernon capacity analysis as minimum size for stand-alone uses.
<b>Market Factor</b>	25% deduction	Matches existing Sedro-Woolley Comp Plan and factor recommended by EDH with 2006 Mount Vernon analysis.
<b>Job Allocations by Zone</b>	Retail jobs to C zones Industrial jobs to I Office jobs flex to C/I Public jobs to Public	CBD/MC zones focus on retail & general (office) services as permitted uses, also includes light mfg in MC zone. I zone permitted for mfg, warehousing, distribution & office uses with limited retail at up to 5% of total site.
<b>Housing in Employment Zones</b>	No allocation proposed	Residential above first story commercial permitted in MC, Transitional MC zones, and CBD zones; multi-family @ 2-4 units per building permitted on secondary CBD streets; little such development to date & no allocation proposed.
<b>PUBLIC / OPEN SPACE LANDS</b>		Covers Public and Open Space zoning designations.
<b>Inventory</b>	= Gross acres by zone <i>Note:</i> Deduct planned conversions of other zones to public use	Covers land associated with all Public and Open Space zoned sites including the subarea planning process now underway with the Public-zoned Northern State UGA site. Analysis for Northern State site being conducted via a separate planning process for Sedro-Woolley.
<b>Employment Allocation</b>	Public employment job growth allocated to industrial & commercial lands	Policy option for some portion of public sector (as with schools) employment to be allocated to Public zoned land. Potential for added R&D, tech or related jobs at Northern State to be determined (as an add-on to Sedro-Woolley's current jobs allocation by Skagit County).

## BUILDABLE LAND & CAPACITY ANALYSIS

Consistent with the methodology as described, this analysis begins with findings of the buildable land inventory, followed by determination of land capacity in terms of potential residential dwelling units (DU) and employment supported. As a final step, capacity figures are compared with SCOG allocations to determine adequacy of the current UGA to support projected housing and employment land needs.

### Buildable Land Inventory

As depicted by the following chart, tax lots within the Sedro-Woolley UGA encompass just over 3,134 acres. An estimated 62% of the UGA is already developed with about 9% as unbuildable or constrained, leaving 29% of the UGA (912 acres) as potentially buildable – whether on fully vacant or partially vacant lots. The 912 acres can be considered as gross land capacity – before taking into account infrastructure and market factors to arrive at net developable capacity.

**Sedro-Woolley UGA Land Inventory (Parcel-Based in Acres)**

Zone	Developed Land	Vacant Land by Type			Part Vacant Buildable	Total All Parcels
		Unbuildable	Constrained	Buildable		
Residential 5 (R5)	612.9	32.5	67.7	176.8	204.8	1,094.6
Residential 7 (R7)	458.5	16.7	8.7	55.4	47.7	587.0
Residential 15 (R15)	57.6	0.8	0.3	13.7	9.5	81.8
Mixed Commercial (MC)	146.0	3.8	9.6	63.6	16.5	239.5
Central Business District (CBD)	62.2	4.7	0.0	8.0	1.2	76.1
Industrial (I)	128.5	0.1	13.2	47.5	9.7	199.0
Public (P)	462.9	21.7	95.9	251.2	0.0	831.6
Open Space (OS)	14.3	3.7	0.0	6.8	0.0	24.8
<b>Total</b>	<b>1,942.8</b>	<b>83.9</b>	<b>195.4</b>	<b>623.0</b>	<b>289.3</b>	<b>3,134.4</b>
% of Acres	62%	3%	6%	20%	9%	100%

Sources: City of Sedro-Woolley and E. D. Hovee & Company, LLC.

When considered by zoning designation, R5 residential accounts for the single largest amount of land area – totaling 1,095 acres or 35% of total land area in Sedro-Woolley. Taken together, residentially zoned areas represent a bit more than 56% of land in the UGA, with public/open space land at 27% and employment lands (both commercial and industrial) at a combined 16%.

In terms of potentially buildable land, residentially designated sites account for 508 acres of the gross buildable acreage potential, followed by public/open space lands at 258 acres, and employment lands at just over 146 acres.

## Land Capacity

Potentially buildable lands are translated to residential and employment capacity through a two-step process:

- By deducting from buildable capacity land required for infrastructure and a market factor (to convert from gross to net buildable acreage); and
- Then converting acreage capacity to number of residential units and jobs supported using dwelling unit (DU) and jobs per acre density factors.

The results of this allocation and conversion process are illustrated by the following chart.

### Sedro-Woolley UGA Land & Employment Capacity (to 2036)

Zone	Gross Buildable Acres			% Infra-structure	Market Factors		Acres Net Buildable	Jobs/Acre	DU/Acre	Added Capacity	
	Vacant	Pt Vacant	Total		Vacant	Pt Vacant				Jobs	DU
R5	176.8	204.8	381.6	25%	15%	20%	235.6	-	5.0	-	1,177
R7	55.4	47.7	103.1	25%	15%	20%	63.9	-	7.0	-	447
R15	13.7	9.5	23.2	25%	15%	20%	14.4	-	15.0	-	216
MC	63.6	16.5	80.1	25%	25%	25%	45.1	20.0	-	901	-
CBD	8.0	1.2	9.2	25%	25%	25%	5.2	20.0	-	103	-
I	47.5	9.7	57.2	25%	25%	25%	32.2	6.5	-	209	-
P	251.2	-	251.2	-	-	-	-	-	-	-	-
OS	6.8	-	6.8	-	-	-	-	-	-	-	-
<b>Total</b>	<b>623.0</b>	<b>289.3</b>	<b>912.3</b>	<b>25%</b>	<b>15%</b>	<b>25%</b>	<b>396.3</b>			<b>1,213</b>	<b>1,840</b>
<b>Dwelling Unit (DU) to Population Conversion:</b>											
Residential Occupancy Factor (% of all Units)										92.9%	
Occupied Unit Capacity										1,709	
Average Household Size (persons per occupied household)										2.59	
Anticipated Population Capacity (added population to 2036)										4,427	

Note: No jobs are allocated to P or OS lands with this buildable land analysis.

Employment potentials with the Northern State site are being addressed separately by the City of Sedro-Woolley.

Source: City of Sedro-Woolley, Washington State Office of Financial Management, and E. D. Hovee & Company, LLC.

As shown, net buildable acreage on residential and employment designated lands is estimated at approximately 396 acres. A net buildable figure is not estimated for Public/Open Space lands, though this is anticipated to occur with the Northern State subarea planning process now underway, separate from this land capacity analysis.

Using residential density factors consistent with current zoning, there is resulting capacity for an estimated 1,840 housing units. As is detailed at the bottom of the chart, this translates to capacity for an added 4,427 residents that could be accommodated in the UGA to 2036.

For employment, density factors are applied as consistent with prior countywide economic development planning and the more recent Mount Vernon land capacity analysis. Total

employment capacity within industrial and commercial zones of the UGA is estimated at 1,213 jobs.

## Comparing Capacity with Allocations

The final step of the analysis is to compare employment and population capacity with the SCOG allocated targets to Sedro-Woolley. As depicted by the following chart, this comparison indicates an allocation of residential land that may be slightly under the SCOG allocation. For jobs, the “gap” between the forecast target and current land capacity is more substantial.

### Comparison of Capacity to SCOG Population / Job Allocations (to 2036)

Zoning Types	Buildable Acres		Average Density		Added Capacity		
	Gross	Net*	Jobs/Ac	DU/Ac	Jobs	Housing	Population
Residential	507.8	313.9	-	5.9	-	1,840	4,427
Commercial	89.3	50.2	20.0	-	1,004	-	-
Industrial	57.2	32.2	6.5	-	209	-	-
Public	-	-	-	-	-	-	-
<b>Total</b>	<b>654.3</b>	<b>396.3</b>			<b>1,213</b>	<b>1,840</b>	<b>4,427</b>
Sedro-Woolley Allocated Targets (per SCOG)					1,572	-	4,555
Capacity as % of SCOG Allocation					77%	-	97%

Note: Employment potentials for public lands are addressed separately with the Northern State subarea plan.

Sources: City of Sedro-Woolley, Skagit County Council of Governments, and E. D. Hovee & Company, LLC.

As shown by the chart:

- Employment capacity is estimated at 77% of the SCOG target (or 23% below the 1,572 jobs determined by SCOG as Sedro-Woolley’s employment allocation). Due to the significance of the gap between planned employment growth and current zoned capacity, reaching the SCOG employment target likely will require designation of additional lands for industrial and/or commercial development.
- Population capacity is estimated at just over 97% of the SCOG allocation of an added 4,555 residents by 2036. Given the margin of variability with pivotal assumptions in the analysis, it would appear that Sedro-Woolley should also be able to reasonably meet its population allocation, including possible minor adjustments to land designations or portions of the buildable land capacity analysis framework.

## FINDINGS & POLICY OPTIONS

Based on the analysis conducted with this buildable land and land capacity analysis, the following summary findings and policy options are outlined for consideration by the City of Sedro-Woolley.

## Findings

Overall, this 2015 buildable land and land capacity analysis indicates that the current inventory of buildable land is expected to be inadequate to fully address Sedro-Woolley's population and employment growth targets to 2036 without the need for urban growth area (UGA) expansion:

- Residential lands are within about 3% of achieving the SCOG target of accommodating an added 4,555 residents by 2036. Getting to 100% should be achievable with fairly modest measures, as outlined below with policy options recommended for consideration.
- Employment lands fall 23% short of meeting the SCOG target of 1,572 added jobs allocated to Sedro-Woolley through 2036. Industrial and commercial lands can accommodate an estimated 1,213 jobs, which is 359 jobs below the SCOG allocation.
- There may also be concerns with the mix of jobs for Sedro-Woolley. An estimated 209 net added jobs can be accommodated with net buildable industrial acreage. This is 43% short of the SCOG indicated projection of 368 added industrial jobs for Sedro-Woolley – as part of the forecast 1,572 job growth total.

## Policy Options

To conclude, the following policy options are outlined for consideration as possible measures to address potential issues as noted with the findings of this analysis:

**For Residential Lands.** Policy options to consider for addressing the approximately 3% shortfall in housing might include any or some combination of the following:

- Consider adjusting one or more of the assumptions used with the methodology in this analysis – related to such factors as definitions for developable status, critical areas/constraints, infrastructure or market factor, or assumed average household size.
- Up-zone some residential property to a higher density – for example to R15 multi-family, currently comprising only 5% of the residential net buildable land supply.
- Convert a small amount of acreage currently zoned for public/open space or employment use to residential – but only to the extent that employment land needs are also fully addressed.
- Provide for a relatively minor UGA expansion – possibly in the range of 10+/- buildable acres depending on the mix of residential zoning and associated building densities that might be considered.
- Provide for a more significant UGA expansion – if some lands currently designated for residential use are rezoned for commercial and/or industrial use as described below. The amount of land that might be required is not directly determinable at this point, but would depend, in part, on the mix of commercial versus industrial employment to be accommodated.

**For Employment Lands.** Policy options to address the estimated 23% shortfall of industrial and commercial employment potential may include any or some combination of the following:

- Modify some portion of the methodology and/or assumptions regarding employment lands evaluation – similar to what is outlined above for residential lands.
- Expand the supply of land effectively available for industrial use through such means as providing for more liberalized industrial use in one or both commercial zones.
- Increase the supply of industrial and/or commercial land by re-designating some existing residentially-zoned land for employment use. This option may of particular importance to the extent that some existing buildable residential sites are determined to be more suitable for industrial or commercial uses as compared with sites requiring UGA expansion. Re-zoning for employment use would require an offsetting addition of residential land through UGA expansion as described above.
- Expand the UGA to address the deficiency of land for industrial and commercial needs. The amount of added UGA needed will vary, in part, depending on the mix of industrial versus commercial land allocated. For example, assuming that all of the employment deficiency were to be addressed by UGA expansion, the amount of buildable land required could range from about 18 buildable acres (assuming 100% commercial designation) to 55 buildable acres (with 100% industrial designation) – or in-between with a mix of commercial and industrial designations.

Due to the size of the “gap” between the number of jobs that can be accommodated as compared with the 2036 requirement, it is unlikely that this need can be met unless residential lands are converted to employment use and/or the UGA is expanded to provide added employment land.

## APPENDIX A. DOCUMENTS REVIEWED

The following documents were review in conducting this buildable land and land capacity analysis:

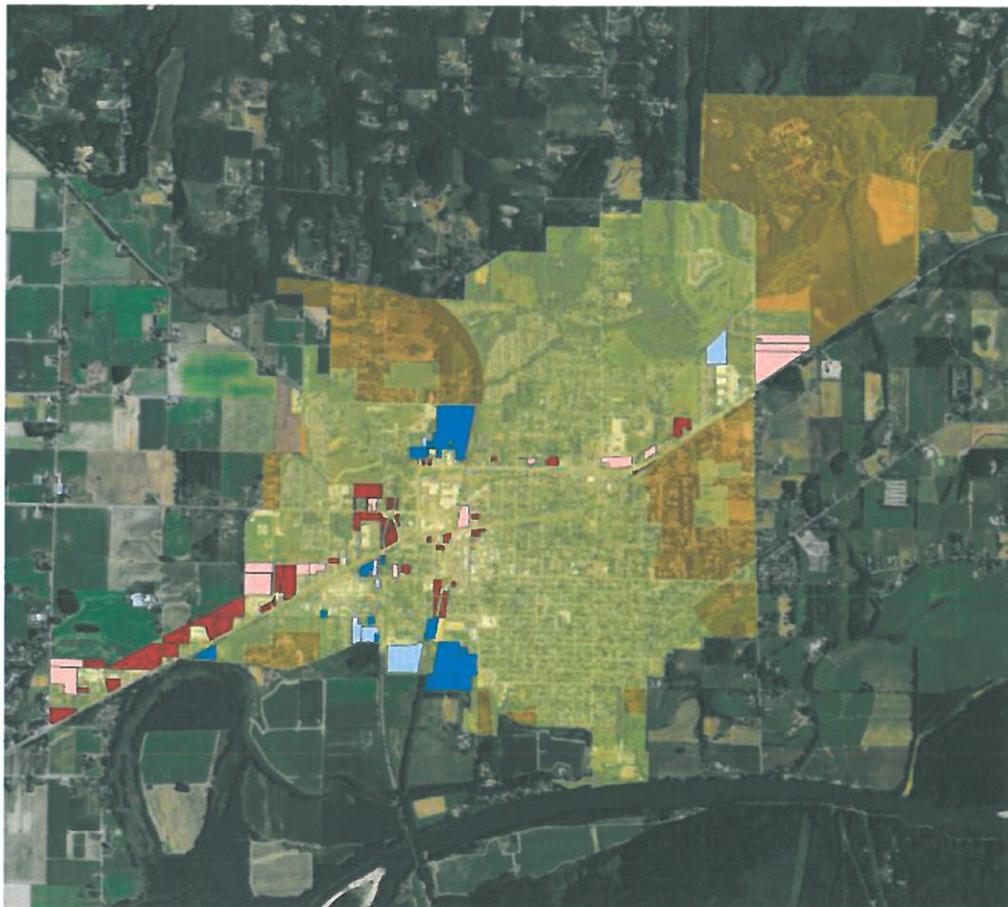
- *2010 Buildable Lands & Land Capacity Analysis Report* by the City of Mount Vernon Community and Economic Development Department.
- *Sedro-Woolley Municipal Code*, Title 17 Zoning, as of March 25, 2015.
- *Skagit County Code*, Chapter 14.08 – Legislative Actions.
- *Skagit County Growth Projections: Summary of Methods and Results*, prepared by BERK Consulting, July 2014.
- *Skagit County Industrial Land Study – Final Report*, prepared by ECONorthwest for the Port of Skagit, December 2014.
- *Shoreline Management Program Update – Preliminary Assessment of Shoreline Jurisdiction*, City of Sedro-Woolley, Draft June 2011.
- *Vacant Buildable Lands Model* by Clark County Community Planning.

## **APPENDIX B. RESIDENTIAL & COMMERCIAL/INDUSTRIAL INVENTORY MAPS**

On the next four pages are maps of vacant and partially vacant land as follows:

- Commercial and industrial tax lots with buildable land
- Commercial and industrial buildable land with constraints
- Residential tax lots with buildable land
- Residential buildable land with constraints

The maps depict the entire tax lot with vacant and partially vacant land, not just the portion of the tax lot that is buildable after removing constrained and developed land.



**Commercial & Industrial Tax Lots with Buildable Land**

**Legend**

**Vacant:**  
■ Commercial  
■ Industrial

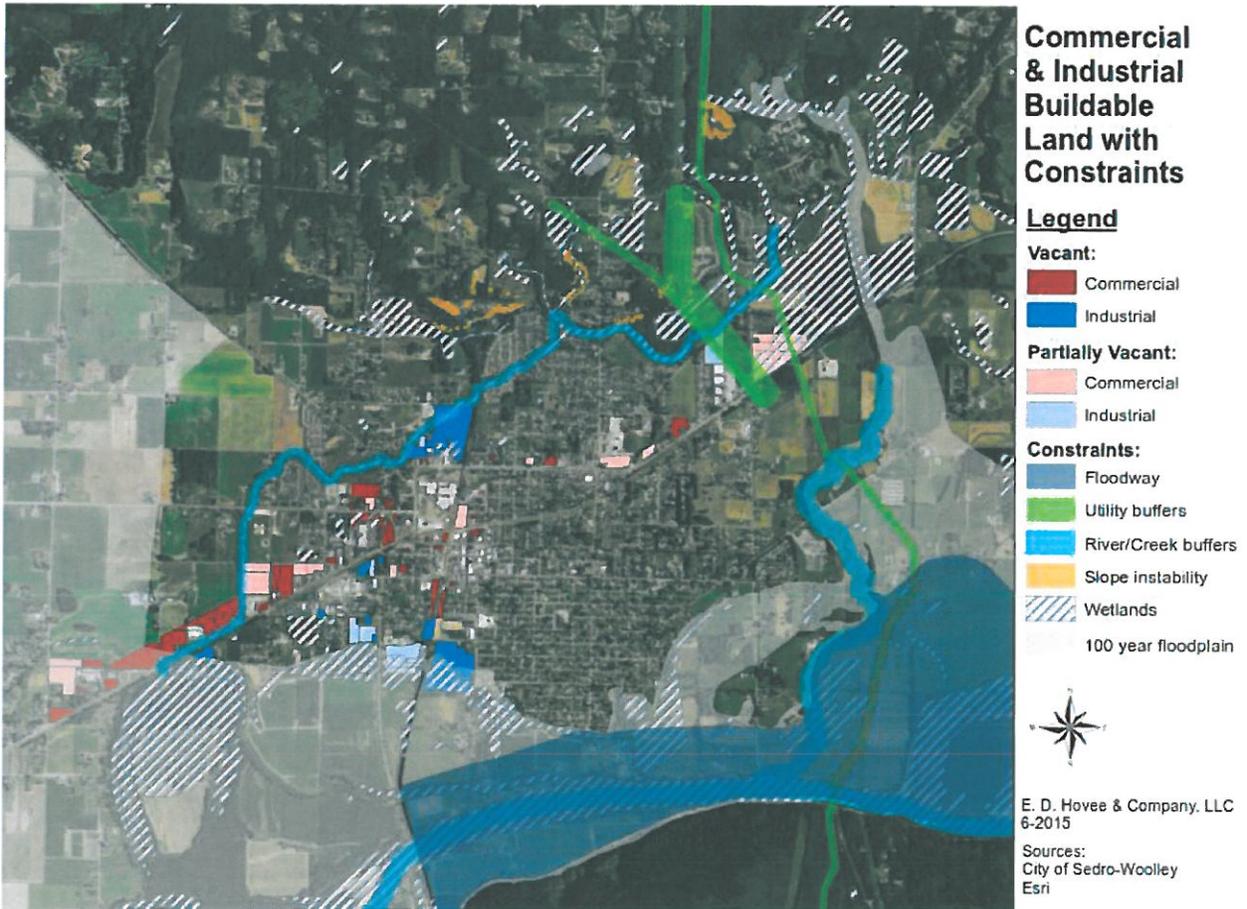
**Partially Vacant:**  
■ Commercial  
■ Industrial

**UGA Boundaries:**  
■ Incorporated  
■ Unincorporated



E. D. Hovee & Company, LLC  
 6-2015

Sources:  
 City of Sedro-Woolley  
 Esri





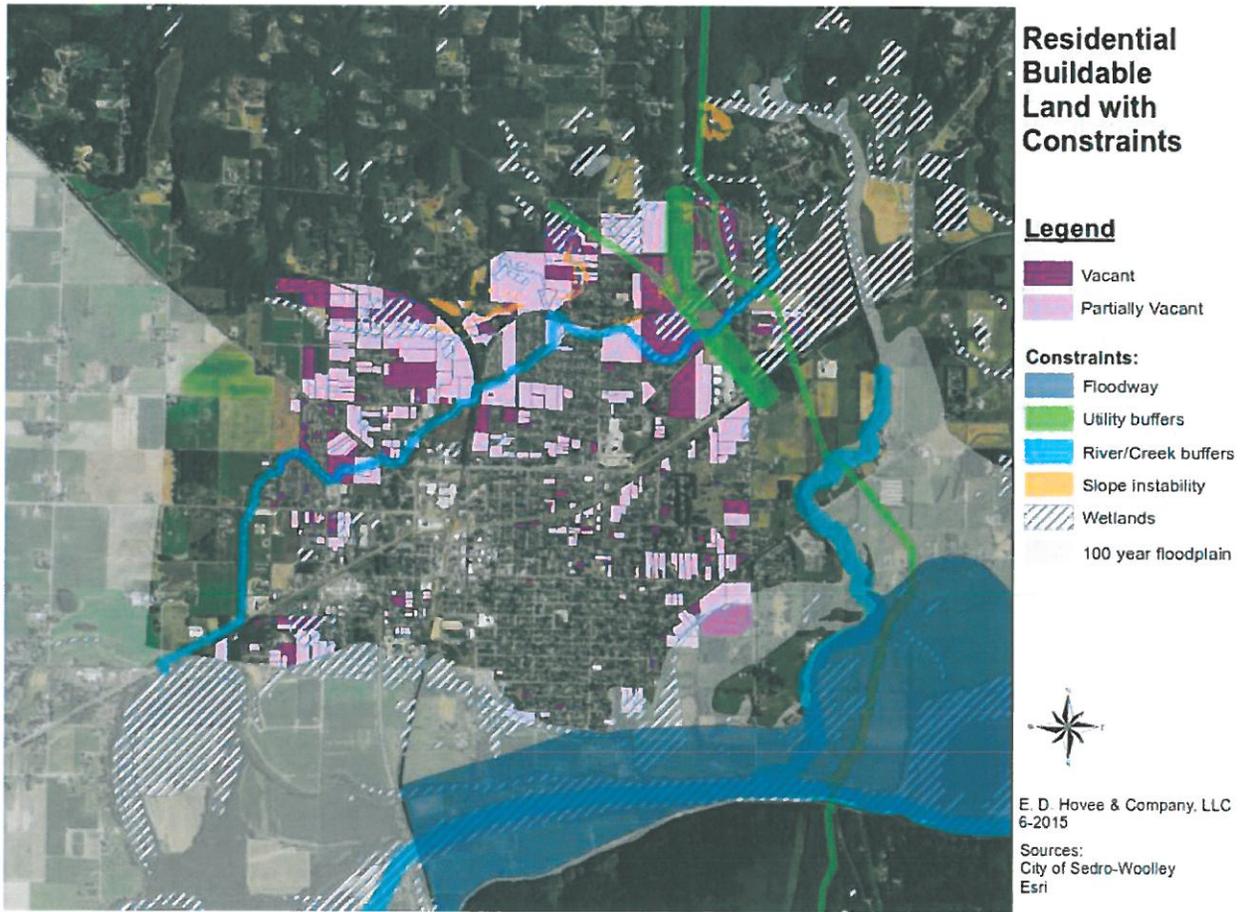
**Residential  
Tax Lots with  
Buildable Land**

**Legend**

- Vacant
- Partially Vacant
- UGA Boundaries:**
- Incorporated
- Unincorporated



E. D. Hovee & Company, LLC  
6-2015  
Sources:  
City of Sedro-Woolley  
Esri





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## MEMORANDUM

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To: John Coleman, AICP, Planning Director, Sedro-Woolley Planning Department  
From: Andrea Logue & Eric Hovee  
Subject: Buildable Land Inventory of Southeastern Area to be Removed from the Sedro-Woolley UGA  
Date: August 25, 2015

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As an added task subsequent to the 2015 Sedro-Woolley Buildable Land and Land Capacity Analysis Report, the City of Sedro-Woolley has requested E. D. Hovee & Company, LLC (EDH) to calculate the buildable land in an area on the southeastern quadrant of the Sedro-Woolley UGA that is being considered for removal from the existing UGA. This memorandum summarizes the background of a proposed land exchange and the buildable land inventory of a portion of the existing UGA.

### BACKGROUND

The City of Sedro-Woolley is working in consultation with Skagit County to considering removing acreage from the southeastern quadrant of the UGA. It has been determined this land is not buildable due to circumstances of existing low density development and high cost of infrastructure limiting the extension of sewer services to the area. In exchange, there are two separate target areas with to the north and northeast of the UGA that are under consideration for potential inclusion in the UGA.

The map on the following page depicts the land areas proposed for possible exchange. The focus of the buildable land calculations in this memorandum is on the 'Blue Area' in the southeast quadrant proposed for removal from Sedro-Woolley's UGA.

**EXHIBIT** **B**



**Southeastern Quadrant of Sedro-Woolley UGA Land Inventory  
(Parcel-Based in Acres)**

Zone	Developed Land	Vacant Land by Type			Part Vacant Buildable	Total All Parcels	% of Total	Total Buildable
		Unbuildable	Constrained	Buildable				
Residential 5 (R5)	129.1	0.3	0.0	9.8	24.7	163.9	96%	34.5
Residential 7 (R7)	0.6	0.0	0.0	0.4	0.0	1.0	1%	0.4
Residential 15 (R15)	0.0	0.0	0.0	0.0	0.0	0.0	0%	0.0
Mixed Commercial (MC)	0.0	0.0	0.0	0.0	0.0	0.0	0%	0.0
Central Business District (CBD)	0.0	0.0	0.0	0.0	0.0	0.0	0%	0.0
Industrial (I)	0.0	0.0	0.0	0.0	0.0	0.0	0%	0.0
Public (P)	5.4	0.0	0.0	0.0	0.0	5.4	3%	0.0
Open Space (OS)	0.0	0.0	0.0	0.0	0.0	0.0	0%	0.0
<b>Total</b>	<b>135.0</b>	<b>0.3</b>	<b>0.0</b>	<b>10.3</b>	<b>24.7</b>	<b>170.3</b>	<b>100%</b>	<b>35.0</b>
% of Acres	79%	0%	0%	6%	15%	100%		21%

Sources: City of Sedro-Woolley and E. D. Hovee & Company, LLC.

When considered by zoning designation, R5 residential accounts for the single largest amount of land area – totaling 164 acres or 96% of total land area in the southeastern quadrant of the Sedro-Woolley UGA. Taken together, residentially zoned areas represent 97% of land in this portion of the UGA, with public/open space land at 3%.

In terms of potentially buildable land, residentially designated sites account for all 35 acres of the gross buildable acreage potential.

E. D. Hovee & Company, LLC appreciates the opportunity to provide this additional assessment of buildable land inventory. We would be happy to address questions or provide further information regarding any aspect of this memorandum.

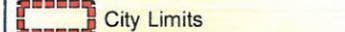
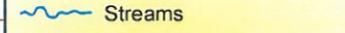
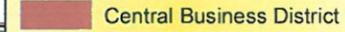
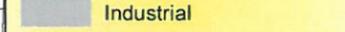
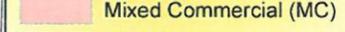
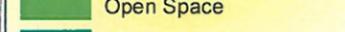
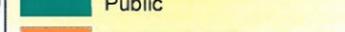
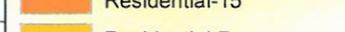
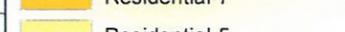
**City of Sedro-Woolley  
Areas where UGA could  
logically expand or shrink  
to accomodate growth  
over next 20 years  
August 2015**

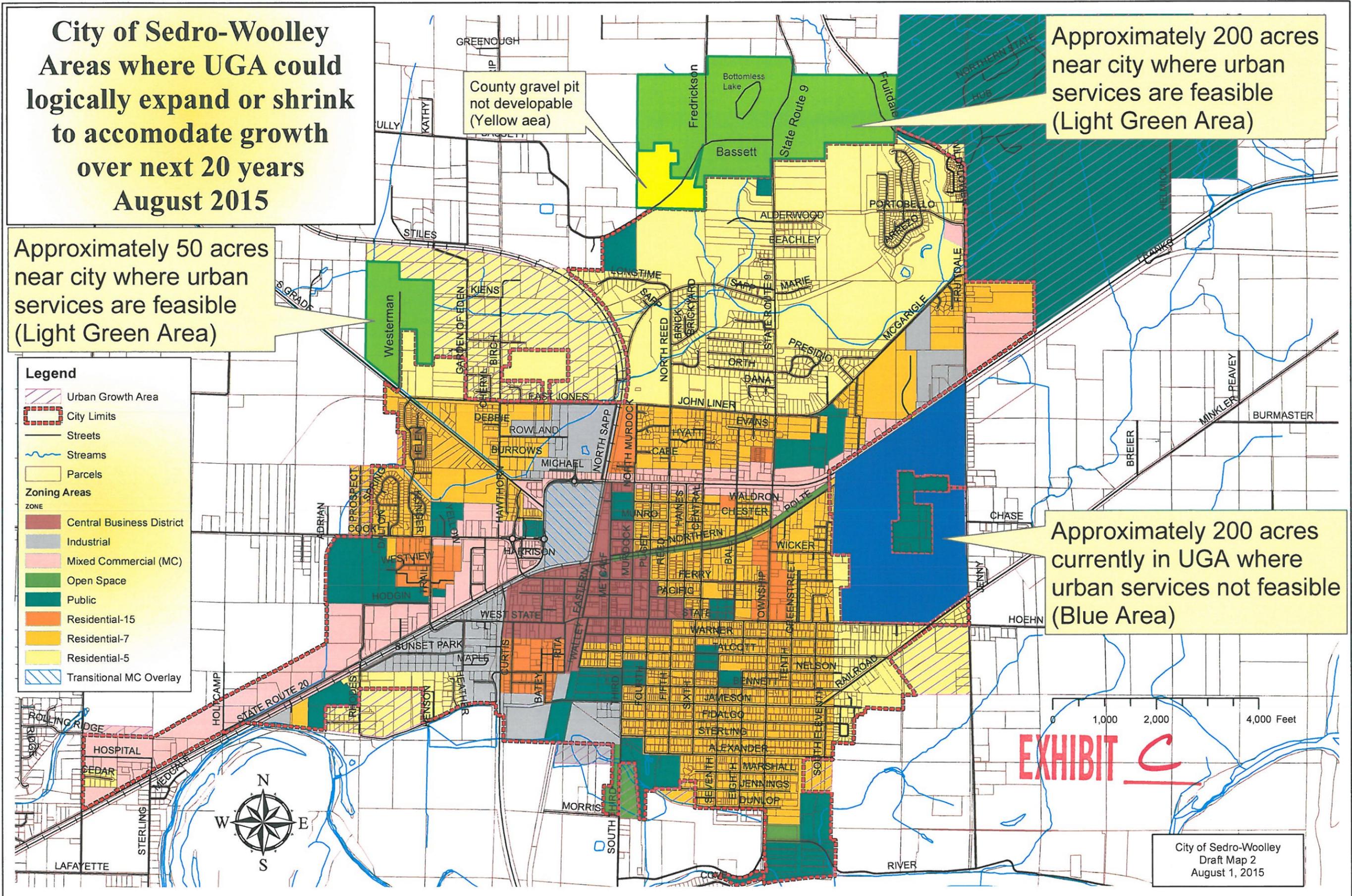
Approximately 50 acres  
near city where urban  
services are feasible  
(Light Green Area)

Approximately 200 acres  
near city where urban  
services are feasible  
(Light Green Area)

Approximately 200 acres  
currently in UGA where  
urban services not feasible  
(Blue Area)

**Legend**

-  Urban Growth Area
-  City Limits
-  Streets
-  Streams
-  Parcels
- Zoning Areas**
- ZONE**
-  Central Business District
-  Industrial
-  Mixed Commercial (MC)
-  Open Space
-  Public
-  Residential-15
-  Residential-7
-  Residential-5
-  Transitional MC Overlay



**EXHIBIT C**

0 1,000 2,000 4,000 Feet



City of Sedro-Woolley  
Draft Map 2  
August 1, 2015