City of Sedro-Woolley
City Council Agenda Item

Agenda Item No. _____

Date: September 1, 2021

Subject: Requested Amendments to Regulations for Parking in the UVMU

FROM: John Coleman, AICP, Planning Director

RECOMMENDED ACTION:

This is only an introduction to the topic, no action requested.

ISSUE:

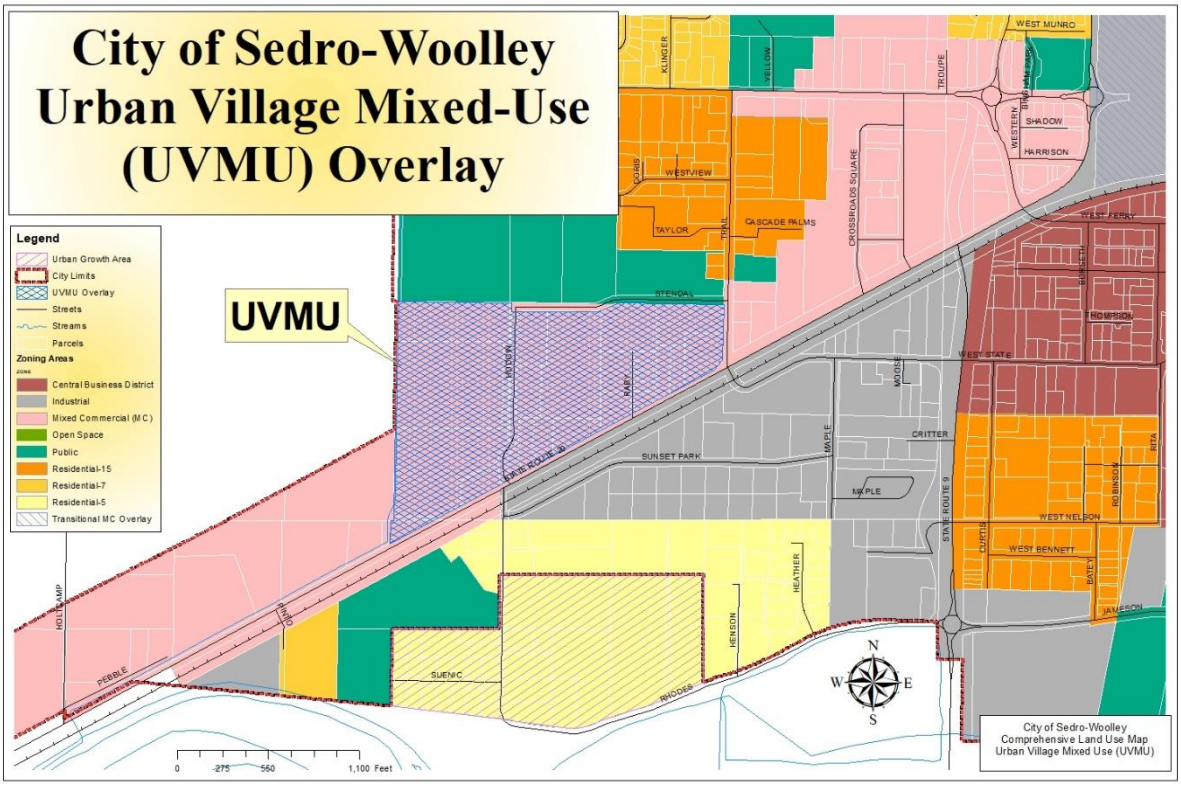
The city has received a request (Attachment 1) to amend the existing parking regulations for the Urban Village Mixed Use Overlay. The purpose of today's presentation is to introduce the issue to both the Council and the Planning Commission. The Planning Commission will review the request in detail at subsequent Planning Commission meetings and make a recommendation for the Council to consider in the future. No action is recommended at tonight's meeting.

BACKGROUND / SUMMARY INFORMATION:

In 2019, after many years of careful review, the city created regulations to allow for development in the Urban Village Mixed Use (UVMU) Overlay. Those regulations are found in Chapter 17.21 SWMC. This optional overlay applies to an approximately 40 acre area (see map below). The underlying zoning of the area is Mixed Commercial. Owners of property in the UVMU Overlay have the option of developing to the standards Mixed Commercial regulations or opting to take advantage of the UVMU standards in Chapter 17.21 SWMC. There are also design standards for projects in the UVMU. The intent of the overlay area is specified in SWMC 17.21.005:

> The intent of this zoning overlay is to encourage a compatible mix of commercial and residential development and more diverse types of residential density. This zoning overlay will provide for more efficient use of resources providing for an integrated mixed-use site plan to include open space, walkability, convenience, environmental protection, enhanced commercial options, reduced dependence on motorized vehicles, and provide for an urban village experience and present an attractive and welcoming appearance to visitors at the western entrance of the city. The UVMU overlay is over an area zoned mixed commercial. The intent of the overlay is to encourage commercial uses first and allow residential uses as an incentive to build commercial space.

If you are interested in more information about the UVMU, please review the UVMU subarea plan (Attachment 2) and the UVMU zoning regulations in Chapter 17.21 SWMC (https://www.codepublishing.com/WA/SedroWoolley/#!/SedroWoolley17/SedroWoolley1721.html#17.21).



This year, two developers have applied for permits to build mixed-use projects within the overlay. The first project is by The RJ Group; a building with 9,249 square feet of commercial space on the main floor, with 76 residential units above and behind the commercial space. The project design meets all city standards and is under construction at the corner of Stendal Street and Hodgin Street. The second project is proposed by BYK Construction at the corner of Stendal Street and Trail Road. This mixed use building has 11,760 square feet of commercial space and a parking garage on the main floor, and 67 residential units above the main floor. This project is still in the permitting process.

The RJ Group and BYK Construction have submitted a joint request to amend the parking regulations in the UVMU development standards (Chapter 17.21 SWMC). Please see request that is included as Attachment A. the request includes their proposed changes to the parking regulations.

The Planning Commission will review the request in detail at subsequent Planning Commission meetings. After the Planning Commission has thoroughly reviewed the request and the parking situation in the UVMU, they will make a recommendation to the City Council. The City Council will then have the option to take action on the Planning Commission's recommendation; the Council's will likely see the results of the Planning Commission's review this winter.

Today's meeting is just to introduce the topic and the request to both the City Council and the Planning Commission. Representatives of each company will also be invited to speak so they have the opportunity to further explain their request.

ATTACHMENTS:

1. Request from the RJ Group/BYK Construction to amend the existing parking regulations in the Urban Village Mixed Use Overlay.
2. UVMU Subarea Plan.

Attachment 1 to Council memo

Request from the RJ Group/BYK Construction to amend the existing parking regulations in the Urban Village Mixed Use Overlay

July 26, 2021

City of Sedro Woolley
Planning and Development Department
ATTN: John Coleman, Planning Director
325 Metcalf Street
Sedro Woolley WA 98284

Subject: UVMU Code Revision Request

Dear John,

The RJ Group and BYK Construction have come together to make this request for UVMU Code revisions related to parking requirements.

Currently the UVMU parking requirements have two key issues:

1. Commercial parking is required to be provided in addition to residential parking, with no sharing of spaces allowed
2. Off-street parking cannot be counted toward the overall parking count

It is our goal to work with COSW Planning Staff to come up with revised code language to address these issues and allow for more creative solutions to meet the intent of this zone.

As stated in the UVMU code, the intent of this zoning overlay is to provide for a more efficient use of resources within an integrated mixed-use site to include "open space, walkability, convenience, environmental protection, enhanced commercial options, reduced dependence on motorized vehicles and provide for an urban village experience".

Furthermore, the code goes on to say that "the intent of the UVMU overlay is to encourage commerce by creating a pedestrian-friendly environment that accommodates both shoppers and its residents".

When reviewing the intent of the UVMU overlay, and comparing it to the parking requirements as currently written, it is clear that the parking requirements in the code are in fact restrictive to meeting the intent, functionality and experience of an Urban Village.

IMPACTS TO PROPOSED UVMU DEVELOPMENT PROPOSALS

As stated above, two key issues have been identified in the UVMU parking language.

First, as stated in SWMC 17.21.085, "Parking for commercial uses shall be provided in addition to residential parking requirements." When coupled with the residential parking requirements,

adding commercial parking at the rates required (1 per 300 SF, plus 1 per 600 SF if in excess of 50% of the first floor space) results in large expanses of parking that take up significant site space.

At Gateway Village PH1, for example, an efficient 5 story mixed-use building is proposed with 74 apartment units and a 50% commercial ground floor. The parcel required to contain this project is 94,884 SF (2.17 AC). Of that parcel, 59% of the total area is dedicated to parking. Having such large expanses of parking works against the intent to provide "a reduced dependence on motorized vehicles" and "an urban village experience".

This situation could be improved by allowing for Shared Parking Agreements between commercial users and residential tenants within the same building. As suggested in the code redlines enclosed here for review, a Shared Parking Agreement would allow for commercial users and residential users to share a certain number of clearly marked parking spaces during business hours.

Allowing for this type of creative solution will still meet the needs of commercial businesses during the day and allow for reduced expanses of parking to help provide a better urban village experience for all users. The proposed shared parking agreement would be approvable at the discretion of the Planning Director, allowing for discussion between the developer and City about the best way to achieve this shared parking on a project by project basis.

Second, we would like to request the addition of parking language to the UVMU code that will allow for any on-street parking developed within the ROW to be counted toward the total on-site ("off-street") parking count. On-street parking in the ROW that is directly adjacent to any proposed UVMU project will work to serve the proposed development, especially those commercial spaces with public street frontage.

As stated in SWMC 17.21.080 (B), "Off-street parking shall be provided for residential dwellings, commercial and retail uses in the UVMU overlay." Although this code language does not outright restrict a developer from including on-street parking in the overall parking count for the site, there is precedent in COSW that on-street parking cannot be counted toward a projects total on-site parking count. Our team proposes new language be added in SWMC 17.21.080 that allows for on-street parking to count toward a UVMU project's total parking requirement. See the enclosed UVMU redlines for proposed new language details in SWMC 17.21.080 (C).

Allowing for projects in the UVMU to count any public on-street parking stalls toward the overall project parking count works to meet the intent of the UVMU overlay and provide a more pedestrian friendly site design. This measure will allow for a reduced on-site parking requirement which works to create a better "urban-village experience" while still providing adequate parking for users to access the site.

From a development perspective, it is important to note that building on-street parking stalls in the ROW in addition to a full parking area that meets the requirements of a UVMU project per code creates a redundant development cost for these parking spaces. The developer is

essentially paying to develop parking spaces in the ROW that are above and beyond the spaces required to serve their project – effectively resulting in the developer paying twice for these duplicate parking improvements.

If street parking is proposed as part of a UVMU projects civil improvements, then a developer should be allowed to count these street parking spaces toward the overall project parking count. This will help to offset any duplicate construction costs and aid in project finance-ability.

BENEFITS OF PARKING LANGUAGE UPDATES

The UVMU parking language changes proposed here will benefit both the Sedro-Woolley community at large and private developers working within this overlay area.

The proposed language changes will benefit the community in the following ways:

1. Provide much needed housing options in the City of Sedro Woolley. Record low vacancy rates and a lack of availability of housing is a large stress on the community. By making UVMU development more feasible and palatable to developers we can provide more housing options to meet the needs of the community.
2. Help create urban village areas with a better "urban village experience" for users by reducing large expanses of parking.
3. Work toward a community with reduced dependence on motorized vehicles.
4. Provide an option for residents and commercial businesses to thrive in a pedestrian friendly environment.

The proposed language changes will benefit developers working in the UVMU in the following ways:

1. Create better project finance-ability by reducing redundant construction costs
2. Create better project finance-ability by creating a better cost ratio between required land improvements and building value
3. Help incentivize developers to build high density housing options and commercial spaces to meet the community's needs, particularly housing needs.
4. Allow for more creative site design options through an option like the shared parking agreement
5. Allow for better site utilization to create an enhanced urban village experience for site users

SUMMARY

Overall, making modifications to the UVMU code language as suggested in the attached document will provide various benefits to the community and will help to incentivize development within this zone.

Several small changes could result in a much more desirable end product that will work to meet the UVMU design intent and create a more palatable and financially feasible project for developers. If developers are incentivized to build in the UVMU, then the City of Sedro Woolley will benefit through the gain of residential housing options and desired commercial opportunities.

Please review the attached redlined UVMU code with our proposed changes shown in red. We would be happy to meet to discuss this language further and look forward to working with COSW staff to come up with a mutually acceptable code revision.

Warm Regards,

Devon Caines

Devon Caines
Senior Project Manager, The RJ Group



Rob Janicki
Owner, The RJ Group



Paul Woodmansee
President, BYK Construction Inc

Chapter 17.21
URBAN VILLAGE MIXED-USE (UVMU) OVERLAY

Sections:

17.21.005 Intent.
17.21.010 Applicability.
17.21.015 Definitions.
17.21.020 Use restrictions.
17.21.025 Bulk restrictions.
17.21.030 Minimum lot size requirements.
17.21.040 Maximum density requirements and mixed uses.
17.21.050 Open space.
17.21.060 Building height.
17.21.065 Design standards.
17.21.070 Hazardous waste.
17.21.080 Parking—General.
17.21.085 Parking for commercial uses in the urban village mixed-use zone.
17.21.090 Parking for residential uses in the urban village mixed-use zone.
17.21.100 Integrated site plan.
17.21.110 Integration with Brickyard Creek.

17.21.005 Intent.

The intent of this zoning overlay is to encourage a compatible mix of commercial and residential development and more diverse types of residential density. This zoning overlay will provide for more efficient use of resources providing for an integrated mixed-use site plan to include open space, walkability, convenience, environmental protection, enhanced commercial options, reduced dependence on motorized vehicles, and provide for an urban village experience and present an attractive and welcoming appearance to visitors at the western entrance of the city. The UVMU overlay is over an area zoned mixed commercial. The intent of the overlay is to encourage commercial uses first and allow residential uses as an incentive to build commercial space. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.010 Applicability.

This chapter shall apply to areas within the city of Sedro-Woolley designated urban village mixed-use (UVMU) overlay as shown on Sedro-Woolley comprehensive zoning map. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.015 Definitions.

These definitions are in addition to and reference Section 17.04.030, Definitions.

“Motel” means a commercial building (or buildings) providing lodging for ten or more persons on a transient basis. Cooking facilities may be installed. Motels shall be designed to accommodate the automobile tourist or transient, daily maid service shall be provided, and parking facilities must be provided convenient to each guest room.

“Open space” means land which is free of buildings and is landscaped or pedestrian amenities are provided in compliance with the open space requirements in this chapter.

“Townhouse” means a dwelling in a row of units in which each unit has its own front and rear access to the outside, no unit is located over another unit, and each unit is separated from any other unit by one or more vertical common walls.

“Usable open space” means land which is free of buildings and is open to public and that serves public use of outdoor recreation and similar activities. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

“Shared Parking Agreement/Arrangement” means a written agreement, approved by the Planning Director, that allows for the shared use of parking spaces between commercial and residential users within any one building/project.

17.21.020 Use restrictions.
Use restrictions in the UVMU overlay zone shall be as follows:

A. Permitted uses for street-facing units on the first floor on Hodgin Street, State Route 20 (including the access driveway north of Parcels A through C of the Gateway Binding Site Plan), Trail Road and Stendal Street are listed below. Uses on the floors above the ground floor shall be regulated per subsection B of this section. Similarly, uses on the first floor that face the opposite side of the main street-facing side that meet the requirements of Section 17.21.040 shall be regulated per subsection B of this section:

1. Retail and wholesale sales;

2. Food/drinking venues such as restaurants and taverns;

3. Banks and similar services;

4. Temporary lodging, including hotel/motel; and

5. Recreational and cultural uses.

B. Permitted Uses in Portions of UVMU Not Fronting on Hodgin, Trail, State Route 20 (Including the Access Driveway North of Parcels A through C of the Gateway Binding Site Plan) or Stendal Streets.

1. Retail and wholesale sales;

2. Professional services;

3. General services;

4. Offices;

5. Recreational and cultural uses;

6. Food venues such as restaurants and taverns;

7. Banks and similar services;

8. Commercial day care centers;

9. Multifamily residential (townhouse, apartment, condominium) of four units or more, as part of a mixed-use site development;

10. Residential units above the first story of a commercial building in varied densities;

11. Temporary lodging, including hotel/motel and bed and breakfast guesthouse; and

12. Health facilities and healthcare, excluding overnight accommodations.

C. Conditional Uses.

1. Outdoor recreation facilities;

2. Public utilities, excluding wireless communication facilities;

3. Quasi-public uses;

4. Public uses;

5. Retirement/assisted living facilities;

6. Small-scale wood/metal fabrication; shop space.

D. Prohibited Uses.

1. Adult entertainment;

2. Wireless communication facilities; and

3. All uses not listed above. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.025 Bulk restrictions.
Minimum setbacks for commercial and mixed-use buildings: none. Maximum setbacks: ten feet. These may be larger if exclusively used for pedestrian access and amenities. This does not include parking and any other accommodations for motorized vehicles. Sites shall be developed in a coordinated manner, complementing adjacent structures and uses through placement, size and mass.

Residential multifamily structure setbacks: ten-foot front yard; five-foot side yard(s); ten-foot rear yard; minimum twenty-foot buffer from commercial uses. In the event setbacks do not apply given large site areas and proximity to property lines, minimum setbacks shall be considered minimum yard requirements to public sidewalks and adjacent structures. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.030 Minimum lot size requirements.
No minimum lot size requirements for the UVMU overlay. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.040 Maximum density requirements and mixed uses.
A. Residential Density. The UVMU overlay is intended for a range of multifamily, multi-level structures with density not to exceed thirty-five dwelling units (DU) per acre. The urban village mixed-use zone is not intended for single-family residences. Thirty-five DU per acre is a maximum density and is

intended to encourage flexibility in dwelling unit densities and types of structures providing for a diversity of dwelling unit types and efficiencies associated within mixed-use development. This overlay will allow for multifamily, multi-level buildings with varying densities (not to exceed thirty-five DU per acre), dedicated to residential uses. Allowed number of units shall be calculated by dividing the total site area (less area encumbered by wetlands, fish and wildlife habitat conservation areas and their respective buffers per Chapter 17.65) by the maximum units allowed per acre and rounding down to the nearest whole number. Land area encumbered by wetlands, fish and wildlife habitat conservation areas and their respective buffers per Chapter 17.65 do not count towards the density allowed, but may count as open space per Section 17.21.050.

B. In mixed-use commercial and residential structures consisting of apartments or condominiums over commercial uses, no less than fifty percent of ground level floor space shall be a commercial use.

C. Residential structures without a commercial or retail component shall not exceed a one-to-one ratio of finished square foot space to finished commercial space on site; not to include indoor parking areas or garages in ratio calculation.

D. Residential uses may also be integrated with retail or office within the same building structure. There is no minimum or maximum commercial or residential unit densities per structure. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.050 Open space.

Open space shall constitute a sliding percentage of gross acreage subject to provisions of other amenities as specified in the city design standards and guidelines and as stated in UVMU design standards.

Of the minimum percent gross open space, a sliding percent must be landscaped and integrated into site plan, and must be useable public open space.

Table 17.21.050(1)

Density (units per acre)	Open Space (% of total site)	Usable Public Open Space (% of total site)
35 Units	30%	25%
30 Units	25%	20%
≤25 Units	20%	15%

(Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.060 Building height.
Maximum building height:

A. Mixed-use or commercial buildings fronting on Hodgin Street, Trail Road, State Route 20 (including the access driveway north of Parcels A through C on the Gateway Binding Site Plan) or Stendal Street: sixty feet. Fifty percent of any building stories above the third story shall be stepped back eight feet from the street frontage side of the building. Recessed balconies can count for up to fifty percent of the required step-back.

B. Maximum building height for mixed-use or commercial buildings not fronting on the areas described in Section 17.21.020(A): thirty-five feet. Exception: sixty feet, if adequate access for the fire department's ladder truck is provided and the fire lane and fire apparatus access are approved by the fire chief.

C. Standalone residential apartments/condominiums: thirty-five feet. Exception: forty-five feet, if adequate access for the fire department's ladder truck is provided and the fire lane and fire apparatus access are approved by the fire chief.

D. Standalone townhomes: thirty-five feet. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.065 Design standards.
The UVMU is intended to create a pedestrian-friendly environment while also accommodating vehicular traffic and parking. All development utilizing this chapter (UVMU overlay) is subject to the UVMU design standards section of the Sedro-Woolley Design Standards and Guidelines Manual in addition to any other applicable sections of the manual. Where conflict between sections

of the design standards exists, the additional standards for the urban village mixed-use overlay shall apply. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.070 Hazardous waste.

On-site hazardous waste treatment and storage facilities as accessory to a permitted or conditional use are allowed as a conditional use; provided, such facilities comply with the state hazardous waste siting standards and Sedro-Woolley and State Environmental Policy Act requirements. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.080 Parking—General.

A. Intent. The intent of the UVMU overlay is to encourage commerce by creating a pedestrian-friendly environment that accommodates both shoppers and its residents. Providing adequate parking without creating large expanses of parking lots in front of commercial businesses is key to the success of the UVMU overlay.

The creation of a mixed-use parking district shall be encouraged. Parking may be constructed and maintained for motor vehicles, bicycles or other non-motorized transportation, lease parking and/or other parking that promotes alternatives to driving single-occupant motor vehicles.

New development may utilize a shared parking arrangement subject to review and approval by the planning director to allow for shared parking between commercial and residential users in the same building. Any shared parking spaces covered by a shared parking agreement shall be clearly marked with signage that shows the allowed parking uses per the approved agreement. For example “Commercial Parking Only During Business Hours, M-F 9am-5pm”. Enforcement of the terms/rules of a shared parking agreement shall be the responsibility of the building manager to enforce. Fines and fees for enforcement of any sharked parking rules may be utilized at the discretion of the building manager, per the terms of the shared parking agreement.

Partially underground parking structures are encouraged with either landscape or constructed buffers to minimize visual impacts of parking. The Sedro-Woolley design standards and guidelines apply to location and design of parking lots.

Private driveways, garages and garage entrances shall be at rear and side of buildings; unless deemed unfeasible by civil engineer or planning director.

The city may enter into a developer agreement (or similar binding agreement) and collect in-lieu fees to develop and manage a mixed-use parking district.

B. Off-street parking shall be provided for residential dwellings, commercial and retail uses in the UVMU overlay. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

C. On-street parking developed within the public ROW is eligible to be counted toward the total onsite parking count for any commercial use that fronts on said on-street parking, as long as that on-street parking is constructed as part of the project improvements.

17.21.085 Parking for commercial uses in the urban village mixed-use zone.
Subject to any shared parking as approved under Section 17.21.080, parking shall be provided as follows: A minimum of one parking space per three hundred square feet of gross commercial floor area shall be provided. If more than fifty percent of the gross floor area of the first floor is used as commercial area, then only one parking space per six hundred square feet shall be required for the commercial space in excess of fifty percent of the gross first floor commercial space. Parking for commercial uses shall be provided in addition to residential parking requirements. (Ord. 1931-19 § 2 (Exh. A) (part), 2019) unless a shared parking agreement identifying shared parking spaces between commercial and residential users in the same building is proposed and approved by the planning director.

17.21.090 Parking for residential uses in the urban village mixed-use zone.
Subject to any shared parking as approved under Section 17.21.080, parking shall be provided as follows:

Table 17.21.090(1)

Townhouse:	1 space per bedroom up to 2 bedrooms, 0.5 space per additional bedroom over 2 bedrooms
Apartment or condominium:	
Studio	1.2 per dwelling unit
One bedroom	1.5 per dwelling unit
Two bedroom	1.7 per dwelling unit

Three bedroom or larger	1 space per bedroom up to 2 bedrooms, 0.5 space per additional bedroom over 2 bedrooms

(Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.100 Integrated site plan.

It is the intent of the UVMU to allow for mixed-use development in the context of development for the entire site. The site design shall consider the entirety of the UVMU overlay to achieve a cohesive mixed-use environment that incorporates mixed-use structures, and single use structures (such as structures entirely consisting of either residential or commercial uses). The adjacent land uses consist of public-owned land, commercially zoned land and industrially zoned land. The edges of the UVMU do not abut residential land; therefore, provisions to taper down the scale and height of the buildings at the edges of the UVMU are not specifically required; however, such tapering is encouraged. Although the entire UVMU is intended to be cohesive in design and infrastructure services, the individual properties may be subdivided and owned by different owners. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

17.21.110 Integration with Brickyard Creek.

A. Intent. The Brickyard Creek corridor shall be an integrated amenity of any development in the UVMU overlay. The creek has a riparian buffer per the critical areas ordinance (Chapter 17.65). Public access via a public trail along the length of the creek is encouraged by the Sedro-Woolley comprehensive plan, subject to the criteria in Chapter 17.65. It is the intent of the UVMU overlay to incorporate public access along the creek corridor. It is not the intent of the UVMU overlay to allow development that is blocked visually or physically from the creek corridor.

B. Orientation of Residential and Commercial Uses on Creek Corridor. Development adjacent to the creek corridor shall maintain a pedestrian-friendly aesthetic along with a pedestrian connection to the public trail within the creek corridor. Views of the creek from adjacent residential development shall be incorporated in design plans. Seating areas for restaurants and cafes are encouraged along the riparian area. Because a pedestrian trail in the riparian area is an anticipated requirement of development along Brickyard Creek, walls and building elements facing the creek corridor shall not be designed to have service areas or blank walls facing the creek. (Ord. 1931-19 § 2 (Exh. A) (part), 2019)

Attachment 2 to Council memo

UVMU Subarea Plan

Ordinance No. 1932-19

AN ORDINANCE OF THE CITY OF SEDRO-WOOLLEY, WASHINGTON ADOPTING A NEW SUBAREA PLAN FOR THE URBAN VILLAGE MIXED USE OVERLAY INTO THE LAND USE ELEMENT OF THE COMPREHENSIVE PLAN.

WHEREAS, the City of Sedro-Woolley adopted Ordinance 1629-08 adding the definition Urban Village Mixed Use Overlay to the *Land Use Element of the City of Sedro-Woolley Comprehensive Plan* and added the geographic extent of the Urban Village Mixed Use (UVMU) Overlay into the *Sedro-Woolley Comprehensive Land Use Map*; and

WHEREAS, the City of Sedro-Woolley Planning Commission held seventeen meetings to discuss proposed regulations regarding the Urban Village Mixed Use Overlay and recommended that the City Council adopt the attached amendments; and

WHEREAS, at least one public hearing was conducted before the Sedro-Woolley Planning Commission on various dates; and

WHEREAS, the Sedro-Woolley City Council has adopted regulations enabling development in the Urban Village Mixed Use Overlay area to ensure that future development does not have an adverse impact on the surrounding city and community as a whole; and

WHEREAS, environmental review of the UVMU Subarea Plan has been completed and a Determination of Non-Significance was issued July 2, 2019, and that document is adopted by reference; and

WHEREAS, in compliance with RCW36.70A.115, the City finds that the amendments to the Subarea Plan conform with and implement the Comprehensive Plan and the city's development regulations; and

WHEREAS, the proposed ordinance is in the best interest of the citizens of Sedro-Woolley and promotes the health, safety and welfare of the citizens of the City of Sedro-Woolley; and

WHEREAS, the City Council adopts the forgoing as its findings of fact justifying its adoption of this Ordinance; now, therefore,

NOW THEREFORE THE CITY COUNCIL OF THE CITY OF SEDRO-WOOLLEY DOES ORDAIN AS FOLLOWS:

Section 1. The City Council hereby adopts by reference the Planning Commission's *Findings of Fact, Conclusions and Recommendations* as the City Council's *Findings of Fact.*

Section 2. The Sedro-Woolley Comprehensive Plan is hereby amended to include a new UVMU Overlay Subarea Plan into the Land Use Element of the as set forth in the attached Exhibit A.

Section 3. This ordinance shall take effect on August 13, 2019, which is more than five (5) days after the approval by the City Council and publication as provided by law.

Section 4. If any section, sentence, clause or phrase of this ordinance should be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance.

PASSED by majority vote of the members of the Sedro-Woolley City Council this 24th day of July, 2019, and signed in authentication of its passage this 25th day of July, 2019.

By: _____
JULIA JOHNSON, Mayor

Attest: _____
DOUG MERRIMAN, Finance Director

Approved as to form:

_____
ERON BERG, City Attorney

Published: July 29, 2019

Exhibit A

To Ordinance No. 1932-19

New UVMU Subarea Plan to be adopted into the Comprehensive Plan

Urban Village Mixed Use Overlay

Subarea Plan



June 2019 Draft

Sedro-Woolley Planning Department
325 Metcalf Street Sedro-Woolley, WA

Table of Contents

page 1

1. Introduction page 2
   1.1 Growth Management Planning in Sedro-Woolley page 2
   1.2 Background to the creation of the UVMU Overlay page 3
   1.3 Existing Land Use in the UVMU Area page 4
2. Purpose page 4
   2.1 The Subarea Plan and New Urbanism page 5
   2.2 Model Results page 6
3. Urban Village Mixed Use Goals and Policies page 8

List of Figures

1. UVMU Overlay Area as shown on Comprehensive Land Use Map page 3
2. Undeveloped lot formerly intended for grocery chain page 4
3. Illustration of the principles of New Urbanism page 5
4. Model based on UVMU Overlay Zoning Code and Design Standards page 7
   4.1 View 1 of Model
   4.2 View 2 of Model
   4.3 View 3 of Model
   4.4 View 4 of Model

1. Introduction

1.1 Growth Management Planning in Sedro-Woolley

Cities in Washington State are required by the Growth Management Act (GMA) to plan for 20 years of projected population and employment growth. Per the GMA, these projections are to be updated periodically (every eight years unless changes by the State Legislature). The cities within Skagit County work with the County to update each city's growth projections and then the cities develop plans to accommodate the projected growth. In Skagit County, the Growth Management Steering Committee recommends 20-year growth projections, then the Skagit County Board of County Commissioners (BCC) reviews that recommendation and adopts the final growth projections. Those projections can be found in the Countywide Planning Policies adopted by the BCC.

The city of Sedro-Woolley uses many tools to plan for and accommodate the projected population growth within the city urban growth area. One of the tools the specified in the Land Use Element of the Sedro-Woolley Comprehensive Plan is the creation of an urban village overlay. The Introduction to the Sedro-Woolley Comprehensive Plan identifies several goals and policies to address the goals of the GMA. These general goals and policies focus on encouraging development in urban areas; reducing/preventing sprawl; providing well-planned, efficient multi-modal transportation systems; providing diverse and affordable housing options; encouraging economic development; protecting property rights; retaining open space for recreation; and protecting the environment for current and future residents while preserving the city's existing character.

The UVMU is intended to help the city accommodate the 20-year growth projections with those general GMA Goals in mind. In addition to the expanding in a well-planned manner at the edge of the city through annexations – primarily for residential development – higher densities of residential and commercial development are planned within the existing city limits near infrastructure that can support development. This is done in an environmentally and aesthetically rational way, under compliance with the GMA. Planning efforts strive to maintain an intentional balance of residential, commercial and industrial uses. The provision of new commercial space is intended to keep up with the residential growth within the city to maintain that balance. The Urban Village Mixed Use (UVMU) area just off State Route 20 has been identified as one of high potential for the kind of development that will promote the sort of urban environment for which the city strives. In the UVMU area, Commercial space is required, while allowing for residential uses in close proximity, therby reducing vehicle trips, reducing housing pressure on the edge of the city and providing a diverse, affordable housing options.

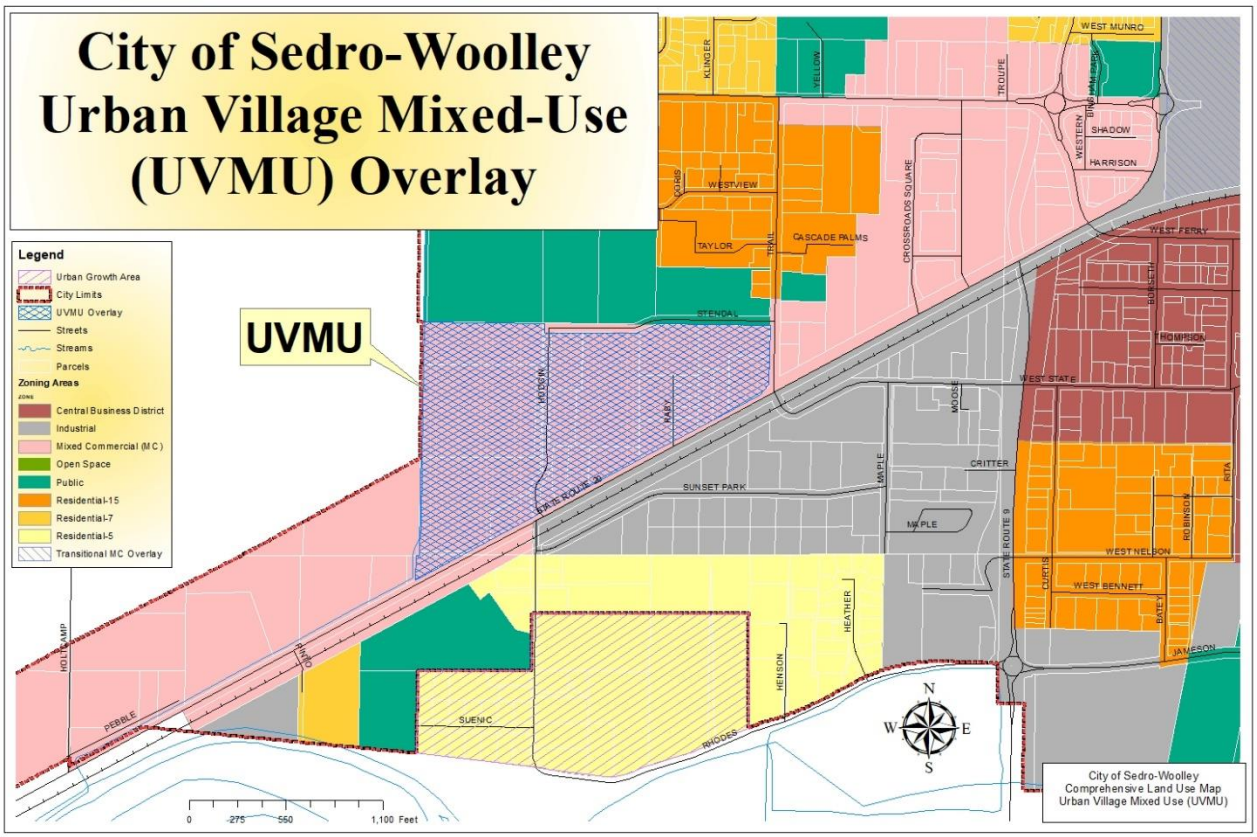


Figure 1. UVMU Overlay Area as shown on Comprehensive Land Use Map

1.2 Background to the Creation of the UVMU Overlay

In 2008, at the request of the property owners of several properties west of Trail Road and east of Brickyard Creek, the City of Sedro-Woolley created a zoning overlay called the Urban Village Mixed Use Overlay (UVMU). The roughly 40 acre area included in the UVMU is depicted in Figure 1. An overlay is an optional zoning layer of which the property owner may take advantage. The property is still zoned Mixed Commercial, so a property owner may develop their property using the Mixed Commercial zone regulations in Chapter 17.20 of the Sedro-Woolley Municipal Code (SWMC). However, if the owner desires to create more housing units than are allowed per the standard Mixed Commercial zoning regulations, then that owner may elect to develop the property per the UVMU Overlay standards.

The UVMU Overlay is intended to allow property owners in the area to build taller buildings with more residential units than would normally be allowed in the underlying Mixed Commercial zone. In exchange, the property would be developed in a manner that improves the aesthetics and pedestrian amenities through development regulations and design standards that exceed the standards of the underlying Mixed Commercial zone. “Urban Village Mixed Use” is defined in the Comprehensive Plan as “a land use designation, as part of an overlay zone, intended to provide for higher density residential and commercial development in a designated

geographic area, providing the benefits of mixed-use development, open space, quality development design and efficiency of land use."

In 2008 the UVMU was incorporated into the Land Use Element of the Comprehensive Plan amendments. However, the zoning regulations and design standards that enable property developers to use the UVMU Overlay were not completed until 2019. The zoning code specifies uses that are allowed and many of the technical performances required. A separate chapter in the Sedro-Woolley Design Standards and Guidelines has been adopted to address the additional standards and guidelines for development in the UVMU. Those additional standards provide detailed standards for the design of structures and open space amenities as well as driveways and parking. The Goals and Policies of this Subarea Plan help guide the specific zoning regulations and design standards for the UVMU.

1.3 Existing Land Use in the UVMU Area

The UVMU area is located along the north side of State Route 20, northward to Stendal Street. It runs westward from Trail Road to Brickyard Creek. The area includes properties on the west side of Hodgin Street between Brickyard Creek and Hodgin Street. To the north of the UVMU are school district-owned baseball and soccer fields. The properties to the south, across State Route 20 and the BNSF railway, are zoned for industrial use and the land uses in that area are largely industrial. To the east of the UVMU the property is zoned Mixed Commercial. The uses east of the UVMU include single story commercial uses used for sales and repair and a single family home. West of the UVMU is agricultural land that lies outside the city limits and one small commercial/industrial use along State Route 20.

Existing uses within the UMVU area are restaurants, storage, gas stations, an RV repair company, single-family homes and a shuttered caged egg layer operation/compost facility. A large national grocery chain had planned to build a store within the area that is now the UVMU; a traffic light was installed at the intersection of Hodgin Street and State Route 20 to accommodate the projected traffic impacts of the grocery store. However, the plans for the grocery store fell through and the lot they intended to occupy has since remained undeveloped.





Figures 2.1 – 2.3. Stendal Street, the site formerly intended for the grocery chain, and the sites edge along Hodgin Street respectively.

2. Purpose

2.1 The Subarea Plan and New Urbanism

A subarea plan is a set of guidelines or regulatory framework for a specific urban area. The purpose of this subarea plan is to provide a policy framework and design standards for Sedro-Woolley's Urban Village Mixed Use (UVMU) area. The UVMU has been rezoned with an overlay specifically to allow for and encourage mixed use. The UVMU will provide for more efficient use of resources providing for an integrated mixed-use site plan to include open space, walkability, convenience, environmental protection, enhanced commercial options, and reduced dependence on motorized vehicles. The UVMU will also provide for an urban village experience while presenting an attractive and welcoming appearance to visitors at the western entrance of the city. The intent of the Subarea Plan is to encourage commercial uses first and allow residential uses as an incentive to build commercial space.

The "Urban Village Mixed-Use" zone emphasizes aspects of New Urbanism planning. New Urbanism development is consistent with policies articulated in the Comprehensive Plan and the City's Design Standards and Guidelines. The principle components of New Urbanism development include:

- Pedestrian access and walkways
- Connectivity for both pedestrian and vehicular flows
- Mixed-Use and diversity of development mix including residential, office and retail
- Diversity of housing to include a range of types, sizes and prices in close proximity
- Quality architecture and urban design
- Traditional neighborhood elements including open space at the center of the development
- Increased density to enable a more convenient, efficient use of services and resources
- Smart transportation including pedestrian friendly design
- Environmentally sensitive and sustainable, energy efficient and utilizing Low Impact Development to effectively manage storm water and (possibly LEED) to design environmentally efficient buildings
- Promote open space through more efficient land use and increased densities, and
- Enhance quality of life.



Figure 3. Illustration of the principles of New Urbanism

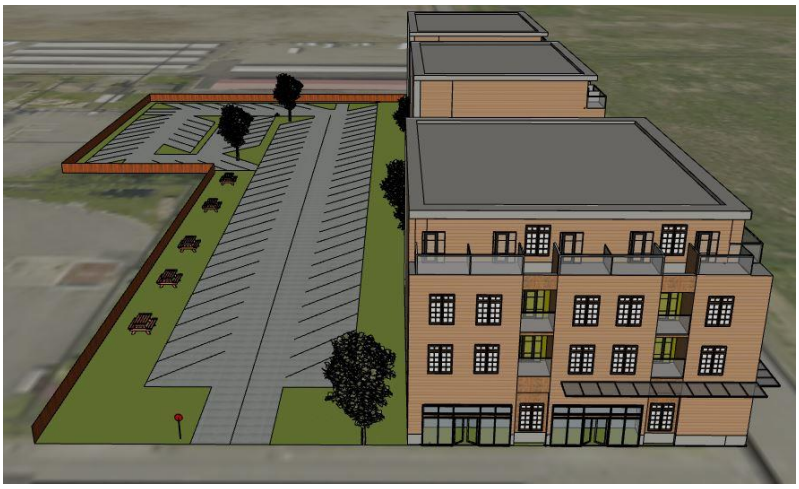
2.2 Model Results

Because the intent of the UVMU is to encourage the construction of commercial space by including the incentive of additional residential units, the commercial use is required before additional residential units are allowed. Similarly, the required open space and parking for the total site development must be provided before additional residential units. If the proposed commercial space, residential units, parking and open space as required in the development regulations are not able to fit on any given site, then the residential units shall be reduced.

Figures 4.1 through 4.4 illustrate what a development could potentially look like using the UVMU Overlay regulations in Title 17 SWMC and the Additional Design Standards for the UVMU Overlay. The figures were designed to illustrate what a development of 35 units per acres (the maximum number of units per acre in the UVMU) could look like on a corner site. The model presumes a 1.98 acre property, therefore 69 residential units could be allowed if 30% of the site is dedicated as open space. The model buildings each have a 7,200 sf footprint, so a minimum of 3,600 square feet of each building needs to be commercial space. The parking required for that commercial space is 36 parking spaces (three buildings of 3,600 square feet of commercial each / 300 parking spaces per square foot = 36 parking spaces). The model shows 99 parking spaces, which takes up almost 40% of the gross site area. 99 parking spaces could be enough to accommodate the residential uses, but would be too few to also accommodate the commercial uses. Therefore, the number of residential units needs to be reduced in this example or more parking would need to be provided.

Without using structure parking, it is unlikely that a development of 35 units per acre can be accomplished. Thus, structure parking is anticipated and regulations to address structure parking have been included in the development regulations and design standards. The results were that roughly sixty-nine dwelling units could fit on the parcel with the required open space specified by the overlay code, but that number of dwelling units may need to be reduced in order to accommodate parking for both residential and commercial uses.









Figures 4.1- 4.4. Model based on UVMU Overlay Zoning Code and Design Standards

3. Urban Village Mixed Use Goals and Policies

The UVMU goals and policies are aligned with the Growth Management Act goals in the Introduction to the Sedro-Woolley Comprehensive Plan. The UVMU goals and policies also conform to the goals and policies of the Land Use Element of the Comprehensive Plan and the other elements of the city Comprehensive Plan. The goals and policies below are also aligned with some of the principle components of "New Urbanism."

Goal UVMU 1: Encourage high quality commercial development in the UVMU Overlay through incentives for additional residential units that would not be possible under the MC zoning regulations.

Policy UVMU-1.1: The Mixed Commercial zone should allow for 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.

Policy UVMU-1.2: Buildings along Hodgin Street, Stendal Street, Trail Road, and State Route 20 (including the access driveway north of Parcels A-C of the Gateway Binding Site Plan) should have commercial street frontage with parking screened from public sight.

Policy UVMU-1.3: A higher standard of aesthetics is required within the overlay. The UVMU will promote more efficient use of resources by providing for an integrated mixed-use site plan intended to create an urban village experience and an attractive, welcoming appearance to visitors.

Goal UVMU 2: Encourage commerce by creating a pedestrian-friendly environment that accommodates shoppers, employees and residents.

Policy UVMU-2.1: Drive through and other non-pedestrian friendly facilities should not be permitted in UVMU area unless set back from main streets.

Policy UVMU-2.2: The creation of a mixed-use parking district should be encouraged. Parking may be constructed and maintained for motor vehicles, bicycles or other non-motorized transportation, lease parking and/or other parking that promotes alternatives to driving single-occupant motor vehicles.

Policy UVMU-2.3: Off-street parking should be provided for residential dwellings, commercial and retail uses in the UVMU Overlay. Providing adequate parking without creating large expanses of parking lots in front of commercial businesses is key to the success of the UVMU.

Policy UVMU-2.4: To reinforce pedestrian activity, development in the UVMU should be oriented to ground floor activities and enhance the liveliness of the street through building location, uses and design.

Goal UVMU 3: Integrate environment into site design.

Policy UVMU 3.1: Open space and environmental conservation are encouraged as much as possible. Integrating the Brickyard Creek buffer area into the design and use of the buildings and other site improvements shall be required.

Policy UVMU 3.2: The UVMU area should create and/or preserve usable open space for the enjoyment of the occupants and the general public.

Policy UVMU 3.3: Open space should be landscaped and attractive to promote a sense of place and aesthetic enjoyment.

Policy UVMU 3.4: Public access via a public trail, restaurant seating, and pedestrian activity along the length of the Brickyard Creek riparian area is encouraged.

Policy UVMU 3.5: Site development shall be subject to the connection of Hodgin/Stendal Streets westward and/or northward as specified in the Sedro-Woolley Transportation Element.

Goal UVMU 4: Encourage mixed-use development and diverse housing options.

Policy UVMU-4.1: The UVMU is intended for a range of multifamily, multi-level structures with density not to exceed the limit set in Title 17 SWMC. The limit on maximum density is intended to encourage flexibility in dwelling unit densities and types of structures to provide diversity of dwelling unit types and efficiencies associated within mixed-use development.

Policy UVMU-4.2: The Urban Village Mixed-Use zone is not intended for single family residences or duplexes. Rowhouses (AKA townhouses) may be approved if not located on the main roads and if they are part of a comprehensive mixed use site.

Policy UVMU-4.3: The UVMU area will allow for multifamily, multi-level buildings with varying densities dedicated to residential uses. Commercial uses should be street fronting and occupy no less than half of the first floor use with residential uses mostly above street level.