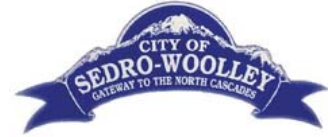


# SUBAREA PLAN

THE CENTER FOR INNOVATION AND TECHNOLOGY



*Approved by*  
CITY OF SEDRO-WOOLLEY  
December 9, 2015

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# 1 INTRODUCTION

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The City of Sedro-Woolley (City), Skagit County (County), and Port of Skagit (Port) entered into an Interlocal Agreement to promote revitalization of The Center for Innovation and Technology (Center). The Center today represents much of the central buildings and surrounding grounds of the former Northern State Hospital and the property was commonly known as Northern State.

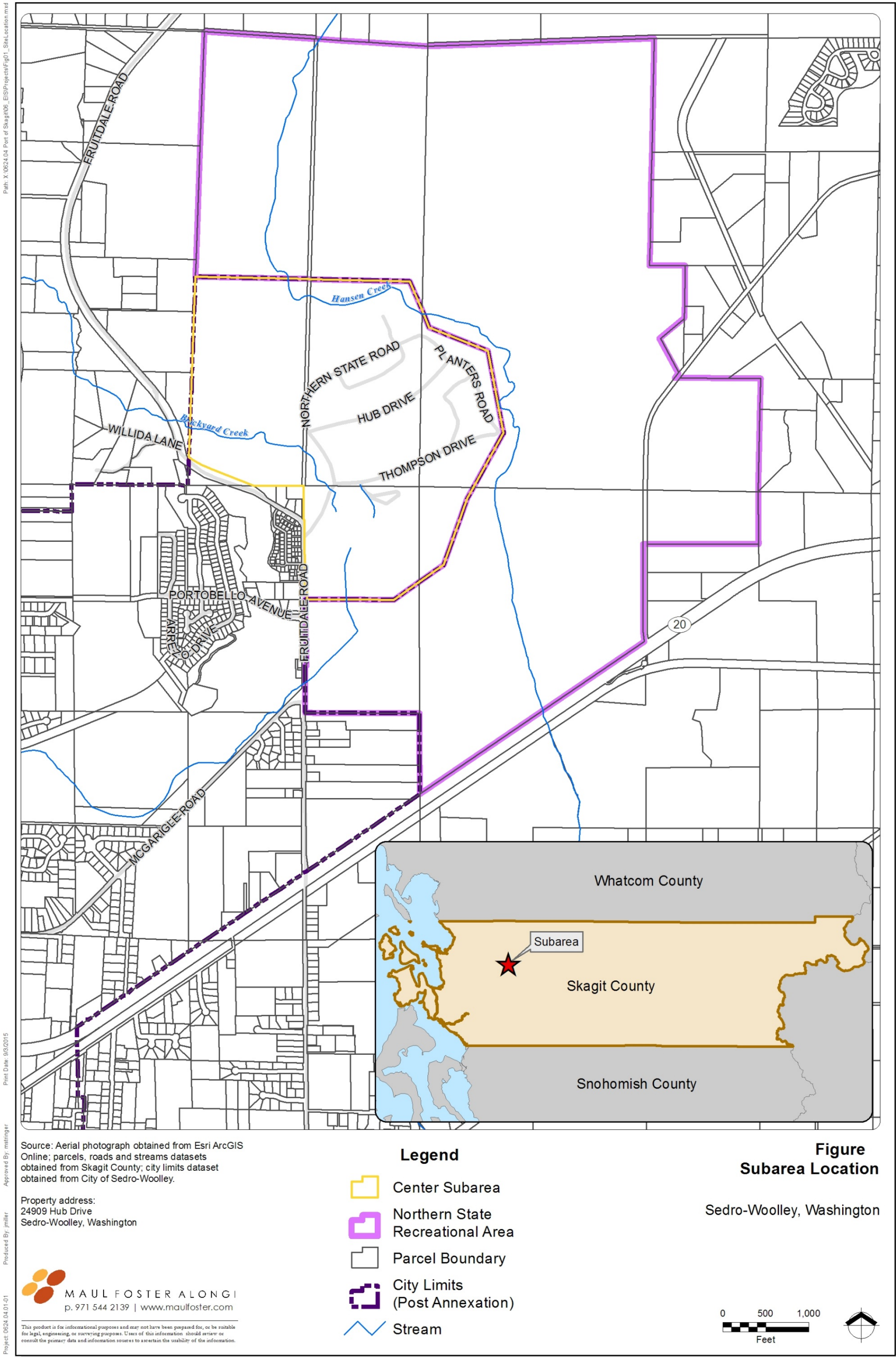
This Subarea Plan is intended to provide planning and policy guidance to position the Center to achieve its potential for economic development. This Subarea Plan serves as a statement of the City's commitment and direction for the Center and as a resource for potential investors, property owners, the community, and public agencies. This Subarea Plan supports the City's Comprehensive Plan, while focusing on issues and opportunities at a scale that is responsive to the Subarea's specific needs. This Subarea Plan builds on the public planning process that resulted in the Northern State Adaptive Re-use Study (2015).

This Subarea Plan is supported by a Planned Action Environmental Impact Statement (EIS) and Planned Action Ordinance. The intent of coordinating the Subarea Plan and Planned Action EIS is to develop a long-range plan for redevelopment of the Center and to complete a predevelopment environmental review that will identify how to address environmental and community concerns while reducing development uncertainty and risk. The Planned Action Ordinance establishes criteria and procedures for administrative review of future building permit applications within the Center Subarea. The ordinance references the approved Subarea Plan, final EIS, and mitigating conditions.

## 1.1 LOCATION

The Center is located in the northeast corner of the City of Sedro-Woolley (see Figure 1). The approximately 225-acre Center includes four tax parcels identified by the County Assessor as (P380607, P39356, P100646, and P100632). The Center was within the city's Urban Growth Boundary since 1997. The property was annexed into the city which became effective on September 19, 2015. To avoid creating an island of unincorporated land, five adjacent residential parcels on the western border were annexed along with the Center. However, the Subarea Plan does not include these five residential parcels. The Center is bordered on the north, east, and south by the Northern State Recreation Area, a public open space owned and managed by Skagit County that was historically associated with the Northern State Hospital. The area west of the Center is characterized by residential uses.

Figure 1  
Location Map



## 1.2 HISTORY OF NORTHERN STATE HOSPITAL

The Northern State Hospital was opened in 1912 to provide services for people with mental illnesses and disabilities.<sup>1</sup> The hospital was designed to be a self-sustaining facility and included patient and staff housing, a dedicated reservoir, a lumber mill, a quarry, a steam plant, and gardens. Adjacent to the developed campus, the hospital also included more than 700 acres of farmland and livestock operation. Designed by renowned landscape architects John Charles Olmsted and Frederick Dawson of the Olmsted Brothers firm, the campus layout complemented the scenic topography and natural landscapes of the Skagit Valley.

The original landscape plan divided the campus into terraced sections framed by a series of parallel roads that run generally east-west with the overall topography, creating a stepped layout. (See Figure 2). The central section of the site contained the major buildings that served the complex, including the buildings historically used for the hospital, administration, auditorium, residential patient wards and nurses' buildings. The buildings were oriented along a main axis toward the distant views of the mountains. The northern section contains the support buildings, including the steam plant, maintenance shops, and (originally) the laundry facilities. The agricultural complex, canning operations, orchards, and farmlands were located to the east of the central campus. Many of these historic agricultural structures remain today, although they are unused. In addition, the site retains a series of rock walls, ponds, altered stream courses, open expanses of lawn, and now-mature trees and shrubs that were planted in accordance with the Olmsted Brothers planting design and specifications.

The historic buildings are characterized by Spanish Colonial/Mediterranean Revival elements, including red clay tile roofs; cast ornamentation; exterior stucco; copper cupolas, gutters and downspouts; and steel sash multi-pane windows. The major buildings on the campus were originally linked with covered walkway structures. The architects responsible for the majority of the extant contributing buildings (1912 through the 1940s) were the firms of Saunders & Lawton; Heath, Gove & Bell; James Taylor, Jr.; Blackwell & Taylor; and James W. Carey & Associates.

The Northern State Hospital closed in 1973, but the property continues to serve as a landmark for the local community. In 1975, following the hospital's closure, the developed campus was transferred from the Washington State Department of Social and Health Services to the General Services Administration (known today as Department of Enterprise Services). The farm operations and adjacent woodlots were transferred to the Washington State Department of Natural Resources. In 1990, the Department of Natural Resources conveyed the farm and woodlands to the County to create the Northern State Recreation Area.

The Department of Enterprise Services currently leases buildings and grounds to eight different organizations (see Figure 3). Public access to the facility is restricted because of the security and privacy needs of some of the current tenants. Despite state and local efforts to recruit users to the facility, it has been underutilized since the Northern State Hospital closed. Approximately 60 percent of the buildings on the Center are currently occupied. A number of historic structures have been demolished because they fell into poor condition during vacancy. In December 2010, the Center was identified as surplus to the needs of the state and was considered for sale but no further action was taken related to disposition until the Department of Enterprise Services initiated the collaborative planning process in 2013.

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<sup>1</sup> For a detailed history of Northern State Hospital, see "North Cascades Gateway Center Cultural Resources Assessment," prepared by Artifacts Consulting, Inc. in 2008, and "Under the Red Roof: 100 years at Northern State Hospital" by Mary McGoffin, 2011.

In 2010, portions of the former Northern State Hospital were listed on the National Register of Historic Places. The listing is classified as a district; it includes 276.5 acres of the original 1,086 acres of the original facility, including the core hospital buildings, farm-related buildings near Helmick Road, and the Olmsted-designed landscape (see Figure 3). The listing identifies a total of 83 contributing features, including 56 contributing buildings.

### Implications of Listing on National Register of Historic Places

The National Register of Historic Places is the nation's official list of properties recognized for their significance in American history, architecture, archaeology, engineering and culture. The National Register Program was established by the National Historic Preservation Act of 1966 to coordinate and support public and private efforts to identify, evaluate, and protect historic and archaeological resources. National Register properties include districts, sites, buildings, structures, and objects. They can be significant to a local community, a state, a Native American tribe, or the nation as a whole.

National Register properties are distinguished by having been documented and evaluated according to uniform standards. These criteria recognize the accomplishments of all peoples who have contributed to the history and heritage of the United States and are designed to help state and local governments, federal agencies, and others identify important historic and archeological properties worthy of preservation and of consideration in planning and development decisions. Listing in the National Register, however, does not preclude a private property owner's right to alter, manage, or dispose of property.

Listing in the National Register contributes to preserving historic properties in a number of ways:

- Recognition that a property is of significance to the nation, the state, or local community
- Eligibility for federal historic tax credits for income-producing buildings
- Eligibility for state and federal preservation grants for planning and rehabilitation of buildings owned by not-for-profit organizations and local governments

Listing in the National Register does **not**

- Require that properties be maintained, repaired, or restored
- Require property owners to follow federal preservation standards on their properties unless they wish to qualify for tax benefits

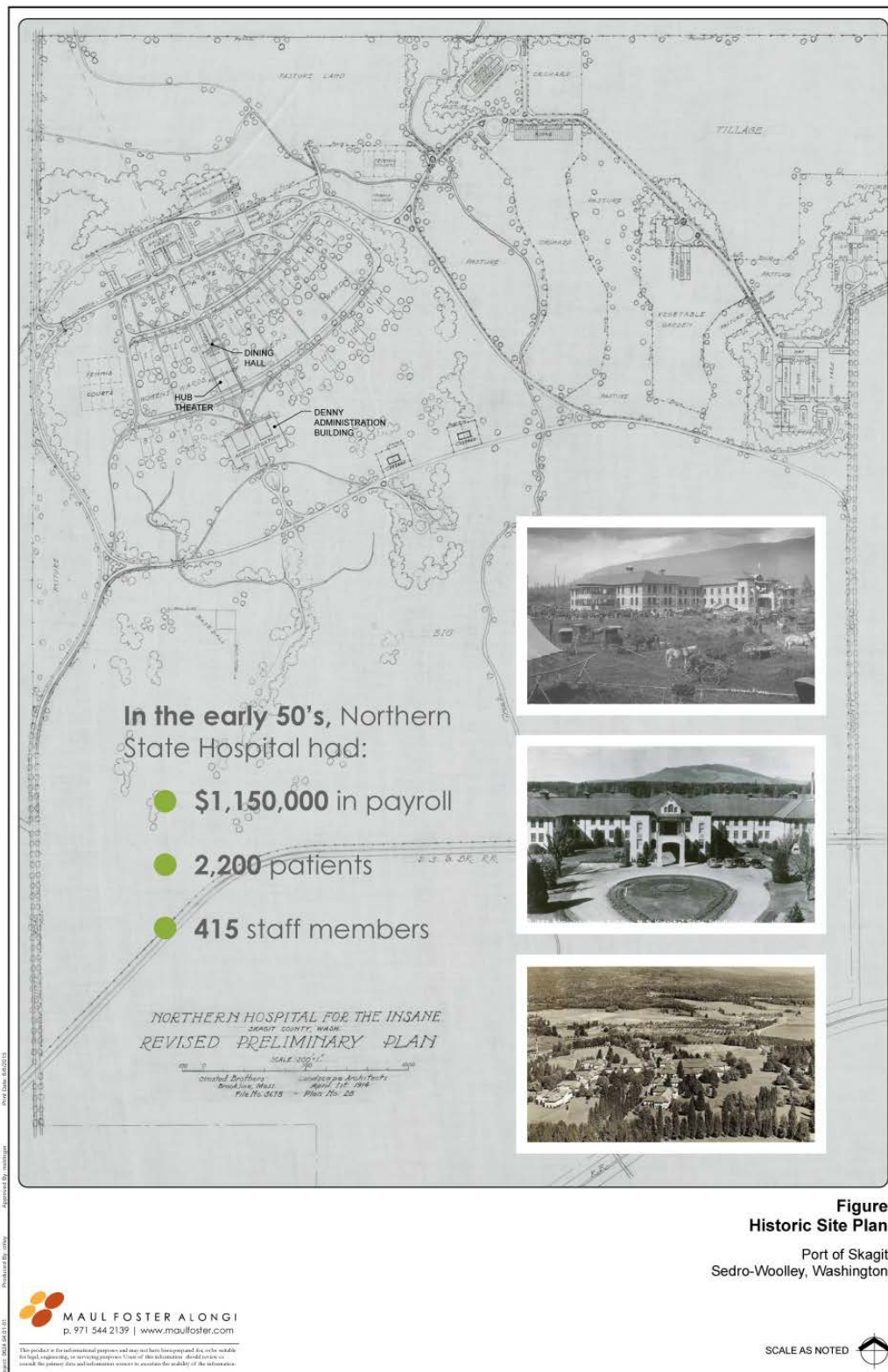
### Federal and State Historic Preservation Laws

A suite of federal and state laws have been established to protect historic and cultural resources. Section 106 of the National Historic Preservation Act requires that any federal agency having direct or indirect jurisdiction over a proposed federal or federally assisted undertaking, or issuing licenses or permits, must consider the effect of a proposed undertaking on historic properties.

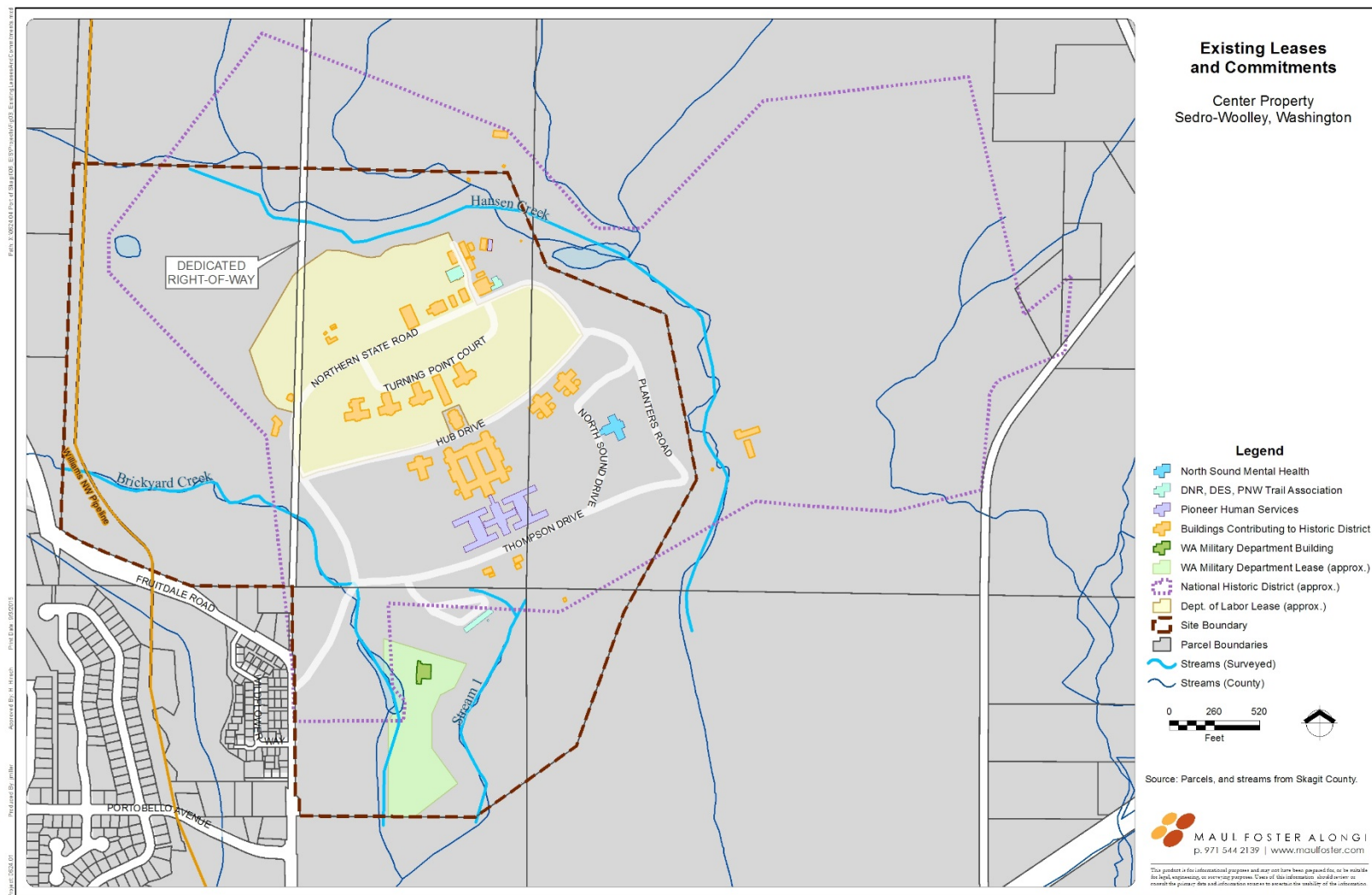
Executive Order 05-05 requires that all Washington State agencies with capital improvement projects integrate the Department of Archaeology & Historic Preservation, the Governor's Office of Indian Affairs, and concerned tribes into their capital project planning process in order to protect the public interest in historic and cultural sites.



Figure 2  
Historic Site Plan



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## 1.3 LOCAL GOVERNMENT INVOLVEMENT

In response to a long-held perception in the local community that the public asset of the Center has been underutilized and to recent concerns about specific redevelopment proposals; the City, County, and Port decided to work together to proactively explore a new future for the property. The Department of Enterprise Services, manager of the site for Washington State, convened a collaborative stakeholder planning process in response to requests from local governments to examine the potential for redevelopment of the Northern State campus. The initial meeting of state, local, and tribal government agencies was held on November 6, 2013.

The Department of Enterprise Services established a set of criteria for consideration of a proposal for transition and redevelopment of the Center.

- Address existing site commitments, including existing tenants, current public employees, and current uses and conditions such as wetlands, streams, and landscaped areas.
- Address stewardship and preservation of historic resources, including seeking to appropriately protect and maintain the National Register of Historic Places listing.
- Balance risk and reasonable compensation to the State of Washington.
- Unify and accommodate community interests and goals.
- Support or approval from the authorizing environment(s).

The City, County, and Port entered into an Interlocal Agreement on January 13, 2014, to work together to explore their long-range vision for the Center and to assess potential transfer of ownership or control of the facility to local government. The Interlocal Agreement was amended in February 27, 2015, to allow the continued pursuit of redevelopment of the Center, including annexation of the property into the city, preparing a Subarea Plan and Planned Action EIS under the State Environmental Policy Act (SEPA), and supporting development of the proposed Janicki Bioenergy research and technology center on the Center. Janicki Bioenergy has proposed to utilize the Center as a technology innovation center focused on public health and sanitation issues in developing and industrialized countries.

## 1.4 PLANNING PROCESS

### 1.4.1 Adaptive Reuse Study

This Subarea Plan builds on the Northern State Adaptive Re-use Study prepared by the City, County, and Port. The purpose of the Adaptive Re-Use Study was to evaluate options for redevelopment of the Center and the potential for transfer of ownership or control from the State of Washington to local governments. This study was a component of the broader planning process convened by the Washington State Department of Enterprise Services to bring all the key stakeholders around a common table to openly discuss opportunities and concerns. The Adaptive Re-Use Study was initiated in the spring of 2014 and completed in the spring of 2015.

The Adaptive Re-use Study involved the following key elements:

- Community Involvement
  - Department of Enterprise Stakeholder Group Meeting (April 23, 2014)—Discuss project scope and schedule.
  - Community Meeting No. 1 (June 5, 2014)—Review findings of existing conditions assessment and solicit ideas and preferences for future uses.
  - Department of Enterprise Stakeholder Group Meeting (September 16, 2014)—Review feedback from community, discuss outcomes/definition of success, assess benefits and feasibility of future use concepts.
  - Community Meeting No. 2 (September 25, 2014)—Reviewed evaluation of feasibility and benefits of future use options and conceptual site plan options.
  - Department of Enterprise Services Stakeholder Group Meeting (December 2, 2014)—Review feedback from community, discuss implementation strategies.
  - Joint Meeting of City of Sedro-Woolley Council, Skagit County Commission, and Port of Skagit Commission (December 19, 2014)
  - Joint Meeting of City of Sedro-Woolley Council, Skagit County Commission, and Port of Skagit Commission (February 27, 2015)
  - Department of Enterprise Services Stakeholder Group Meeting (March 26, 2015).
- Existing Conditions Assessment
  - Assessment of Existing Buildings
  - Assessment of Critical Areas
  - Assessment of Existing Infrastructure
- Market Assessment
- Evaluation of Future Use Options
- Implementation Strategy

## 1.4.2 Subarea Plan

The City passed Resolution 913-15 on April 8, 2015 stating the intent to collaborate with the Port and the County in preparing a Subarea Plan and Planned Action EIS. These two efforts have been coordinated to ensure a robust and transparent public planning process and evaluation of the human and physical environment in order to help the City identify impacts of development and specific mitigation measures in advance of development proposals.

This Subarea Plan involved more detailed analysis of the natural and built environment and refinement of conceptual plan options. The planning process also included further public engagement opportunities:

- Planning Commission Briefing (March 17, 2015)—Discuss planning process.
- Planning Commission Briefing (April 21, 2015)—Review existing conditions and conceptual plan options.



- Presentation to current Center tenants (May 5, 2015).
- Community Meeting (May 6, 2015)—Review conceptual plan options, intensity of development scenarios.
- Planning Commission Briefing (May 19, 2015)—Review findings of community meeting.
- Planning Commission Briefing (June 16, 2015)—Review draft Subarea Plan and draft EIS.
- City Council Briefing (June 24, 2015)—Review draft Subarea Plan and draft EIS.
- Public Hearing (September 29, 2015)—Formal Review of Draft EIS.
- Planning Commission Public Hearing (November 17, 2015)—Review draft Subarea Plan
- City Council Public Hearing—Adopt Subarea Plan (*Approved by the City Council on December 9, 2015.*)

## 2 VISION FOR FUTURE USE

### 2.1 REVITALIZE OLMSTED CAMPUS WITH TWENTY-FIRST CENTURY USES

The City, County, and Port will promote development of a destination mixed use campus accommodating education, research and development, manufacturing, hospitality, and commercial venues, all within the historic character and great public spaces of the Center. Successful redevelopment will revitalize the historic campus and incorporate new buildings and structures that respect and complement the original Olmsted master plan. Public access opportunities will be introduced in appropriate areas of the Center with connections to the surrounding county parklands.

This vision incorporates the opportunity of the proposed Janicki Bioenergy research and technology center, but is not dependent on it. The vision has the flexibility and durability to incorporate this opportunity and others that may follow.

### 2.2 GOALS

The following goals of the City, County, and Port Interlocal Agreement are incorporated in this Subarea Plan:

- A. Encourage the private sector to create and sustain jobs at the Center that will benefit all of Skagit County and its citizens and that are compatible with all of the other goals
- B. Continue and promote public access and recreational use of the Center
- C. Protect the environmentally sensitive areas of the Center, in particular Hansen Creek
- D. Acknowledge and protect the historic significance of the Center to the local community, the wider region, and the State of Washington
- E. Acknowledge and respect the neighboring Upper Skagit Indian Tribal Nation's interests in the Center.



*Trevennen Building—  
former nurses' quarters*

## 3 EXISTING CONDITIONS ASSESSMENT

The current conditions of the Center were assessed to provide a foundation of information to support future use planning. The assessment included review of current land uses, condition of existing buildings, extent of infrastructure, and characteristics of natural resources.

### 3.1 PROPERTY PROFILE

The basic identifying information for the Center is summarized below:

<b>Ownership</b>	State of Washington, Department of Enterprise Services
<b>Parcel Numbers</b>	Four parcels: P380607 (Segments 1 and 2), P39356, P100632, P100646
<b>Size</b>	Approximately 225 acres
<b>Address</b>	7682 Northern State Road, Sedro-Woolley, Washington
<b>Location</b>	Northeastern Sedro-Woolley, bordered by Fruitdale Road (west) and the Northern State Recreation Area (north, south, and east)
<b>Jurisdiction</b>	City of Sedro-Woolley
<b>Zoning</b>	Public (P)

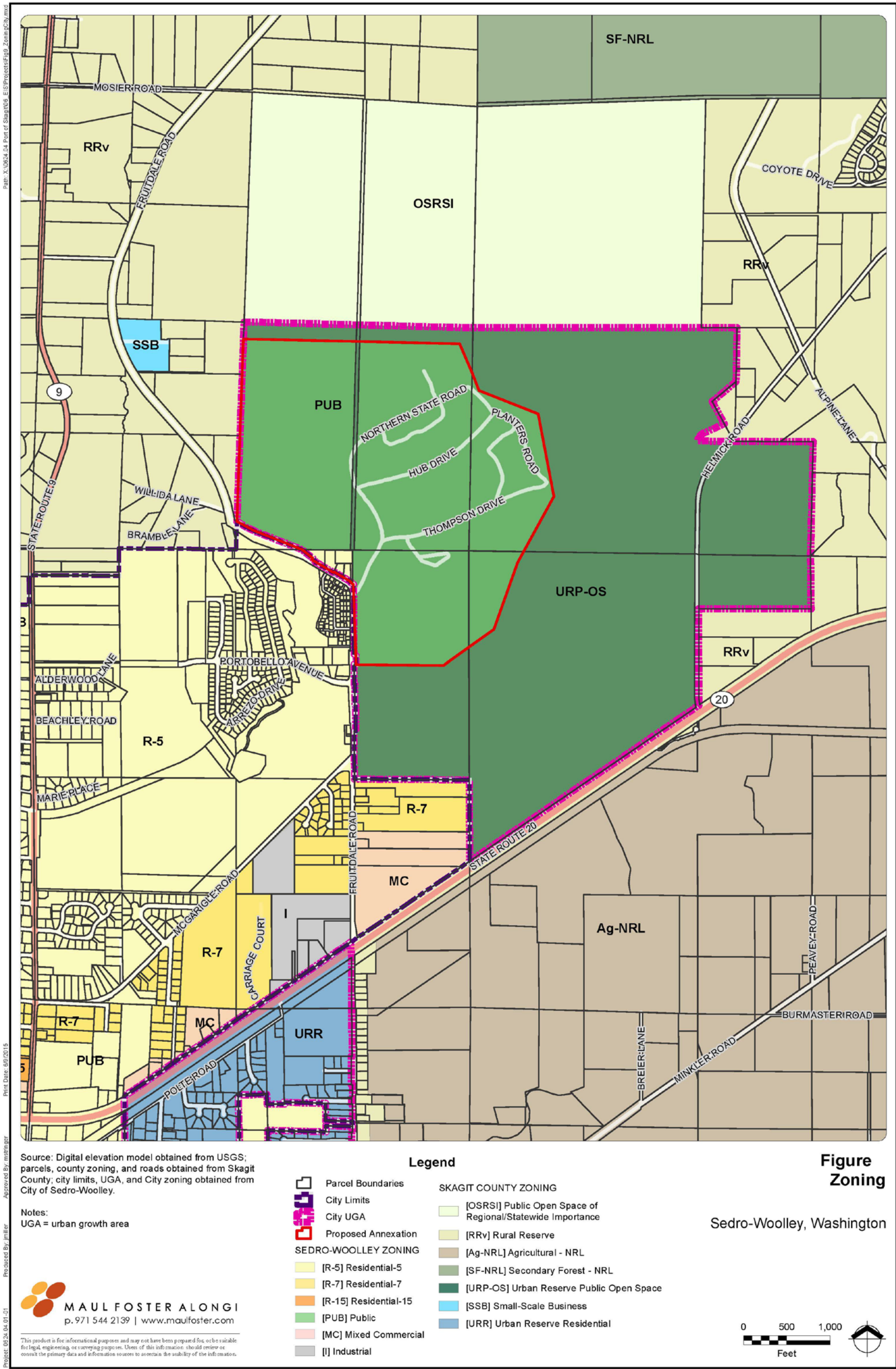
### 3.2 ADJACENT LAND USES

The Center is located in the northeast corner of the city limits. Land to the immediate north, east, and west of the Center is in the Urban Growth Area (UGA) of the city and remains in County jurisdiction (see Figure 4). The land is owned by Skagit County and is managed as the Northern State Recreation Area. A master plan was prepared for the Northern State Recreation Area in 2010. The Northern State Recreation Area is designated under County zoning as Urban Reserve Public Open Space and under the City zoning as Public.

Southwest of the Center, property within the city boundary is zoned as residential (R-5). A cottage housing development has been constructed in this area. West of the Center, property outside the city limit is zoned Rural Reserve (RRv) by the County. This area is characterized by large lots and residential homes.

Property along Fruitdale Road between the Center and State Route (SR) 20 is zoned for residential (R-5 and R-7), industrial (I) and mixed commercial (MC) uses.

Figure 4  
Zoning





### 3.3 CURRENT LEASES

The Department of Enterprise Services manages the Center on behalf of Washington State and leases buildings and land to a number of tenants (see Table 1). The Department of Enterprise Services operates the central power plant facility and is responsible for maintenance of the facility. The largest tenants within the Center are Cascade Job Corps (under contract to the US Department of Labor), Pioneer Human Services, and the Washington Military Department. Cumulatively, these organizations currently occupy approximately 60 percent of the roughly 560,000 square feet of building space on the Center.

**Table 1**  
**Tenant Summary**

Tenant	Area Occupied	Uses
U.S. Department of Labor— Cascade Job Corps	37.5 acres of land 220,960 sq. ft. of leased building 24,639 sq. ft. of buildings owned by Department of Labor	Job training and education. Includes classrooms, workshops, dormitory for students, cafeteria, and gymnasium.
Pioneer Human Services	90,000 sq. ft.	In-patient chemical dependency services.
Frontier Communications	Approx. 800 sq. ft.	Telecommunications switch station.
Pacific Northwest Trail Association	1,476 sq. ft.	Office, administrative.
Department of Natural Resources	1,790 sq. ft.	Office, administrative.
North Sound Mental Health Administration	8,900 sq. ft.	Short-term evaluation and treatment services for mental health and chemical dependency.
Washington State Military Department	Approx. 4 acres	Maintenance facility.

### 3.4 EXISTING BUILDINGS

The former Northern State Hospital site has been recognized by the U.S. Department of the Interior as a historic resource of national significance. The landscape of the facility and most of its built features are listed individually on the National Register of Historic Places and are collectively listed as a historic district. The primary features listed on the National Register include the collection of Spanish Colonial Revival-style buildings and the Olmsted Brothers-designed site plan. The Northern State site plan is one of the largest landscape designs ever realized by the Olmsted Brothers firm. This plan, with its roads, paths, terracing, and plantings, provides an important asset in the adaptive reuse of the site.

The existing “contributing” historic buildings at the Center were constructed from 1912 through the 1940s, with most of the buildings dating from before World War II. The buildings include variations on the Spanish Colonial Revival or Mediterranean Revival

**National Historic Register  
Designations**

- Eighty-three features are historic and contributing to the character of the National Register Historic District
- Ten existing features are historic, but non-contributing

styles. Typical elements include red tile roofs, with cupolas, wood eaves, copper gutters, downspouts, and traditional exterior stucco walls. The structural elements include a mix of reinforced concrete and timber, with plastered hollow clay block walls in many of the buildings.

Additionally, ten buildings are considered historic, but noncontributing. This means that while the structures are older than the required 50 years, their design, appearance, and function are not considered to be necessary and critical to the historic significance of the facility.

The historic structures range in size from 200 square feet to over 112,000 square feet, with a wide variety of plan types and spaces. The original site plan, including the adjacent historic farm complex and support spaces, was designed to be a self-supporting and autonomous complex. This diversity of plan types, from multistory residential buildings, to large assembly spaces, to large-scale institutional spaces designed around courtyards, all provide for a broad range of possible activities, uses, and users in a network of interconnected historic structures and landscape features.

There were several buildings constructed after the Northern State Hospital closed to meet contemporary needs. These structures do not match the architecture or the historic character of the district and include the recreation facility, the Douglas Building, the RSN Building, and the Washington Military Department facility.

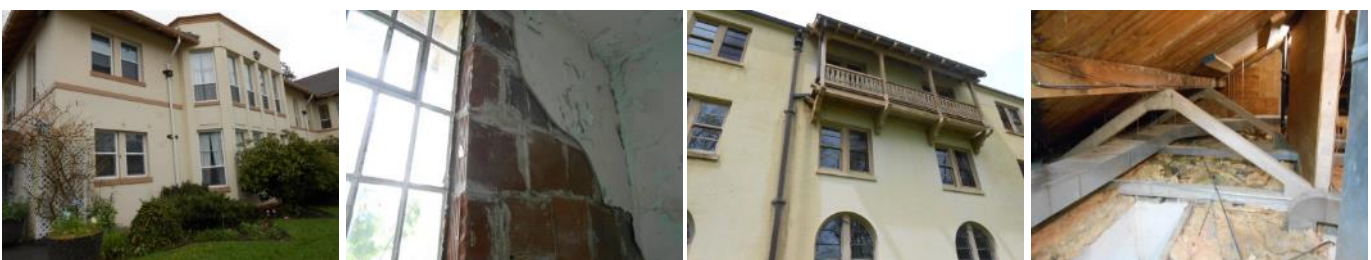
### 3.4.1 Condition of Buildings

A preliminary building survey was conducted to examine the overall condition of the buildings and to evaluate their functional and historic integrity. The project team architects conducted walk-through visual surveys of 28 key historic buildings located on the Center in May and June of 2014. The 28 buildings surveyed have a combined floor area of approximately 371,654 square feet. A generalized rating system was developed to assess the relative overall conditions of these 28 key buildings.

The building conditions survey concentrated on the general condition of each building's structure, roof, walls, and interior partition framing. Three of the buildings were selected for further analysis as representative building types and conditions that are repeated on the Center. These buildings are:

- Administration Building (Denny), the largest building in the district, with a complex mix of spaces, constructed in 1912
- Nurses Hall No. 2 (Trevennen), a special-purpose residential building with distinctive features, constructed in 1938
- Ward M, L, Attic (Whitewater), representative of several residential buildings in the district, constructed in 1933

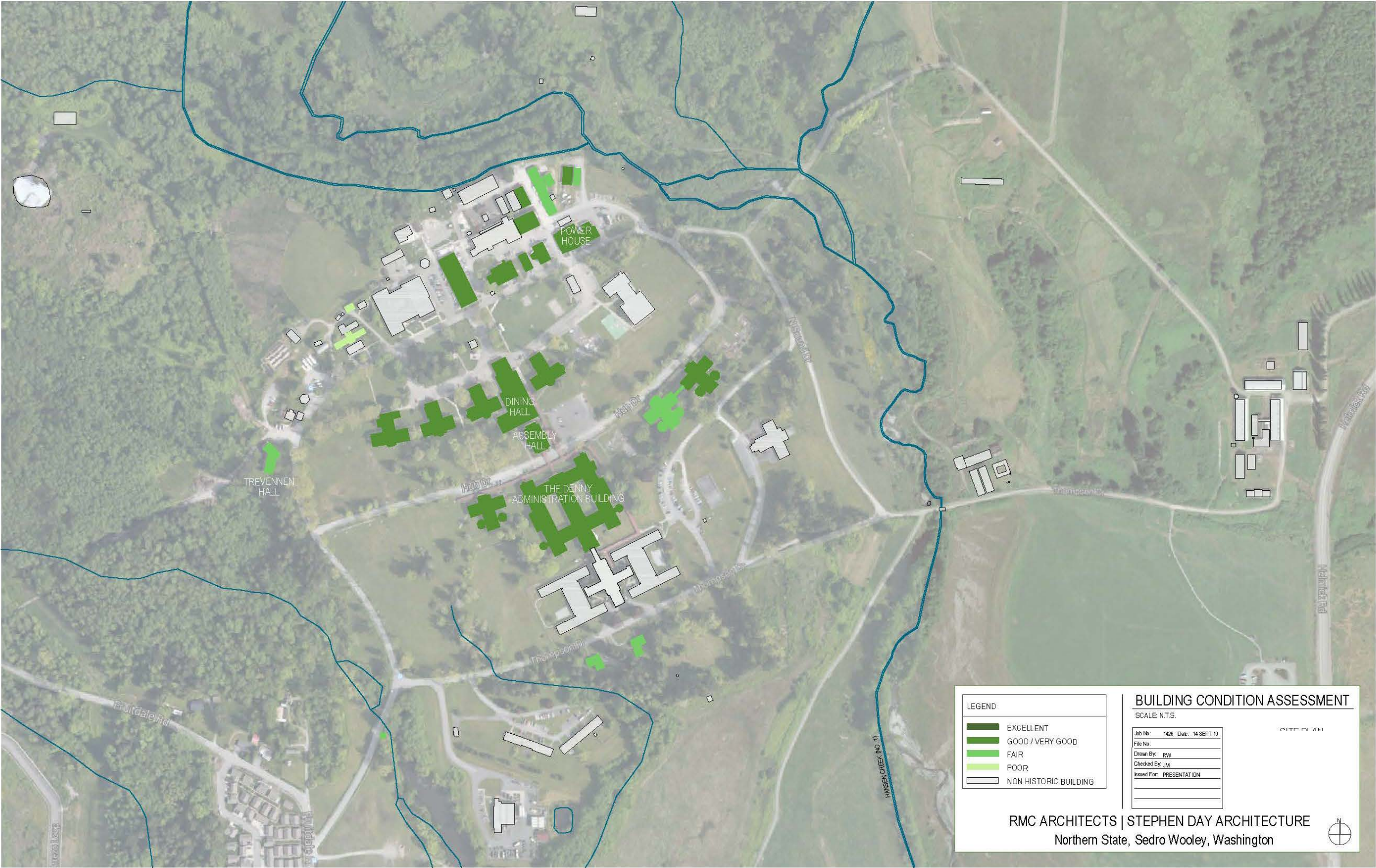
The results of the building condition survey are presented in Figure 5 and Table 2.



*Example photographs of building conditions.*



Figure 5  
Building Condition Assessment





**Table 2**  
**Survey of Condition of Contributing Buildings**

Rating	Number of Buildings	Floor Area (Square Feet)	% of Total Area
Poor	1	600	1%
Fair	10	48,965	13%
Good/Very Good	17	322,359	86%
Excellent	0	0	0%

Preliminary cost forecasts for renovation of historic, contributing buildings indicate that adaptive re-use of the buildings presents a significant financial challenge to redevelopment. It is estimated that renovation costs for historic buildings are likely to be roughly twice the cost of construction of new buildings that would serve similar functions. The National Historic District designation creates the opportunity to obtain federal historic tax credits to partially offset that incremental cost. However, the magnitude of the cost of the “preservation margin” (the difference between cost of rehabilitation and new construction) makes private financing of renovation under current market lease rates in Sedro-Woolley infeasible. Successful renovation of the historic buildings will likely require public financial support as well as investment from a private owner-user that sees a unique value in the campus, rather than a typical private developer. Without creation of a “preservation margin fund” it is unlikely that all historic buildings will be rehabilitated and some may ultimately be demolished.

### 3.4.2 Historic Integrity and Character

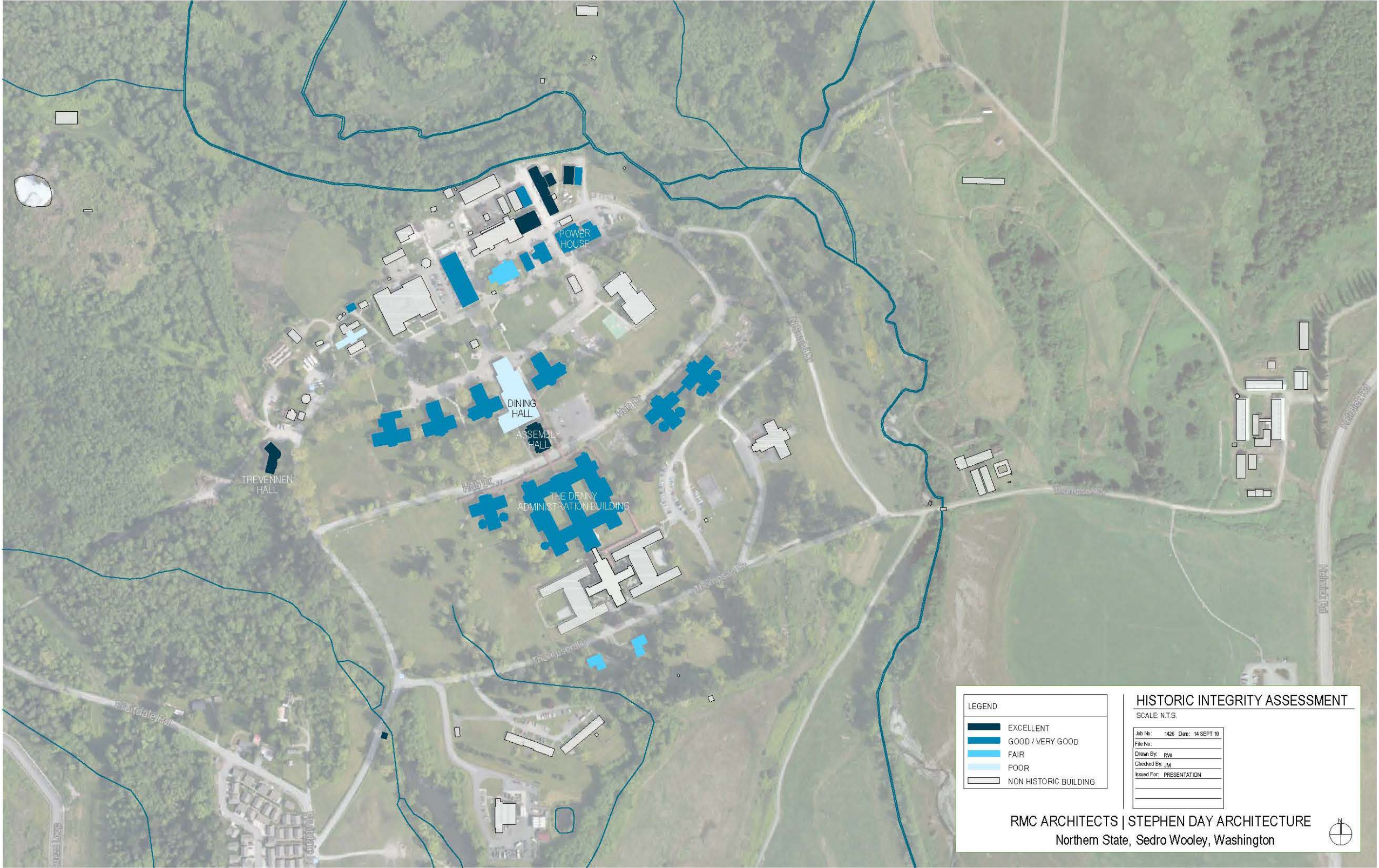
The walk-through visual survey regarding historic integrity and character focused on the degree to which each building had retained its character-defining historic elements, its historic plan elements, its original form, and any character-defining historic spaces. The degree to which historic structures have retained their integrity and character is a key element in determining whether they are “contributing” to the historic character of the overall historic district and are therefore eligible for the federal historic tax credit program. The results of the historic integrity and character survey are summarized in Figure 6 and Table 3.

**Table 3**  
**Survey of Historic Integrity and Character of Contributing Buildings**

Rating	Number of Buildings	Floor Area (Square Feet)	% of Total Area
Poor	1	1,320	3%
Fair	7	41,084	11%
Good/Very Good	14	296,425	78%
Excellent	6	33,005	8%



Figure 6  
Historic Integrity





## 3.5 ARCHAEOLOGICAL RESOURCES

The Center area is situated in the lower Skagit River Valley, an area populated by two different bands of Skagit peoples: the Kikiallus and Nookachamps. An archaeological assessment of the Center was conducted as part of the companion EIS. The findings of the archaeological study are summarized in this section and the full report included in the EIS. The archaeological assessment consisted of background research, field investigation, and preparation of a report. Background review determined the project area to be located in an area of moderate probability for buried archaeology. In addition to the Cultural Resource Assessment conducted in 2008, 14 cultural resource studies were previously conducted within 1 mile of the Center. No other archaeological site has been previously recorded on, or within a 1-mile radius of the Center. Field investigation consisted of a pedestrian survey, monitoring of geotechnical borings, and excavating shovel probes. No evidence of archaeological deposits and/or materials was encountered in the assessment.

## 3.6 INFRASTRUCTURE

The Center is served by water, sewer, power, and transportation infrastructure. Utilization of these existing systems may represent a potential cost savings for adaptive reuse of the Center relative to construction on an undeveloped site. However, the age of facilities and the centralized structure of utilities, including steam heating from the power plant, also presents unique and potentially significant challenges to site ownership and operation. The characteristics of these infrastructure systems are described briefly in this section. A more detailed analysis of the condition and capacity of these systems will be needed when a specific development project is proposed in order to understand whether improvements would be needed.

### 3.6.1 Access and Circulation

The west side of the Center is accessed from Fruitdale Road north of SR 20. A traffic signal was recently installed at the intersection of Fruitdale Road and SR 20. Fruitdale Road currently is the primary (and only) vehicle entrance to the Center. Fruitdale Road is classified as a minor collector at SR 20, transitioning to a local access road at Thompson Drive. Fruitdale Road has been temporarily closed north of the Center entrance because of excessive settlement in the southbound lane. According to the Skagit County 2003 Transportation System Plan; this segment of road typically receives around 220 cars per day. Internal circulation within the Center is provided by internal privately owned and maintained roads consisting of the Northern State Road, Thompson Drive, and Hub Road. These internal loops are part of the original Olmsted landscape/site design. Historically, Northern State Hospital was accessed by vehicular traffic from Helmick Road. Present day Fruitdale Road was a railroad line at the time with a rail spur serving the hospital at the northwest corner of the site to a depot located behind the power plant building.

Public transportation to the Center today is provided by Skagit Transit via bus route 300. Service runs every 60 minutes on weekdays between 8 a.m. and 9 p.m. and weekends between 9 a.m. and 6 p.m.

Pedestrian access to the facility is available both through trails in the adjacent Skagit County Northern State Recreation Area and through sidewalks adjacent to public rights of way to the west. However public access within the Center is currently restricted because of the security and privacy needs of existing tenants.

### 3.6.2 Potable Water

Potable water is provided to the Center by the Skagit Public Utility District (PUD). The PUD has over 31 million gallons of storage volume and provides 9 million gallons of water to approximately 65,000 people every day. The source of potable water is the Judy Reservoir Water Treatment Plant. Based on information provided by the PUD, current water sources are sufficient to provide adequate supply and pressure year-round. With annexation, the Center will no longer be charged an additional premium for potable water. The water main enters the site near the intersection of Fruitdale Road and Northern State Road as a 12-inch-diameter ductile iron class 50 pipe (see Figure 7). The main is reduced to an 8-inch diameter ductile iron main pipe that loops through the site and provides potable water to the Center. The main lines within the Center are owned by the PUD. Although the water main is predominantly ductile iron pipe, there are isolated sections of polyvinyl chloride C-900, cast iron, and steel pipe. Water is provided to individual buildings through services in a variety of materials, such as polyethylene, galvanized, and copper pipe, and ranging in size from 5/8-inch to 2-inches in diameter. According to PUD records, there are 22 fire hydrants within the Center. Hydraulic modeling of systems will be required by the City for all new development to determine if required fire protection can be supplied, or if pipe upgrades are required.

### 3.6.3 Sewer System

Sanitary sewer service is provided by the City of Sedro-Woolley Wastewater Treatment Facility. The wastewater treatment facility is currently at approximately 49 percent of its capacity, with an annual average discharge of 1.24 million gallons per day. A City sewer main serves the Center with a pipe that runs through an easement across the county-owned Northern State Recreation Area (see Figure 7). The sewer line enters the recreation area from a location east of Fruitdale Road, just north of McGarigle Road. From there the line travels northeasterly. The line has a side sewer which extends northerly into the Center. In 2008, this side sewer line was updated with a new cured-in-place 15-inch diameter concrete sewer pipe.

Internally, gravity sewers make up much of the on-site system, although some buildings may have pumps. Much of the original sewer system consisted of brick and mortar manholes, concrete pipe sewer main, and clay tile pipe sewer service lines. Improvements to the sewer system, including replacement of infrastructure and lining of existing pipes, have been completed sometime within the last 15 years to address issues with groundwater infiltration, however as-built drawings have not been available to confirm these changes. Sewer service to many of the unoccupied buildings has been decommissioned, and abandoned sewer infrastructure remains in place. The main pipe flows to the southern end of the Center where total sewer usage was determined by a sewer flow meter station. This flow meter station may no longer be operating.

### 3.6.4 Stormwater

Assessment of the existing stormwater system is based largely on the Northern State Multi-Service Center Utilities Master Plan<sup>2</sup>. Based on the limited documentation available, it appears that the storm system has been pieced together with repairs, replacements, and improvements through the years. While it seems fairly certain that upgrades and improvements have taken place in the two decades since the utility master plan report was written, lack of documentation has made it difficult to determine the extent of the improvements actually constructed.

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<sup>2</sup> Skagit Surveyors. 1998. Northern State multi-service center utilities master plan report. Skagit Surveyors & Engineers. December 21

Stormwater is captured by catch basins distributed across the site and conveyed through a network of high-density polyethylene pipes (10-, 12-, 18-, 21-, and 24-inch-diameter), polyvinyl chloride pipes (8- and 32-inch-diameter), 4- to 15-inch-diameter reinforced concrete pipe, 6- to 12-inch-diameter clay pipe, and swales (see Figure 8). Roof drains collect stormwater from the buildings and are piped directly underground to the storm-conveyance pipes. Stormwater collected from the developed area north of Northern State Road is conveyed through pipes to drainage pond I, located on the northeastern corner of the Center. An oil/water separator, along with an emergency overflow, is located at the facility which discharges to Hansen Creek. Stormwater collected across the western half of the Center between Northern State Road and Thompson Drive is drained into a quality-control pond. An outflow from this pond is provided through a gravelly sand berm into the unnamed stream east of the Department of Enterprise Services administrative buildings. Stormwater from the eastern half of the central area, which includes recreation building, Gray, Fraser, and RSN buildings, is conveyed to a stormwater pipe that discharges to Hansen Creek, without a detention facility. Stormwater runoff from the developed area around the National Guard Armory is collected by catch basins and conveyed via 6- to 12-inch-diameter polyvinyl chloride and corrugated metal pipes to a pond east of the armory. The Utilities Master Plan Report states that the pond “is pumped into an irrigation field to the south,” but the current status of this system is unknown. Improvements to the storm system have been made over the past 15 years; however, they have not been well documented and a video inspection is needed to determine the condition and functionality of the storm pipes.

### 3.6.5 Power

Electrical power is supplied to the Center by Puget Sound Energy via a 12,470-volt underground feeder line, which is reduced to 2,400 volts for distribution. There appears to be sufficient electrical capacity to support more intensive development on the Center.

A regional natural gas distribution line, owned by Williams NW, traverses the northwest corner of the Center property within a 75 foot wide easement. Local service to the Center is supplied however by Cascade Natural Gas via a 2 inch diameter line.

The power plant building on the Center provides steam heating to a number of buildings on the Center. There are four gas-fired boilers at the plant. The central steam plant and distribution system are in good condition and have been well maintained. The condition of heating systems in the buildings varies.

### 3.6.6 Telecommunications

Frontier Communications currently has fiber-optic and copper lines available to the site for telecommunications service. A 24-fiber cable and a 300-pair copper line enter the site at the intersection of Fruitdale Road and Thompson Drive. It is assumed that most of the buildings that are currently occupied have a connection to some form of telecommunications for Internet and telephone service. While the copper line is best suited for residential use and digital subscriber line with internet service up to 20 megabytes per second, the existing fiber line has capacity to serve new commercial and industrial buildings.



Figure 7  
Utilities

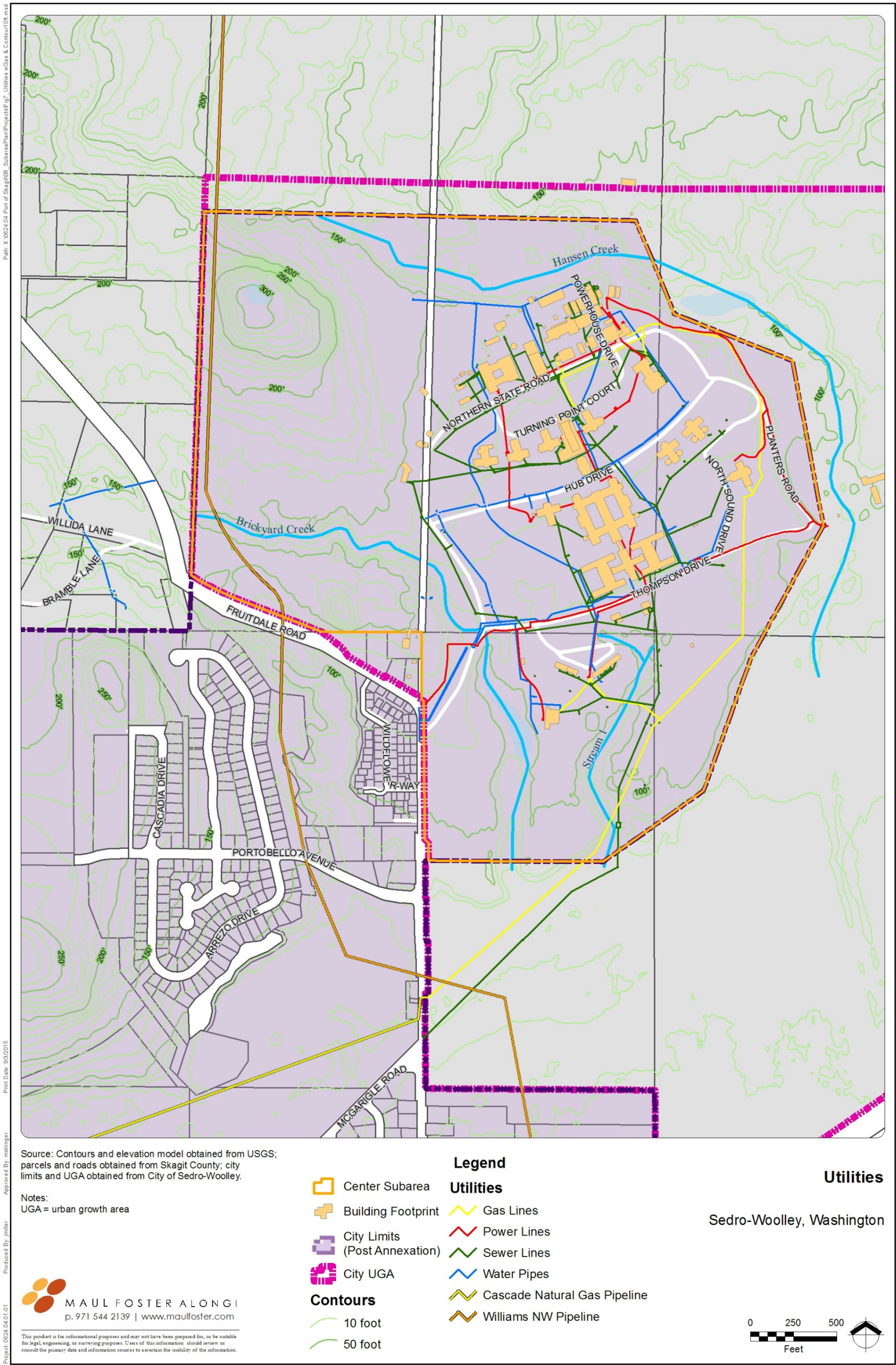
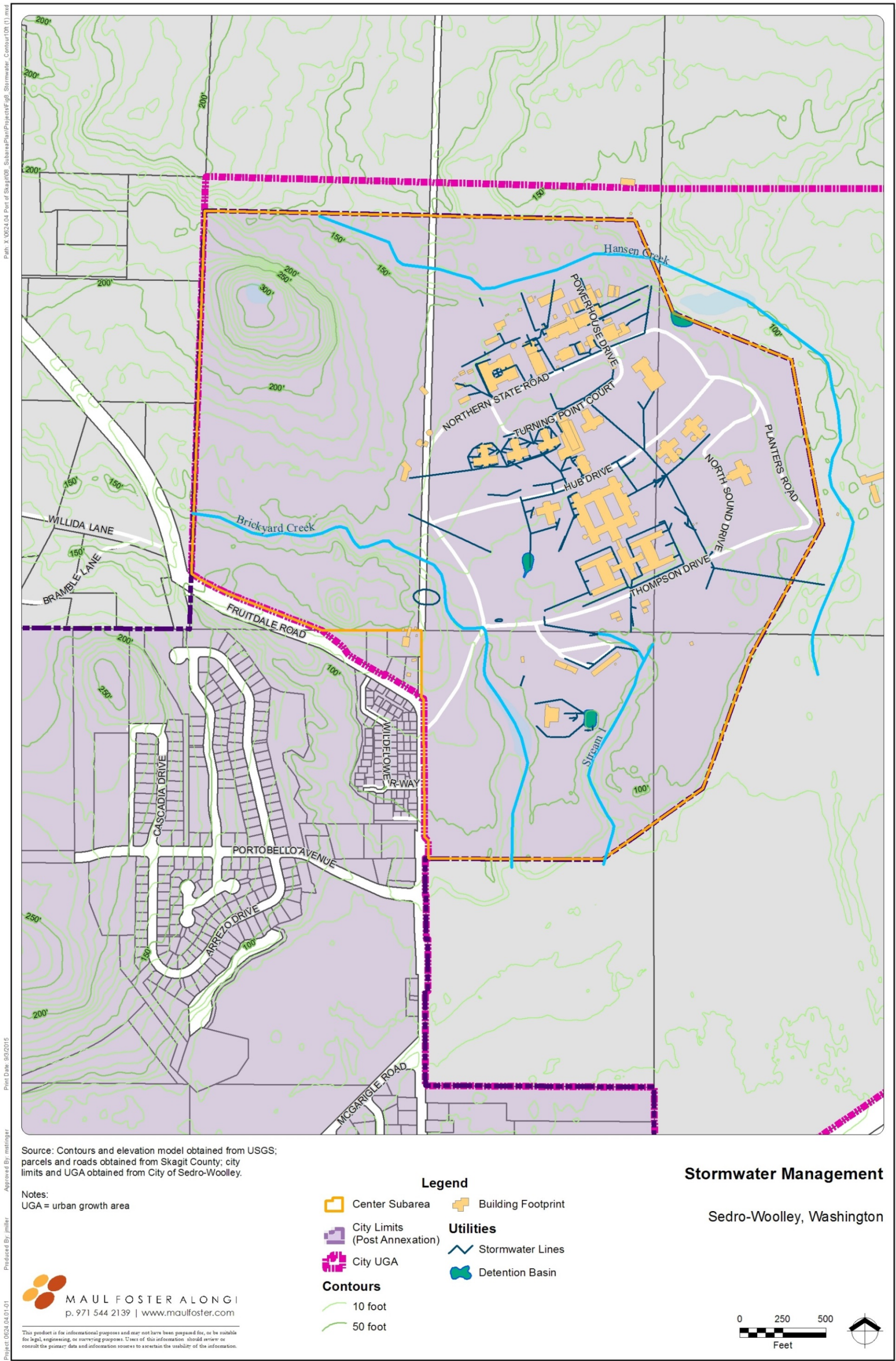




Figure 8  
Stormwater Management





## 3.7 NATURAL RESOURCES

A reconnaissance study of the Center was conducted to identify the presence and approximate locations of regulated critical areas, including wetlands, streams, floodplains, and geologic hazards. The reconnaissance study included review of available maps and data from the Washington State Department of Natural Resources, Washington Department of Fish and Wildlife's Salmonscape Web site, National Wetland Inventory (NWI), Skagit County Critical Areas maps, and Natural Resource Conservation Service soil maps. This research was augmented by field investigation to confirm findings, approximate the boundaries of wetlands and prepare preliminary wetland ratings.

### 3.7.1 Streams

Three streams flow through the Center, all of which are classified as Type F, fish-bearing streams (see Figure 9). Hansen Creek flows along the northern and eastern Center boundaries. Brickyard Creek flows through the western and southwestern portion of the Center. A third stream (designated for the study as Stream 1) was observed in the field to flow under Thompson Drive. County Critical Area maps and Salmonscape depict this stream as farther to the south. Salmonscape shows documented salmonid use in all three streams. Hansen Creek provides documented salmonid spawning and rearing habitat. Hansen Creek supports two Endangered Species Act listed salmonids, Chinook and steelhead, in addition to coho, chum, and pink salmon.<sup>3</sup> Hansen Creek has been identified as a 303d list impaired waterbody for fish habitat, temperature, fecal coliform, and dissolved oxygen. Salmonscape shows fish barriers classified as unknown (unknown if they are a complete blockage) on Brickyard Creek below the ornamental pond and at the culvert beneath Northern State Road. Despite these blockages, Brickyard Creek is documented as artificial rearing habitat for pink, fall chum, and fall Chinook salmon. Coho presence is assumed in Brickyard Creek. Salmonscape shows Stream 1 as having documented coho presence.

### 3.7.2 Wetlands

The NWI maps include four wetlands on the Center. With the exception of the rock outcrop in the northwestern corner of the Center, the Natural Resource Conservation Service maps classify most of the Center soil as hydric soil types. Field reconnaissance confirmed the presence of the mapped wetlands and a full wetland delineation and rating was conducted in the southwest corner of the Center<sup>4</sup> (see Figure 9). The wetland delineation was conducted in an area anticipated for the first phase of redevelopment at the Center. As future phases of development are implemented, wetland delineations will be needed in other areas of the property.

- **Brickyard Creek Wetlands**—Two areas along Brickyard Creek are mapped as NWI wetlands. Wetland delineation was conducted south of Thompson Drive along Brickyard Creek and the ornamental pond (identified as Wetland H in the delineation report). Historical documents indicate that a series of three dams were constructed on Brickyard Creek in the 1920s to create ornamental ponds and store water for irrigation of the adjacent farmland. The pond is lined with large amounts of non-native, invasive yellow flag iris (*Iris pseudacorus*) and appears to have silted in and become shallow.

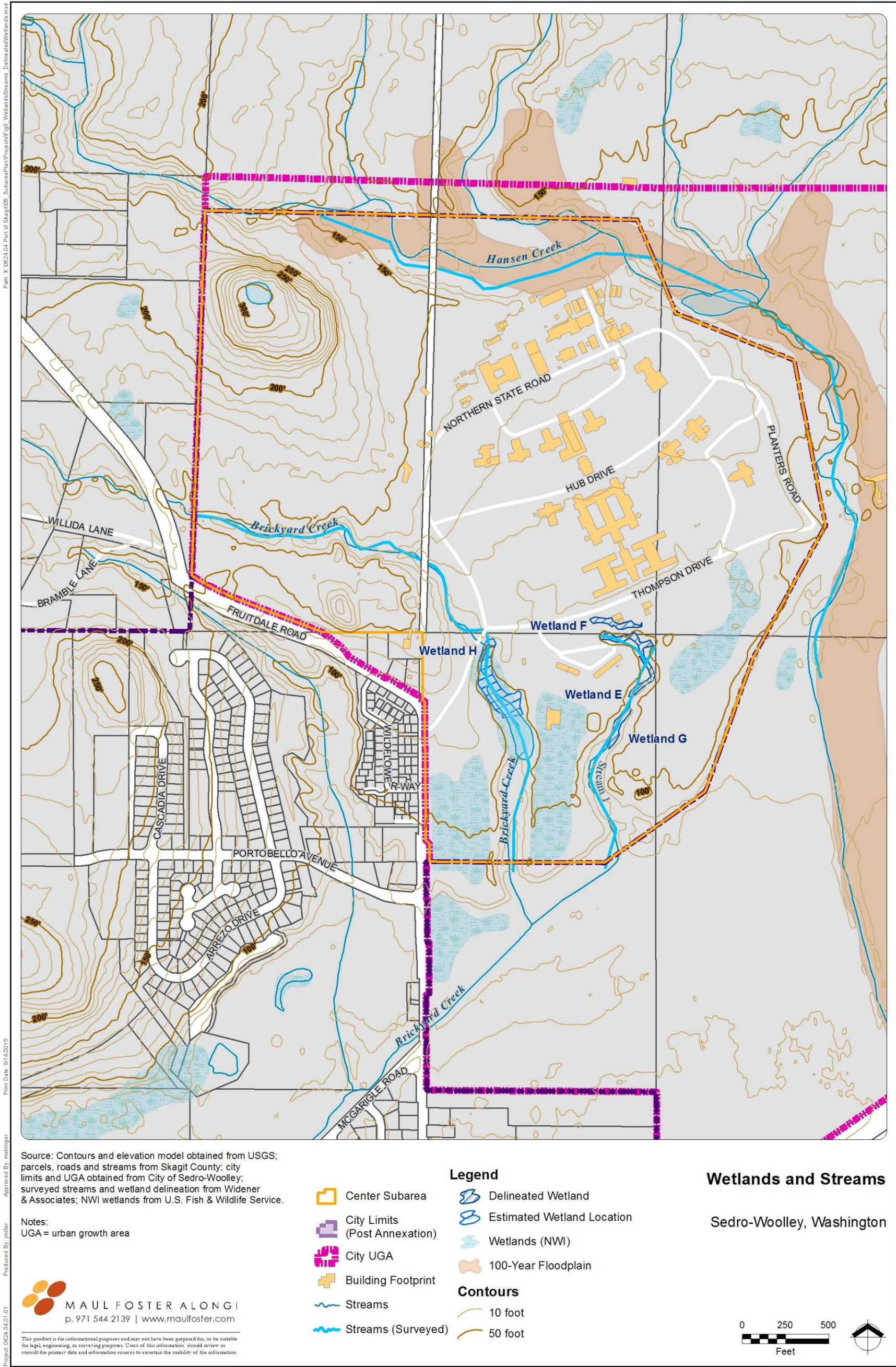
<sup>3</sup> Hansen Creek Watershed Management Plan. Prepared by Miller Consulting for Skagit County Public Works Department. 2002.

<sup>4</sup> Wetland Investigation and Delineation Report: Northern State Campus. Prepared by Widener & Associates. September 2015

- Stream 1 Wetlands—Stream 1 lies in a steep ravine and receives water from two culverts under Thompson Drive. Historically, a surface stream ran north of Thompson Drive, but it was buried underground sometime between 1937 and 1966 (based on aerial photographs). English ivy (*Hedera helix*) has overtaken the northern portions of Stream 1 which has a canopy of large trees. Reed canarygrass (*Phalaris arundinaceae*) is found in the entire channel to the south until it reaches an existing culvert. With no identifiable ordinary high water mark, the northern portion of this drainage is considered a wetland rather than a stream (identified as Wetland E in the delineation report). Downstream of the existing culvert a defined channel forms and is bordered by freshwater wetlands (identified as Wetland G in the delineation report).
- Nonriparian Wetlands—The NWI maps also identify wetlands on flat terraces on the southern portion of the Center that are currently maintained as mowed fields and were likely used for agriculture in the past. The NWI maps also identify a unique water feature on the Center, a reservoir that was excavated on Goat Hill in the northwest corner of the property. Historical records indicate the reservoir was excavated in 1925 to provide an additional water source for the Northern State Hospital and adjacent farmland. Based on interviews with the Department of Enterprise Services maintenance staff, the reservoir is not currently used.



Figure 9  
Wetlands and Streams





### 3.7.3 Frequently Flooded Areas

Frequently flooded areas are lands in the floodplain subject to a 1 percent greater chance of flooding in any given year. Those lands provide important flood storage, conveyance, and attenuation functions. At a minimum, frequently flooded areas include the 100-year floodplain designations of the Federal Emergency Management Agency (FEMA) and the National Flood Insurance Program. Based on FEMA Flood Maps, the Center's eastern and northern edges are located within the 100-year floodplain, running along both sides of Hansen Creek.

### 3.7.4 Geological Hazards

Geologically hazardous areas are designated to protect areas that are susceptible to erosion, sliding, earthquakes, or other geologic events that may pose a threat to health and safety. A hazard site assessment is required for all development activity proposed within 200 feet of an area of known or suspected risk.

A geological hazard area is designated along the banks of Hansen Creek between Thompson Drive and North Cascades Highway. This area is outside, but immediately south of, parcel P100632. No geological hazard area is located on the Center itself.

### 3.7.5 Aquifer Recharge Areas

Aquifer recharge areas are designated to protect and maintain both groundwater quantity and quality. The (Sedro-Woolley Municipal Code (SWMC) classifies areas as Category I and Category II aquifer recharge areas (Ch. 17.65.300).

The eastern half of the property is within the Hansen Creek flow-sensitive basin, which is a designated Category I aquifer recharge area. Category I areas are so designated because of the need to provide special protection due to a specific preexisting land use, or because they are identified by the local, state or federal government as areas in need of special aquifer protection where a proposed land use may pose a potential risk which increases aquifer vulnerability. Development in these areas requires an aquifer recharge site assessment as part of the development permit review process.

Limitations on groundwater withdrawal are placed on flow-sensitive basins. The Hansen Creek flow-sensitive basin has a groundwater withdrawal limit of 38,130 gallons per day. Prohibited land uses include:

- Landfills
- Class V underground injection wells
- Facilities that dispose of radioactive substances

### 3.7.6 Wildlife Habitat

The large areas of natural, undeveloped land around the Center have the potential to provide important wildlife habitat. Species that are likely to occur on the campus include birds, elk, and small mammals. One feature of particular note on the historic campus itself is the decommissioned smokestack of the power plant that has become a roost for Vaux's swifts. The Vaux's swift is listed as a candidate species under the Washington State Endangered Species Act. For several years, Skagit Audubon Society members have counted the swifts entering the smokestack during spring and fall migration. Skagit Audubon Society reports that they have counted 10,000 to 20,000 birds per night, representing approximately 3 to 7 percent of the

total population of the species. Based on these observations, the national Audubon Society and Birdlife International have listed the smokestack as an Important Bird Area.

## 4 REAL ESTATE MARKET CONDITIONS

A Market Assessment was conducted as part of the Northern State Adaptive Re-use Study. The key findings of the Market Assessment are summarized in this section. A unique opportunity has developed since this Market Assessment was completed, the potential for Janicki Bioenergy to establish a research and development facility at the Center. This section also describes the Janicki Bioenergy opportunity as a potential anchor tenant to support revitalization of the Center.

This section describes the current countywide population and employment trends and projections, and summarizes the current market fundamentals by asset type.

### 4.1 MARKET CONDITIONS AND TRENDS

Adaptive reuse of the Center will be strongly influenced by the demographic and economic trends of the county and the city. In general, the county has a relatively small population that has experienced modest but steady growth. The county's economy is driven in large part by manufacturing, with 36 percent of the county's gross domestic product (GDP)<sup>5</sup> coming from this sector. The manufacturing sector is primarily driven by nondurable goods such as food and petroleum. While the county's economy did not fare as well as others during the Great Recession, it has recovered, with the 2012 GDP only 2 percent less than it was when it was at its peak in 2005. This economic activity, along with moderate population growth and improving employment figures, indicates that the local economy is stabilizing.

### 4.2 POPULATION AND EMPLOYMENT

#### POPULATION

Among the nine counties in Washington located along the I-5 Corridor between the Oregon State border (Clark County) and the Canadian border (Whatcom County), Skagit County has the third-lowest population, ahead of only Lewis County and Cowlitz County. The population of Skagit County in 2010 was 116,901, which represented 2.5 percent of the total population of these nine counties. By comparison, Whatcom County to the north had a population of 201,140, while Snohomish County to the south had a population of 713,335. The county's total population underscores the rural nature of Skagit County relative to its neighbors. Looking ahead, the county's population growth patterns are not projected to change significantly between 2010 and 2030 (see Table 4). While population during this 20-year period is projected to increase by 28,000 people, the compound annual growth rate is projected to slow from 1.3 percent observed between 2000 and 2010 to 1.1 percent between 2010 and 2030.

**Table 4**  
**Skagit County Population**  
**Trends and Forecast**

	Value	Rank in WA
<b>Looking Back*</b>		
2010 Total Population	116,901	11
2000-2010 Growth	13,922	13
% Change	13.5%	13
Annual Growth Rate	1.3%	13
<b>Looking Ahead**</b>		
2030 Total Population	144,953	11
2010-2030 Growth	28,052	13
% Change	24.0%	11
Annual Growth Rate	1.1%	11

\* US Census

\*\* OFM/Medium Series Forecasting | May 2012

<sup>5</sup> U.S. Bureau of Economic Analysis, 2012 GDP by Region.



In 2013 the population estimate for the county was 118,600 and the population of the Sedro-Woolley UGA was estimated to total 12,386 or 10.4 percent of the county total (See Table 5). The Sedro-Woolley UGA comprises the city limits as well as some unincorporated land, including the Center. Looking ahead, the Sedro-Woolley UGA is estimated to grow by 3,000 people between 2014 and 2030 at a compound annual growth rate of 1.4 percent. This growth would represent 12.3 percent of the county population growth during the same period.

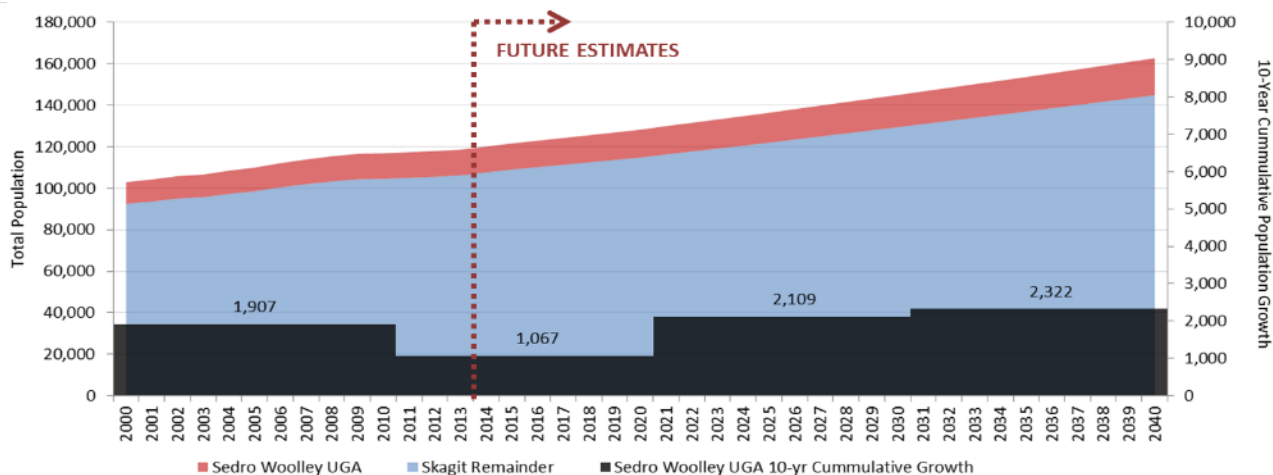
**Table 5**  
**Sedro-Woolley UGA Population Forecast**

Area	2014	2030	Change	CAGR
Skagit County	120,112	144,953	24,841	1.2%
Sedro Woolley UGA	12,448	15,511	3,063	1.4%
Sedro Woolley Share	10.4%	10.7%	12.3%	

Source: OFM/Medium Series Forecasting | May 2012, Heartland

Figure 10 summarizes the growth trends and forecast for Skagit County and the Sedro-Woolley UGA. This illustrates the measured population growth that is anticipated for the county. The moderate growth rate is positive for the future of the county and the city; however, barring any major shift in the local economy or migration patterns, there is not expected to be a population boom in either the county or the UGA.

**Figure 10**  
**Skagit County and Sedro-Woolley Population Growth Trends and Forecast**



Source: US Census, OFM/Medium Series Forecasting | May 2012, Heartland

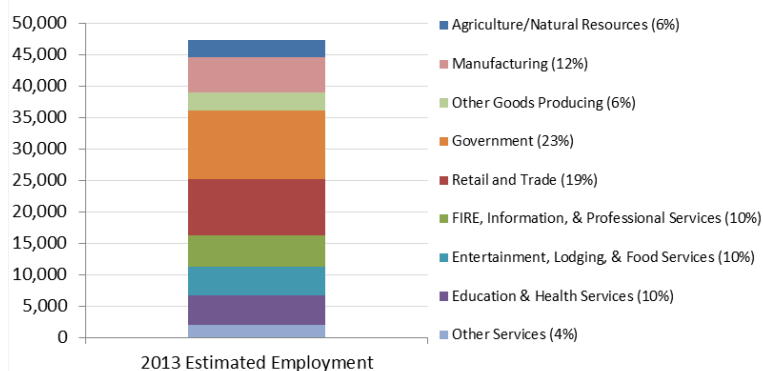
## EMPLOYMENT

Two broad industry sectors, manufacturing and the public sector, anchor the Skagit County employment base. Together, these two sectors comprise 47 percent of the county's total estimate of 47,273 jobs in 2013. Manufacturing accounts for 12 percent of the total jobs, but it accounts for roughly 35 percent of the county's GDP, underscoring the importance of these jobs to the county's economic health. The other major employment sector in the county is government, which accounts for 23 percent of the jobs and 15 percent of the county GDP. Figure 11 shows a chart of employment distribution by sector as well as a table noting the major private employers in the county.

Skagit County's employment base peaked in 2008 at 55,210 jobs. From peak to trough, Skagit County shed 4,570 jobs, or over 8.3 percent. Relative to Washington State, Skagit County entered the recession early and experienced a greater decline, and its labor market took longer to recover. Washington State and the U.S.

both began to recover in 2010; Skagit County's recovery has lagged by a year.<sup>6</sup> As of mid-year 2014, Skagit County was still lagging the state and the nation in its recovery. Based on recent employment projections, the county will not approach peak employment until after 2018, which would equal a ten-year period to recover the jobs lost during the Great Recession (See Figure 12).

**Figure 11**  
**Skagit County Employment Distribution and Major Private Employers**



Source: Employment Security Department, Quarterly Census of Employment & Wages

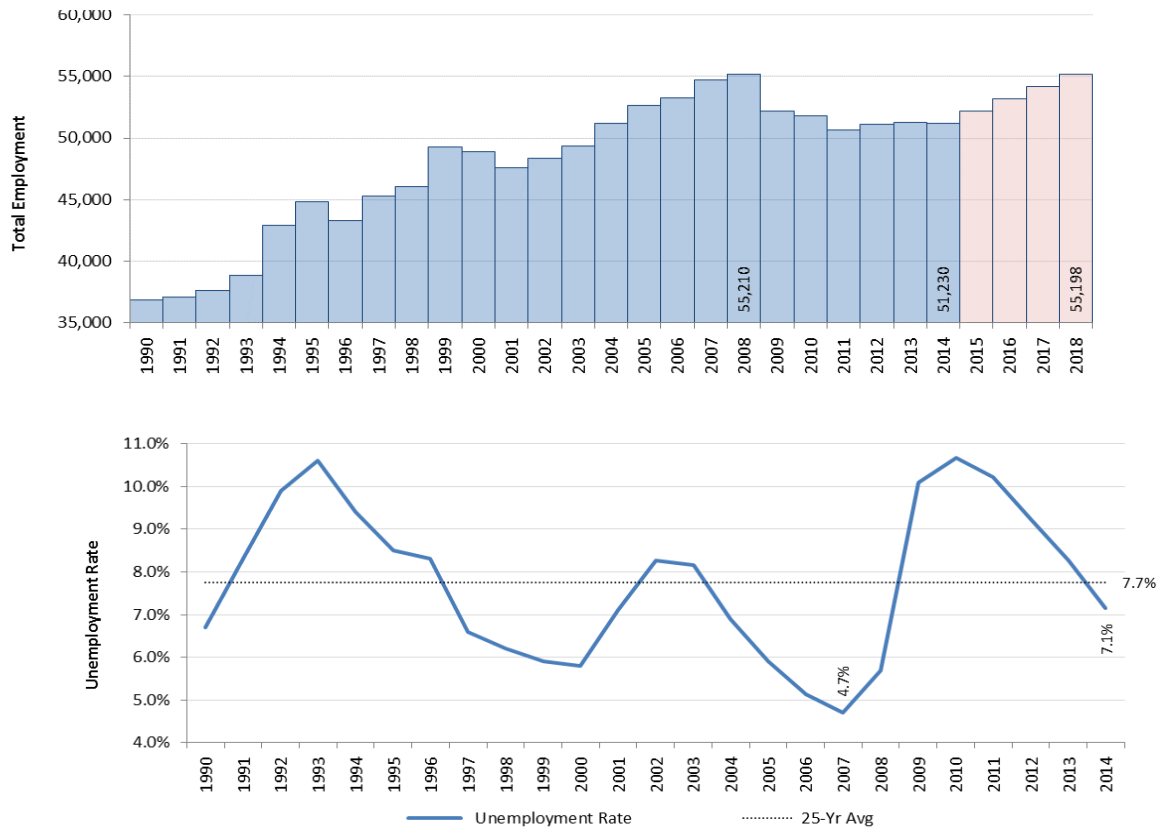
Company Name	Industry	City
Janicki Industries	Manufacturing	Sedro Woolley
Regence BlueShield	Education & Health Services	Burlington
Skagit Valley Casino Resort	Entertainment, Lodging, & Food Services	Bow
Shell Puget Sound Refinery	Manufacturing	Anacortes
Tesoro Anacortes Refinery	Manufacturing	Anacortes
Dakota Creek Industries	Manufacturing	Anacortes
Trident Seafoods Corporation	Manufacturing	Anacortes
Draper Valley Farms	Manufacturing	Mount Vernon
PACCAR	Manufacturing	Burlington
Dunlap Towing Co.	Retail and Trade	La Conner

Source: Economic Development Association of Skagit County, 2011

<sup>6</sup> Anneliese Vance-Sherman, PhD, regional labor economist, Employment Security Department. Skagit County Profile. August 2013.

As the labor market has slowly improved, the unemployment rate has declined steadily since the peak of 10.7 percent in 2010 (See Figure 12). The current rate is 7.1 percent and is now below the 25-year average of 7.7 percent.

**Figure 12**  
**Skagit County Employment and Unemployment Rate Trends**



Source: Employment Security Department/LMEA; U.S. Bureau of Labor Statistics, Local Area Unemployment Statistics

## 4.2.1 Use Type

This section assesses current market conditions of potential uses that could potentially be accommodated on the Center.

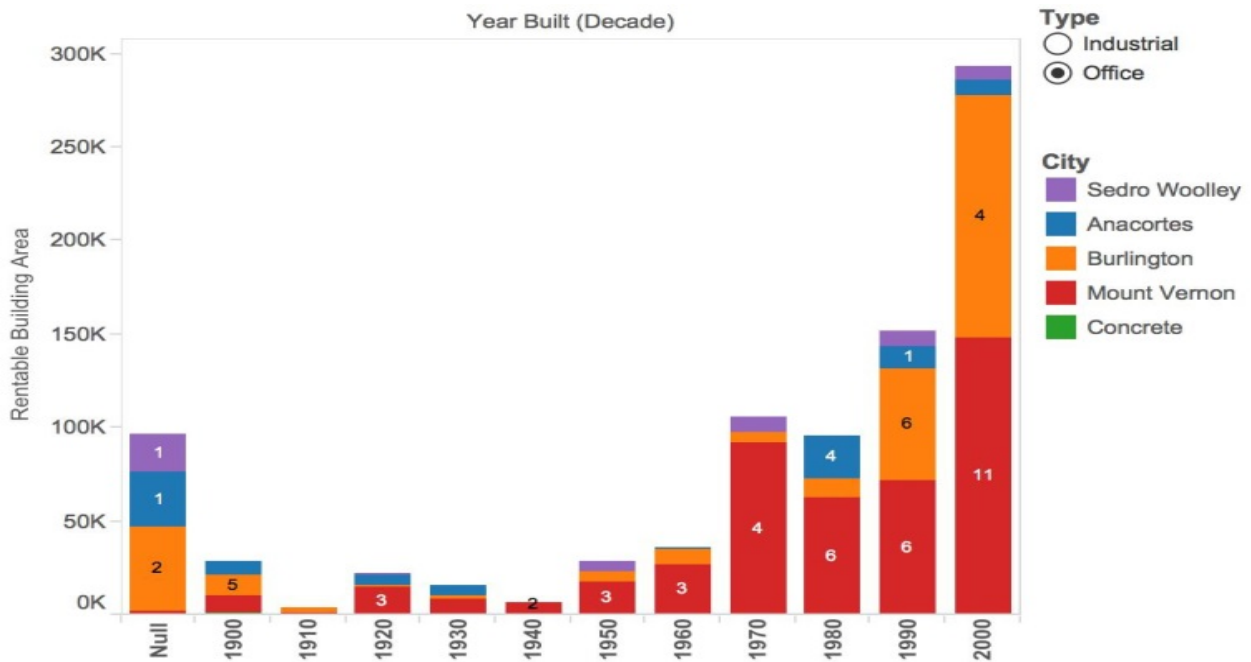
### OFFICE

The market for office space in Skagit County has seen significant growth since 2000, with over 290,000 square feet delivered during that period representing roughly one-third of the entire county's 883,614 square feet of total office building space. Nearly 95 percent of this relatively new supply has been concentrated around the I-5 corridor in the cities of Burlington and Mount Vernon. The city has just over 50,000 square feet of office square footage, representing 5.7 percent of the county's total supply. Of the 90 buildings surveyed in Skagit County, the average office building size is less than 10,000 square feet, while Sedro-Woolley's eight buildings average 6,300 square feet. There are no office buildings in the county with more than 100,000 square feet. To contextualize the scale of the Skagit County office market, Whatcom County's office market comprises 2.8 million square feet in 220 buildings and Snohomish County totals 16.0 million



square feet in 1,137 buildings. Skagit County's office supply is one-third and one-twentieth of the Whatcom and Snohomish county markets, respectively.<sup>7</sup> Figure 13 illustrates countywide office delivery trends by decade, while Figure 14 depicts the concentration of the county's office buildings.

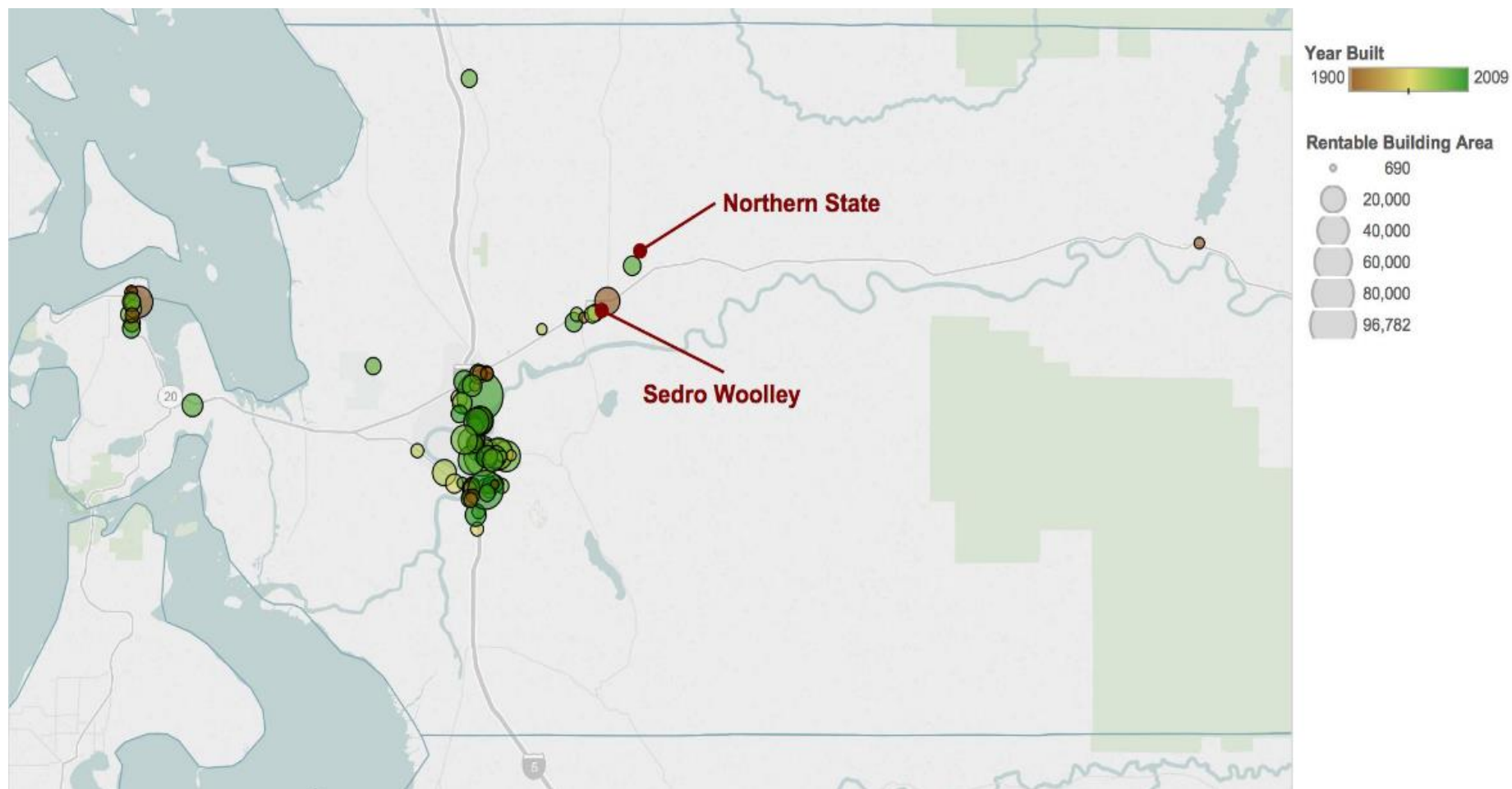
**Figure 13**  
**Skagit County Office Delivery Trend**



Source: CoStar.

<sup>7</sup> Data referenced from CoStar.

Figure 14  
Skagit County Office Product Distribution Map



Source: CoStar.

The county's current average gross asking rental rate for office space is \$14.15 per square foot per year. This asking rate is 6.2 percent below the five-year average rate of \$15.03. At \$12.00 per square foot, the limited office supply found in Sedro-Woolley has an average asking rate that is \$2.15, or 15 percent, less than the countywide average rate. The current office vacancy rates for the county and the city are 13.8 percent and 13.3 percent, respectively. The current rates are approximately 5 percent higher than the five-year average. Figure 15 summarizes the Skagit County/Sedro-Woolley office market.

**Figure 15**  
**Skagit County/Sedro-Woolley Office Market Fundamentals**

	County			Sedro Woolley			Comparison	
	Current	5-Year Avg		Current	5-Year Avg		Value	Note
Buildings	90			8			8.9%	SW % of County
Rentable Area	883,614			50,060			5.7%	SW % of County
Average Age	48.8			43.5				
Gross Rent Per SF	\$14.15	\$15.03	↓	\$12.00	\$11.68	↑	(\$2.15)	SW < County
Vacancy Rate	13.8%	9.2%	↓	13.3%	7.6%	↓	-0.5%	SW < County
Vacant SF	121,869	78,009	↓	6,639	3,781	↓	5.4%	SW % of County
Months on Market	17.3	17.5	↑	45.6	18.6	↓	28.3	SW > County

Source: CoStar.

As of 2015, there is only one office building in the development pipeline: the Kulshan Creek Professional Office, located in Mount Vernon, east of I-5. This lack of proposed development is not unexpected, given the current office market fundamentals and slow job growth. Any new office development in the county and the city in the coming years likely will be necessitated by an owner/user rather than speculatively built.

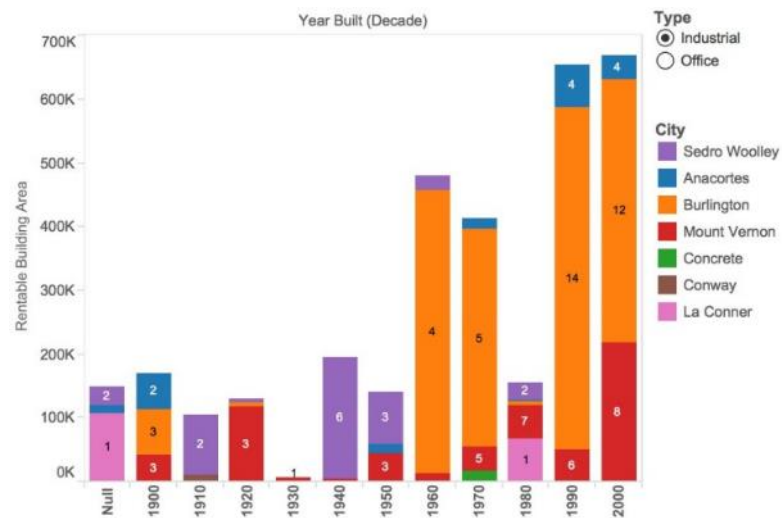
## INDUSTRIAL

The industrial market in the county experienced significant growth in the 1990s and 2000s, with over 1.3 million square feet delivered during that period, representing roughly 40 percent of the entire county's 3.3 million square feet of total industrial inventory. Approximately 90 percent of this 1990s/2000s supply has been concentrated around the I-5 corridor in the cities of Burlington and Mount Vernon. The area surrounding the Skagit Regional Airport, known as Bayview Ridge, has also been one of the County's focus areas for industrial land uses. During the 1990s and 2000s this area captured nearly 40 percent of the development. Going forward, the Bayview Ridge area is primed to accommodate more industrial facilities as demand warrants because of its location outside the floodplain. The city has just over 77,000 square feet of industrial square footage, representing 2.7 percent of the county's total supply. To contextualize how small the Skagit County industrial market is, Whatcom County's industrial market comprises 5.1 million square feet in 246 buildings and Snohomish County totals 34.6 million square feet in 1,050 buildings. Skagit County's industrial supply is 66 percent of the Whatcom County market and only 9 percent of Snohomish County's market.<sup>8</sup> Figure 16 illustrates Skagit County-wide industrial delivery trends by decade, while Figure 17 depicts the concentration of the county's industrial supply.

<sup>8</sup> Data referenced from CoStar.

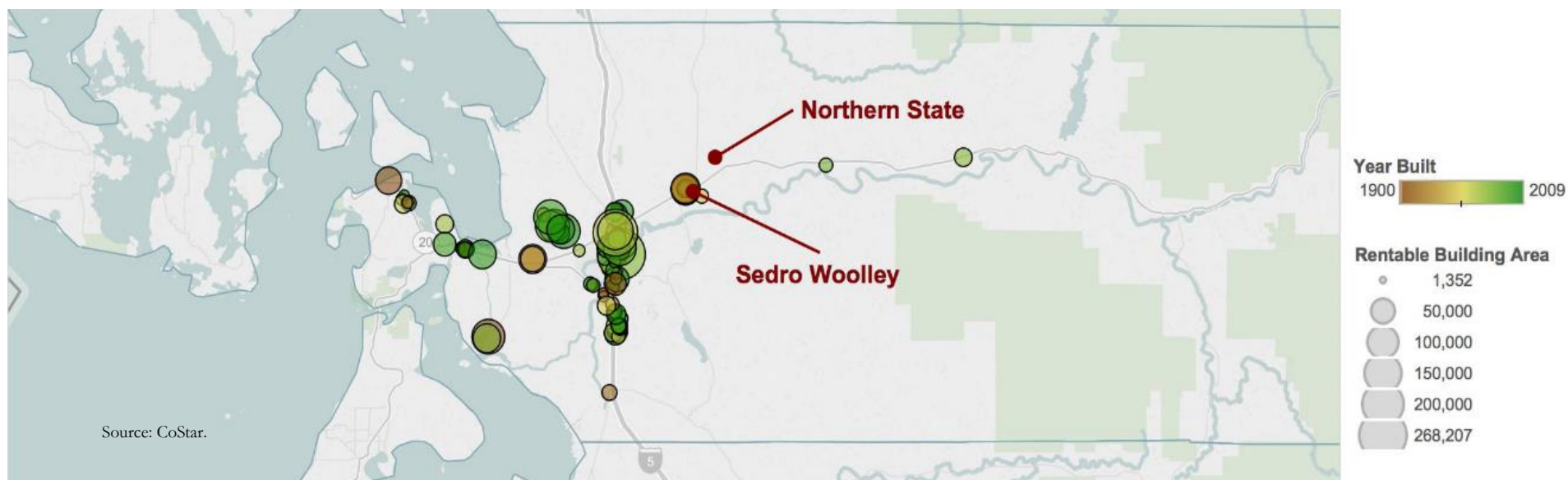


**Figure 16**  
**Skagit County Industrial Delivery Trend**



Source: CoStar.

**Figure 17**  
**Skagit County Industrial Product Distribution Map**



Source: CoStar.

The county's current average gross asking rental rate for industrial space is \$6.25 per square foot per year (see Figure 18). This asking rate is 3.0 percent below the five-year average rate of \$6.44. There are currently no listed asking rents in Sedro-Woolley. The current industrial vacancy rates for the county and the city are 16.0 percent and 1.6 percent, respectively. The county's current vacancy rate is approximately 10 percent higher than the five-year average, while Sedro-Woolley's industrial space is well utilized. The countywide vacancy rate is more indicative of the scale of market demand, while the low city vacancy rate illustrates both the strength of local businesses and the limited supply of real estate in the relatively small community.

**Figure 18**  
**Skagit County/Sedro-Woolley Industrial Market Fundamentals**

	County			Sedro Woolley			Comparison	
	Current	5-Year Avg		Current	5-Year Avg		Value	Note
Buildings	104			7			6.7%	SW % of County
Rentable Area	3,275,567			457,374			14.0%	SW % of County
Average Age	38.6			63.3				
Gross Rent Per SF	\$6.25	\$6.44	↓	-	-	-	N/A	SW < County
Vacancy Rate	16.0%	6.2%	↓	1.6%	0.9%	↓	-14.4%	SW < County
Vacant SF	523,244	179,082	↓	7,100	710	↓	1.4%	SW % of County
Months on Market	44.4	22.7	↓	-	-	-	N/A	SW > County

While there is ample land for industrial development in Skagit County, there is only one industrial project noted in the development pipeline: a 13,000-square-foot warehouse development opportunity located in Mount Vernon, west of I-5. Much like the office market, this lack of proposed development is not unexpected, given the current market fundamentals and slow job growth.

## HOSPITALITY

Hospitality owners and/or managers may be attracted to the Center because of its picturesque setting and the rare concentration of historic buildings. The on-site amenities that currently exist as well as those that could be developed over time present an opportunity to create a destination resort that can occupy multiple buildings and provide a place to stay as well as explore. A hospitality program could include guest rooms, a restaurant(s) that may source some of its food from area farms, a conference center, and recreation opportunities on the Center as well as on the adjoining County-owned parkland that surrounds

the Center. The Trevennen Building was originally designed as nurses' quarters and has the character and floor plan to make an attractive boutique hotel. Any of the existing seven ward buildings could support guest rooms or other supporting functions, while the remaining stock could house any of the elements that support the resort's regional draw. A destination hospitality program at the Center could draw inspiration from regionally renowned resorts such as McMenamin's Edgefield Resort (see Figure 19). This roughly 100-acre property, which is located approximately 20 miles east of Portland, Oregon, features 114 hotel rooms, ten restaurants and bars, a brewery and winery, a working farm that supports the restaurants, a ballroom, a movie theater, a spa, a golf course, a concert stage, and many other on-site attractions that help drive demand.

## EDUCATION/RESEARCH

Another user group that may be a good fit for the Center is educational and research organizations. These educational organizations could be either extensions of the five four-year universities in the state, a community college campus location, or a private school. Educational institutions would be a natural fit for the campus layout at the Center; the existing buildings could support classrooms, boarding, and other support functions such as administrative, recreation, and dining. The concept for a research campus is one where a technology, biotechnology, other laboratory-based or even outdoor recreation equipment development entity utilizes the Center to establish a creative environment that offers researchers a place to focus on their pursuits while promoting innovation for their organization.

**Figure 19**  
**Aerial Image of McMenamin's Edgefield Resort**

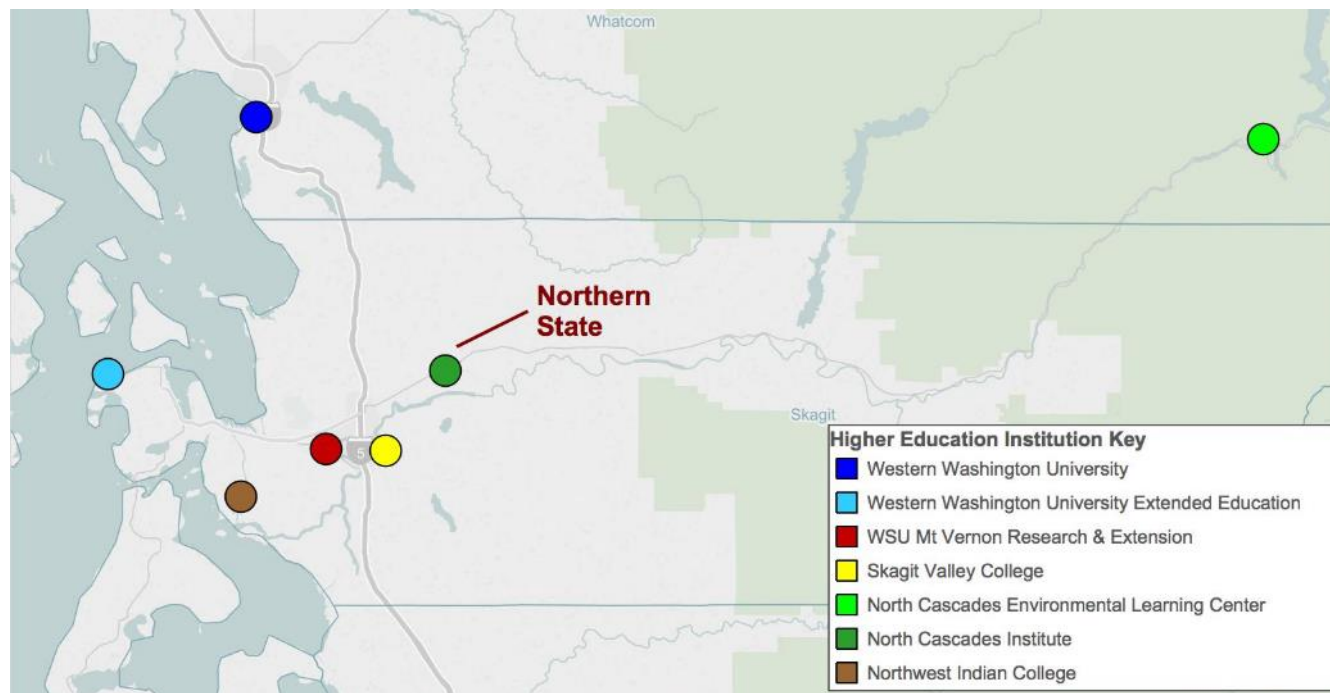


Source: <http://www.mcmenamins.com/>



The locations of higher education facilities in Skagit County and Whatcom County are illustrated in Figure 20. The seven institutions with a presence in this area include Western Washington University's main campus in Bellingham and extension programs for Western Washington University and Washington State, with a focus in marine sciences and agriculture/food science, respectively. There is also the Skagit Valley College, which offers two-year degrees and limited four-year degrees; the Northwest Indian College branch campus in La Conner; and the private North Cascades Institute that offers a master's in education.

**Figure 20**  
**Higher Education Locator Map**



### 4.3 JANICKI BIOENERGY

A unique proposal has been put forward by Janicki Bioenergy to potentially utilize the Center as a technology innovation center focused on public health and sanitation issues in developing countries. The Janicki Bioenergy proposal is a research and development facility rather than solely a manufacturing center. While the facility is expected to include some manufacturing operations, these will be limited to developing, testing, and smaller-scale production. The facility is expected to employ a larger number of engineers, designers, and managers than a typical manufacturing facility. This may create opportunities for renovation of some historic buildings to support office space.

The proposed Janicki Bioenergy research and development center could also support complementary hospitality facilities for foreign dignitaries, visiting project partners, and technicians who would come to the Center to be trained to operate and maintain the innovative equipment.

The Janicki Bioenergy proposal for a research and development center includes education and training components that fit into the “education/research” market sector. Janicki Bioenergy envisions bringing people in from around the world to train and learn to operate innovative sanitation technologies, which complements the potential for hospitality uses. There are also potential opportunities for synergistic academic research to be conducted alongside the commercial operation.

## 5 LAND USE REGULATORY FRAMEWORK

The Center was annexed into Sedro-Woolley on September 19<sup>th</sup>, 2015; transferring the regulatory authority to the City. The key elements of the pre-annexation land use regulatory framework for the city are summarized in this section.

### 5.1 COMPREHENSIVE PLAN

Under the Washington State Growth Management Act, local Comprehensive Plans establish the policies and framework for the physical development of a community. The Comprehensive Plan designates general types of land uses. Zoning ordinance and development regulations providing finer-detail requirements must comply with the Comprehensive Plan policies and land use designations.

#### CITY OF SEDRO-WOOLLEY

The Center was included in the UGA as part of the City's Comprehensive Plan amendments in 1998. As this is an area outside the city's boundary but in its UGA, the City has established a land use designation for the Center in anticipation of potential future annexation. The City Comprehensive Plan Land Use Map designates the Center as Public. This designation allows for a range of potential uses in the public interest, and is not restricted to only open-space use (see Section 5.2).

The City's Comprehensive Plan includes a number of goals and policies that support redevelopment of the Center, including the following:

#### **Economic Development Element Goal E1: To develop a sound fiscal base.**

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

Policy E1.2: Participate with other public agencies and private interests in labor force training programs that take advantage of traditional resources.

Policy E1.3: Identify and promote sites that can be developed for a variety of local employment projects. Promote development of business and industrial parks, office and professional centers, and specialized commercial and entertainment centers.

Policy E1.4: Work with property owners to determine the effective development capacity of sites having employment center possibilities.

#### **Economic Development Goal E2: To increase economic opportunities.**

Policy E2.1: Encourage local business development opportunities and utilization by the private and public sector, particularly for small start-up businesses owned by or employing Sedro-Woolley residents. Promote local use of special small business financing and management assistance programs.

Policy E2.2: Identify facilities that may be used for small businesses. Assist efforts to reuse older buildings, redevelop vacant property, and revitalize the existing central business district.

Policy E2.4: Participate in special public/private ventures that provide public benefits and that are appropriate to Sedro-Woolley's long-range goals.

Policy E2.5: Reserve certain capable lands and sites for employment-related developments. Provide a suitable supply of commercial, retail, business, office, and industrial lands in Sedro-Woolley to reduce commuting requirements to outside areas for employment opportunities.

## 5.2 ZONING

With annexation the default zoning designation of the property will continue to be Public (P). Currently the “P” zone permits outright public uses, institutional uses, agriculture, and recreational uses and following conditional use permit approval, any other use, including commercial and industrial uses (SWMC) 17.32). The “P” zone has limited development restrictions. Building height is restricted to 60 feet but there are no minimum setback requirements.

These limited-use and regulatory restrictions currently in the “P” zone may not be sufficient for either this unique property or protection of the surrounding neighborhood from potentially adverse construction impacts. Therefore, the City intends to augment the “P” zone by requiring that all future development on the Center be consistent with the goals, policies, and development guidelines contained in an approved Subarea Plan and additional mitigating conditions within the Planned Action Ordinance.



## 6 SUBAREA LAND USE MAP AND POLICIES

The subarea land use map and policies provide a long-term coordinated framework for achieving the vision for the Center and are intended to reinforce design concepts and encourage redevelopment activities consistent with the vision. They comprise a companion document to the Center Planned Action EIS and Planned Action Ordinance. The Subarea Plan will provide certainty to potential investors, tenants, and occupants, as well as area residents.

During the process of revitalizing the Center, local impacts both expected and unexpected may occur. The governmental partnership should continue to work together not only to ensure success of the project but also to take steps through planned capital improvements to ensure compatibility with the immediate neighborhoods.

The Center is intended to promote area economic development and community benefit by transformation of the existing uses to a new synergistic mix of education, training, and research and development, manufacturing, hospitality, and commercial uses. Successful redevelopment will integrate public sector activities, including education and job training, with private sector enterprises. In the transformation, the design concepts of the original Olmsted Plan would be respected through thoughtful redevelopment and adaptive reuse of the viable architecturally significant buildings. New buildings would be incorporated as the market demand dictates in locations that respect, complement, and ultimately restore elements of the original master plan concepts. Public access opportunities will be reintroduced in appropriate areas of the Center and connect to surrounding County parklands.

### Key Design Features of the Original Campus

The subarea land use map and policies are designed to protect and restore the key elements of the Olmsted master plan including:

- An orderly and predictable orientation of buildings and streets
- Building orientation to central campus and outward views
- Buildings set among expansive lawns
- Utilization of the terraced topography of the site
- Consistent architectural character, especially among the primary building in the central campus area
- Appropriately scaled street widths that respect pedestrian movements while invoking a slower lifestyle, quiet, and tranquility
- Welcoming public access features and pedestrian pathways

## 6.1 SUBAREA LAND USE MAP

The Subarea land use map organizes the 225 acre Center into three defined development areas, referred to as the “Core,” “Influence,” and “Open Space” Areas (See Figure 21 and Table 6). Development activities, with the exception of infrastructure, recreational and public activities, should be restricted to locations within the designated Core or Influence Areas (See Table 7).

**Table 6**  
**Land Use Areas**

Land Use Areas	Size (acres)
Core	48.6
Influence	83
Open Space	93.4

### 1. Core Area.

This is the primary and architecturally most significant area of the Center. Synergistic and complementary uses would be clustered within the boundaries of the Core Area. Appropriate uses in the Core Area include education, office, research and development, hospitality, specialty residential uses, tourism, commercial and public uses.

In the Core, when economically viable, rehabilitation of existing historically contributing buildings for adaptive reuse should be encouraged. New construction should be situated in general proximity to former building locations that are consistent with the original design concepts. As existing leases expire, noncontributing buildings should be removed. Pedestrian movement between uses is encouraged in this area, with parking areas limited in number and scale.

### 2. Influence Area.

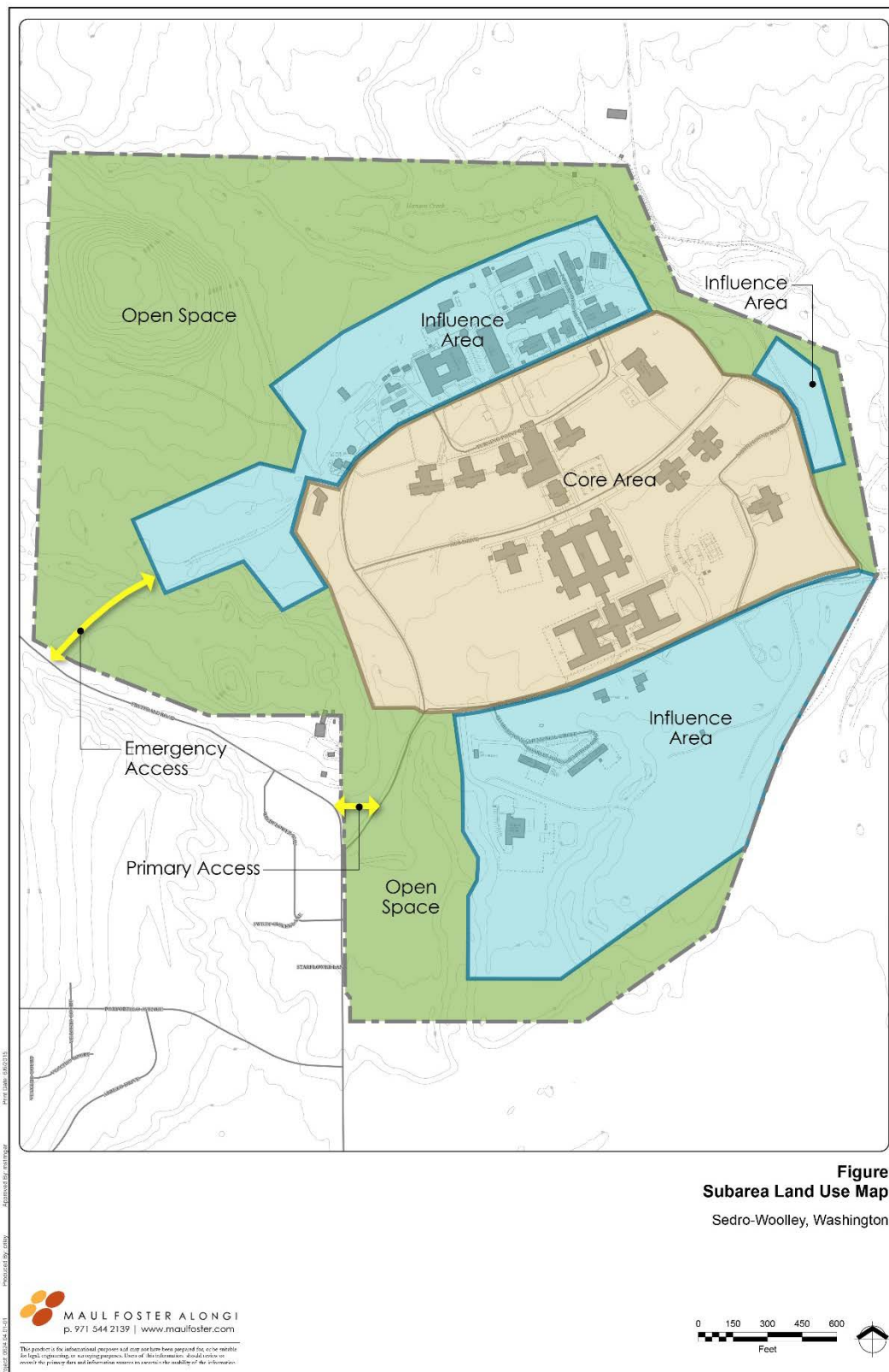
In the designated Influence Area, most of the same uses as in the Core would be appropriate, along with industrial operations, including assembly and manufacturing. The uses in the Influence Area align with the original Olmsted master plan, which included industrial types of support uses such as the power plant and maintenance shops to the north of the Core Area. Siting these uses south of Thompson Drive capitalizes on sloping topography and vegetation screening to minimize visual and operational impacts to the Core Area. Industrial buildings could be built into the slope so that the northern end facing the Core has reduced apparent height and mass. Construction of an additional loop road through the southern Influence Area would minimize and partially separate truck traffic from the Core.

Other appropriate uses in the Influence Area include training facilities and campus support facilities such as the power plant, utilities, security, commissary needs, general storage, and potentially a helipad.

### 3. Open Space Area.

The Open Space Area is intended for protection of natural resources and systems; infrastructure (such as roads, parking, and utilities needed for development in the Core and Influence Areas); and public access activities (such as trails, public parking, and exhibits) and other compatible uses.

**Figure 21**  
**Subarea Land Use Map**





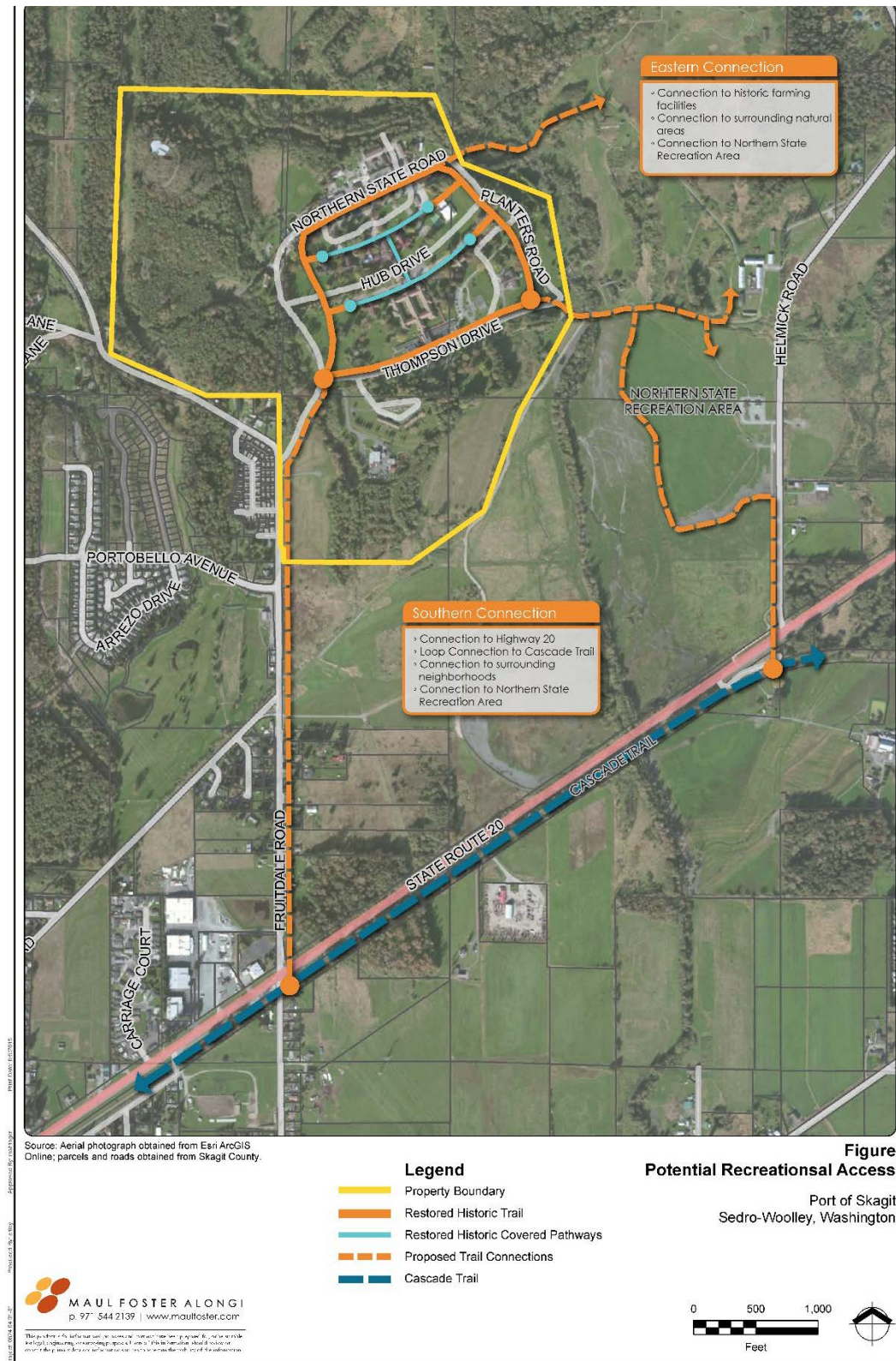
**Table 7**  
**Siting of Uses**

Uses	Core Area	Influence Area	Open Space
Public Uses (such as a museum, library, interpretive center or other governmental uses)	Allowed	Allowed	Limited recreational uses and public parking allowed
Education & Workforce Training	Allowed	Allowed	Prohibited
Research & Development	Allowed	Allowed	Prohibited
Assembly & Fabrication	Prohibited	Allowed	Prohibited
Office	Allowed	Allowed	Prohibited
Restaurant & Retail	Allowed	Allowed	Prohibited
Hospitality	Allowed	Allowed	Prohibited
Specialty Residential	Allowed	Allowed	Prohibited
Trails	Allowed	Allowed	Allowed
Surface Parking	Allowed	Allowed	Allowed
Structured Parking	Prohibited	Allowed	Prohibited

### Recreation Connections

In alignment with the goal of increasing public access to the Center, a conceptual plan of pedestrian and bicycle connections to the Northern State Recreation Area and regional trail systems has been prepared (see Figure 22). The trail connections map is based on existing pathways that historically connected the Northern State Hospital to the adjacent farm areas. Connections could also be developed to the Cascade Trail that runs approximately 22.5 miles parallel to State Route 20 between Sedro-Woolley and Concrete. A trails plan should be developed in coordination with Skagit County to refine this conceptual plan and support implementation of pedestrian and bicycle improvements.

**Figure 22**  
**Potential Recreation Access Map**



## 6.2 POLICIES

### Economic

- E-1: Encourage private investment and capital for redevelopment activities and uses consistent with the overall intent of campus redevelopment.
- E-2: Encourage private investment financing by supporting use of federal tax programs and property tax relief for rehabilitation of historic structures; recognize that tax benefits may accrue only with private ownership or long-term lease of buildings.
- E-3: Promote revitalization of the Center that provides opportunities for research and development, manufacturing, education and job training, office, commercial, hospitality, and complementary retail uses such as museums, gift shops, and restaurants/cafes.
- E-4: Provide opportunities and space for startup incubator space.
- E-5: Promote tourism activities that capitalize on the intrinsic values of the Olmsted historic campus, Sedro-Woolley's character, regional agriculture, natural resources, and the proximity to the North Cascades Highway and national forest and park systems.

### Land Use

- LU-1: Allow for an appropriate mix of uses in a framework that reinforces and promotes synergy and interaction between uses while supporting compatibility with the historic character of the Center. Uses that do not support the vision should not be permitted.
- LU-2: Within the Core Area, construction of new buildings should be sited in generally the same location as historic buildings from the National Historic Districts "Period of Significance" (1909-1959).
- LU-3: Buildings in the Core Area that do not contribute to the architectural significance of the National Register Historic District should be renovated or removed over time.
- LU-4: Recognize that historically contributing buildings may be demolished if found to be economically infeasible to renovate.
- LU-5: Provide for clearly defined areas that limit new construction outside the Core Area. This "Influence Area" should be restricted to locations that respect the design concepts of the historic district, the natural environment, and nearby residential neighborhoods.
- LU- 6: An appropriate level of building and site design guidelines should be established to ensure that new construction and renovation are compatible with the historic character of the Center.
- LU-7: Adopt a Planned Action Ordinance and amend the municipal zoning and subdivision code as needed to support the vision, goals, and policies of this Subarea Plan.

### Open Space and Recreation

- OS-1: Allow public access within the Center except in areas with safety or security concerns.
- OS-2: Explore possible connections between the Center and the adjacent Northern State Recreation Area, adjacent neighborhoods, and regional trail systems.



OS-3: The ornamental pond on Brickyard Creek should be maintained to allow continued recreational fishing use.

#### Natural Resources

NR-1: Development should conform to the City of Sedro-Woolley Critical Areas Ordinance (SWMC 17.65).

NR-2: Protect and enhance, to the extent feasible, the streams, wetlands, and forests within the Center.

NR-3: Protect, to the extent feasible, the unique and regionally significant Vaux's swift use of the former smokestack at the power plant building.

#### Public Facilities and Services

PFS-1: Ensure that public facilities and services necessary for supporting development are provided commensurate with the level of development intensity.

PFS-2: Provide capital improvements to correct existing deficiencies, to replace worn-out or obsolete facilities, and to accommodate desired future growth.

#### Parking, Transportation, and Utilities

PTU-1: Parking should be located to serve the Center as whole rather than individual buildings and uses.

PTU-2: Shared parking areas should be managed by a single authority and should be located primarily in the Influence Area.

PTU-3: Recognizing the campus concept, flexible (shared) parking standards should be considered, rather than by individual building or use.

PTU-4: To maintain the original design concept, internal streets should remain in similar layout and cross section. Improvements should be made to internal streets where necessary to improve accessibility for emergency vehicles and for stormwater management. An emergency access route to the Center should be provided.

PTU-5: Since the internal street design may conflict with current City code; streets should remain in private ownership and be privately maintained. City development standards (including subdivision and binding site plan requirements) should recognize that street widths may be less than required by code and should not be automatically required to be placed within publicly dedicated rights of way.

PTU-6: Previously dedicated but unimproved rights of way deemed unnecessary for development or area circulation should be vacated.

PTU-7: In anticipation of forecasted growth and increased activity at the Center, Fruitdale Road should be re-classified as a designated arterial street. The City should coordinate with the County to extend the arterial designation from State Route 20 to Kalloch Road.

PTU-8: Fruitdale Road currently serves as the primary entrance to the Center and this is expected to continue in the future. Over time, additional access points should be considered to facilitate emergency response, to separate truck traffic, and to distribute vehicle trips.

PTU-8: The Fruitdale Road entrance should be reconfigured to improve safety and enhance the experience of arrival at the Center.

## 6.3 DESIGN STANDARDS

The Center is part of a designated National Register Historic District, whereby alterations and additions to contributing historic buildings would be reviewed by the Washington State Department of Archaeology and Historic Preservation (DAHP) and the National Park Service if the project proponent seeks to utilize federal Historic Preservation Tax Credits. The state and federal agency review would be based on design principles set forth in the Secretary of the Interior's Standards for Treatment of Historic Properties and supporting Preservation Briefs produced by the National Park Service.

Design review guidelines and an administrative review process should be established by a local government entity as part of the building permit review process for proposed new construction within the Center. The local governmental entity should evaluate permit applications for renovation and new construction of buildings based on the following general design guidelines. Building permits that affect exterior design features should not be issued by the City without confirmation that the design guidelines have been followed.

The intent of the guidelines is to protect the historic character of the historic district designation. Major design principles are:

1. Construction of new buildings and rehabilitation of existing buildings in the Core Area should be limited to the general area of former footprints or now-demolished historic structures from the Historic District's "Period of Significance" (1909-1959); together with allowance for some building expansion.
2. New buildings (and their front entries) located in the Core Area and Influence Area should be positioned along the existing narrow east-west roads that define the site. Lawns and plantings should surround each distinctly-defined building in the landscape.
3. The roadway system remaining from the Period of Significance should guide the placement, size, and design feeling of any new or replacement roadways. The roads system on the Center dating from the Period of Significance should remain in place. The character of the roads, pathways and related improvements, for both new and existing, shall retain a rural campus character defined by lawns and plantings growing to the edge of the road surfaces without curbs.

In addition to the design standards listed above, more detailed design guidelines for the siting and design of new buildings, rehabilitation of existing architecturally significant existing buildings, or the installation of street furniture and other important external features should be developed. The design guidelines should differentiate between the Core and Influence Areas, with more stringent standards in the Core.

## 7 IMPLEMENTATION ACTIONS

A meaningful public presence is an important ingredient in the ultimate success of the plan. A continuing partnership should be formed between local government entities and appropriate regional and state agencies to support redevelopment and capital improvements, and to explore the educational and training aspects of the vision. Synergies between private uses locating on the property and training and education should be explored and cultivated.

### 7.1 LAND USE POLICY AND REGULATION

The City should implement a set of interrelated land use policy and development regulation changes to support the vision of the Subarea Plan, including the following:

1. Adoption of Planned Action Ordinance—the purpose of the Planned Action Ordinance is to authorize the City to use the Planned Action EIS to comply with SEPA review requirements for development projects within the Center consistent with the purpose and intent of the EIS.
2. Amend Public (P) zone (SWMC Chapter 17.32)—Expand possible permitted uses within the Center to include those identified in the Subarea Plan.
3. Amend development regulations to align with the Subarea Plan, including the following:
  - a. Consolidated Planning Procedures (SWMC Chapter 2.90)—Include procedures for review of a project under the Planned Action Ordinance.
  - b. Binding Site Plan (SWMC Chapter 16.28)—Change review process from Type III to Type II to allow for administrative review.
  - c. Off-Street Parking and Loading (SWMC Chapter 17.3)—Allow for shared parking between complementary uses and for minimum parking requirements to be met across the Center rather than adjacent to each building. Parking standards could refer to the Planned Action Ordinance for requirements specific to the Center.
  - d. Signs (SWMC Chapter 17.40)—Signage visible from Fruitdale Road and /or surrounding properties should be regulated by the City. Standards or guidelines for other (internally oriented) signage should be addressed in the Center Design Guidelines.
  - e. Landscaping (SWMC Chapter 17.50) — Standards for landscaping along Fruitdale Road and the main entry should be regulated by the City. Standards or guidelines for internal landscaping should be addressed in the Center Design Guidelines.

### 7.2 CAPITAL IMPROVEMENTS

Detailed assessment of the condition of the existing utility services, including sewer, water, stormwater management, and power is encouraged. The need for specific improvements to those utility systems will be determined as applications for building renovation or construction are processed and will be the responsibility of the property owner.



To ensure that roads and infrastructure systems are in place to support the redevelopment of the Center, the following capital improvements have been identified.

Short Term Capital Improvements (1–5 Years)

1. Design and construct improvement of the existing entrance to the Center within the Fruitdale Road right of way to enhance traffic safety and create a prominent entry feature.
2. Reclassify Fruitdale Road as a secondary arterial street from SR 20 to Kalloch Road.
3. Improve Fruitdale Road between the existing campus entrance and Kalloch Road, including repair of the current sunken section of roadway.
4. Maintain and/or improve existing gravel road connection between Fruitdale Road and northwest corner of the Center as secondary access for emergency response.

Mid-Term (6–10 Years)

1. Improve Fruitdale Road between SR 20 and the existing the Center entrance.
2. Implement the design and construction of the Portobello Avenue connection (identified in the Transportation element of the City’s Comprehensive Plan) between Fruitdale Road and SR 9.
3. In coordination with the County, develop a Trails Plan for the Northern State Recreation Area, including planning for potential trail connections between the Center and the park.