

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.