



# SOUTH KINCAID SUBAREA PLAN

EXISTING CONDITIONS & PHASE 1 OUTREACH



Figure 1. Looking north along the rail line at Section Street crossing.





# **SOUTH KINCAID SUBAREA PLAN**

## **EXISTING CONDITIONS & PHASE 1 OUTREACH**

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OCTOBER 2017

“A Subarea Plan is a detailed plan for a neighborhood, corridor, downtown, or other district. Guided by the Mount Vernon Comprehensive Plan, it is an opportunity to build on a subarea’s unique attributes and develop an integrated and thoughtful strategy to direct growth.”



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Figure 2. South Kincaid Subarea boundary



EDGEWATER PARK

SKAGIT RIVER

RIVERWALK PARK  
FARMERS MARKET

DOWNTOWN

INTERSTATE 5

W DIVISION ST

CO-OP

MAIN ST

MONTGOMERY ST

1ST ST

2ND ST

3RD ST

W GATES ST

MYRTLE ST

PINE ST

LINCOLN THEATRE

SKAGIT COUNTY SUPERIOR COURT

SKAGIT COUNTY SHERIFF

SKAGIT MULTIMODAL STATION

KINCAID ST

RED APPLE MARKET

CITY HALL & FIRE STATION 1

CITY LIBRARY

ALFCO SITE

SNOQUALMIE ST

BROADWAY ST

MILWAUKEE ST

PUBLIC WORKS

CELTIC ARTS

SECTION ST

1ST ST

HARRISON ST

POST OFFICE

CLEVELAND AVE

2ND ST

3RD ST

AMTRAK CASCADES

SCHENK PACKING

PARK ST

W HAZEL ST

6TH ST

7TH ST

# Introduction

**“Mount Vernon is committed to being proactive, rather than reactive, in managing growth within the City. The City will adopt and emphasize strategies that promote the City’s rich history, natural and man-made beauty, along with its environmental and cultural resources. Emphasis will be placed on creating and promoting land uses that will help to balance land uses where people live, work, and recreate.” - Comprehensive Plan Land Use Vision**

## OVERVIEW

At roughly sixty acres abutting the southern edge of Downtown, the Phase 1 South Kincaid Subarea (Figure 2 and Figure 3) represents the an opportunity for Mount Vernon residents to guide the future of this area. The site holds a number of valuable opportunities for development within a five minute walk to major corridors, a regional rail station, and the waterfront.

Mount Vernon represents a midpoint along the “Cascadia Innovation Corridor” between Seattle, WA and Vancouver, BC. The city is projected to see a 35% population increase over the coming decade, much of it from retirees and families escaping the rising cost of living in the region’s metropolitan areas, or relocating from other states. The South Kincaid Subarea is well positioned to absorb some of that growth.

Mount Vernon values its agricultural heritage, strong sense of community, and abundant natural landscapes that gave rise to the thriving city more than a century and a half ago. Today, on the back end of the Great Recession, the city is ready to move forward in a way that promotes its history, builds upon existing economies, and adds community-focused amenities and contextually sensitive design solutions.

## PURPOSE OF A SUBAREA PLAN

The Mount Vernon Comprehensive Plan is a long-range policy tool that focuses on community-wide goals and issues surrounding growth, conservation, and economic opportunity. Mount Vernon is comprised of a number of smaller districts and neighborhoods (subareas), each with its own set of unique attributes, issues, challenges and opportunities that contribute to the city as a whole. This South Kincaid Subarea Plan will help the residents and businesses direct how their area should achieve Comprehensive Plan goals, while addressing the subarea’s unique constraints and opportunities. These include guiding development of vacant parcels, adding open space, and improving walkability.

The South Kincaid Subarea Plan is coordinated with the following efforts:

- + The Skagit County Comprehensive Plan
- + The Mount Vernon Comprehensive Plan
- + Capital Improvement Plan
- + Downtown Catalyst Site Study



Figure 3. Subarea phasing

Figure 4. Aerial view of the Subarea and Downtown



## APPROACH

The South Kincaid Subarea Plan lays the groundwork for increased economic opportunities, equitable services, and environmental and financial sustainability over the long term. It articulates community assets and challenges, projects the community wants to accomplish, goals and policies that reflect priorities, and targeted implementation strategies.

The Subarea Plan is based on an understanding of current real estate market drivers, population trends, community goals, and the City's needs. These fundamentals and inclusive public engagement are the focus of the plan.

The plan:

- + Assesses trends in the region and Mount Vernon to understand current market conditions. This includes the analysis of local absorption, rents, and vacancies for commercial, multifamily, and retail uses. From there, it provides perspectives on the development feasibility for rehabilitation and new construction.

- + Engages local residents, business community, and land owners to build support for the vision and guide the subarea plan. Interviews and working sessions with citizens, property owners, planning commissioners, city council members, and partner agency representatives were used to gather information, provide feedback, and generate ideas.
- + Develops a successful Subarea Plan that melds community aspirations with the market realities.

It will set the stage for a for a dynamic area that supports downtown, fits within the region's evolving economic context, and improves the environment for its residents, employees, and visitors.



## PROCESS

Figure 5 highlights the steps of this planning effort. This Existing Conditions and Analysis report highlights the research and inventory portion of the process as well as the findings and results from Community Workshop 1. The next step will be to develop three subarea concepts based on information gathered to date. These concepts will be presented and vetted during Workshop 2 and lead to a final concept and supporting recommendations, comprising the Subarea Plan.

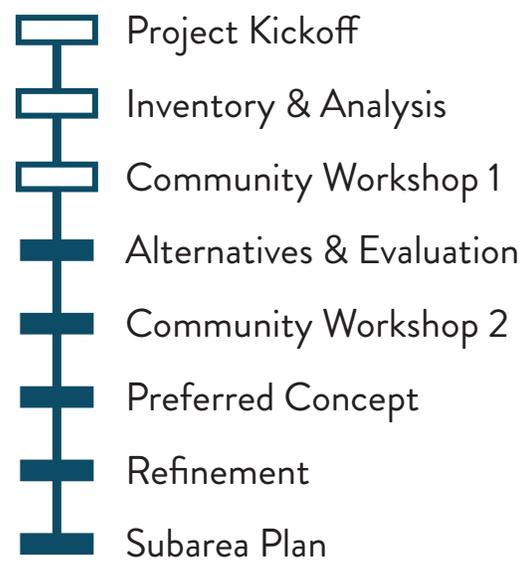
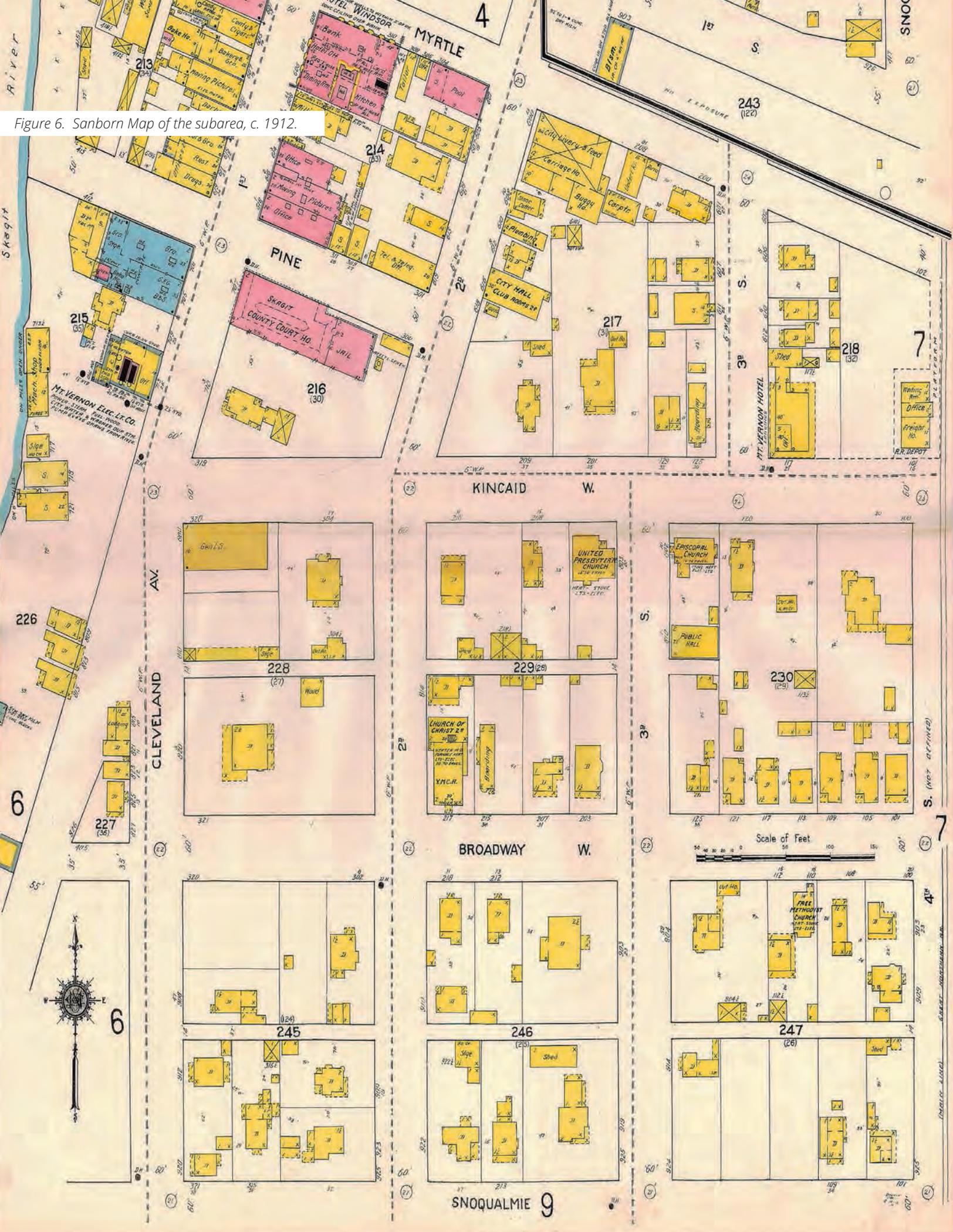


Figure 5. Subarea Plan process diagram.

Figure 6. Sanborn Map of the subarea, c. 1912.



# Inventory & Analysis

**“The City of Mount Vernon is a welcoming community, characterized by a home-town atmosphere, with diverse housing options available to a full spectrum of its residents throughout their lives. Mount Vernon strives to meet a high standard of livability with a mix of home ownership and rental opportunities and is committed to protecting and improving existing residential neighborhoods, balancing new development with the rehabilitation of existing housing, and ensuring that residents have opportunities to work near their homes without having to commute long distances.” - Comprehensive Plan Housing Vision**

## BACKGROUND

Mount Vernon, located in Skagit County about 60 miles north of Seattle and 130 miles south of Vancouver, was home to Upper Skagit Indian Tribe long before the first Europeans began arriving in the late 1700s. The first permanent settlers arrived in the mid-1800s, shortly before Mount Vernon was founded and named in 1877.

With a bustling population supported by logging and mining to the east and farming in the fertile Skagit River Valley, Mount Vernon became the Skagit County seat in 1884. In recent years, Mount Vernon's economy has become more diversified, and major employers now include agricultural processing plants, Skagit County Hospital, Skagit Valley College, and local and county governments.

Although slower to recover than other portions of the county, projections indicate that all sectors of the Mount Vernon economy are growing. In addition, population projections indicate an influx (35%) of new residents in the coming decades.

## LAND USE PATTERNS

The City's land use patterns have, over time, been heavily influenced by the location of the Skagit River, the Burlington Northern and Santa Fe (BNSF) Railroad, Interstate-5, and large topographic variances. The City's first business district was formed on the east side of the river where the Historic Downtown District exists today (generally between Division and Kincaid Streets, just north of the Subarea). Natural disasters such as floods and fires pushed residential growth to higher elevations away from the downtown. These land use patterns still persist. The completion of the flood wall downtown along the river will provide the necessary infrastructure to allow major portions of downtown and the subarea to be removed from the floodplain, reducing many of the permitting and structural requirements that may have impeded development opportunities in the past.

## DEMOGRAPHICS

Mount Vernon is expected to add over 12,000 residents in the next 20 years with approximately 500 projected in the subarea. Within Skagit County, Mount Vernon's share of the future population, 30 percent, is significantly higher than the next two highest jurisdictions combined, Sedro Woolley (13 percent) and Anacortes (17 percent). This population growth will fuel the need for new housing and commercial development. The City is anticipating this growth and planning accordingly through its Comprehensive Plan. The Plan indicates the City will need to add over 4,500 housing units by the year 2036 to meet residential demand.

The Buildable Lands Analysis (Appendix E) considers existing development and makes conservative assumptions regarding the location and extent of future street systems, stormwater facilities, critical areas (wetlands, streams, steep slopes, floodways) and future land developed with public uses like municipal facilities, schools, parks, open spaces, and churches. It concludes that the City will be able to accommodate the number of homes necessary to meet population growth from 2016 to 2036. In fact, over 80% of the homes needed to house population growth could be located within existing city limits, presenting an opportunity for residential growth in the subarea.

## COMMUNITY ASSETS

The Mount Vernon core, including the South Kincaid Subarea, has a number of desirable amenities that provide current residents with entertainment, recreation, and opportunities to engage their community. These include the Skagit River and Park, Lincoln Theater, Celtic Arts Foundation, Waterfront Promenade, weekly farmer's market, library, and a number of restaurants and shops in the downtown. The downtown and subarea also have government employment centers such as City Hall and Skagit County offices, in addition to the Co-Op and industrial employers Commercial Cold Storage and Schenk Packing. The subarea houses a number of public health and human services, including the Friendship House, Mount Vernon Special Education School, Skagit County Public Defender, and Skagit County Public Health Department across Kincaid Street to the north.

## TRANSIT NODES

The subarea is bisected by a number of important regional transit and shipping corridors. Interstate 5, BNSF Railway, Skagit River, and Highway 536 either bisect the subarea or form its boundaries.

The BNSF Railway moves both commuters and goods along the greater Cascade Corridor, from Eugene, OR to Vancouver, BC. The AMTRAK commuter rail station is located within a ten-minute walk of the subarea center.

Interstate 5 provides direct access for visitors, goods and services, and offers high visibility into the subarea. Highway 536 connects Interstate 5 through Downtown and on to Anacortes, Whidbey Island, and other Island County communities.

The Skagit River, although no longer an active shipping corridor, offers access to 150 miles of recreational boating and kayaking opportunities. In addition, a riverfront trail system is beginning to take shape, that will eventually provide pedestrians and cyclists with access to the waterfront and connection to popular regional roads and trails.

## ACTIVITY CENTERS

Activity centers are areas of concentrated activity or uses. They can be beneficial to surrounding areas due to increased auto and foot traffic, and offer better activated and higher amenity public spaces. Mount Vernon has a number of activity centers, including Main Street, River Walk Park, the Co-Op, and City/County facilities. Within the subarea, the City Hall, Public Works, and the Library creates an area of concentrated use.

The Historic Main Street District is a designation intended to spur excitement, rehabilitation, and a renewed interest in Main Street as the cultural and historic heart of Mount Vernon. Anchored by the popular Lincoln Theater, Figure 8 highlights

how many of Main Street's building are prime for preservation and reuse—efforts already in progress with a select few. The South Kincaid Subarea is directly connected to Main Street through Cleveland Avenue.

River Walk Park has emerged as a major community draw since the completion of Phase II and opening in 2014. The park draws visitors from all over the region for craft fairs, live performances, and the Saturday farmer's market. When completed, Phase III will extend the park south to Kincaid Street, the northern boundary of the subarea. This final phase, along with the completed sections of the accompanying trail system, will connect this activity center to South Kincaid.

## BUILT FORM

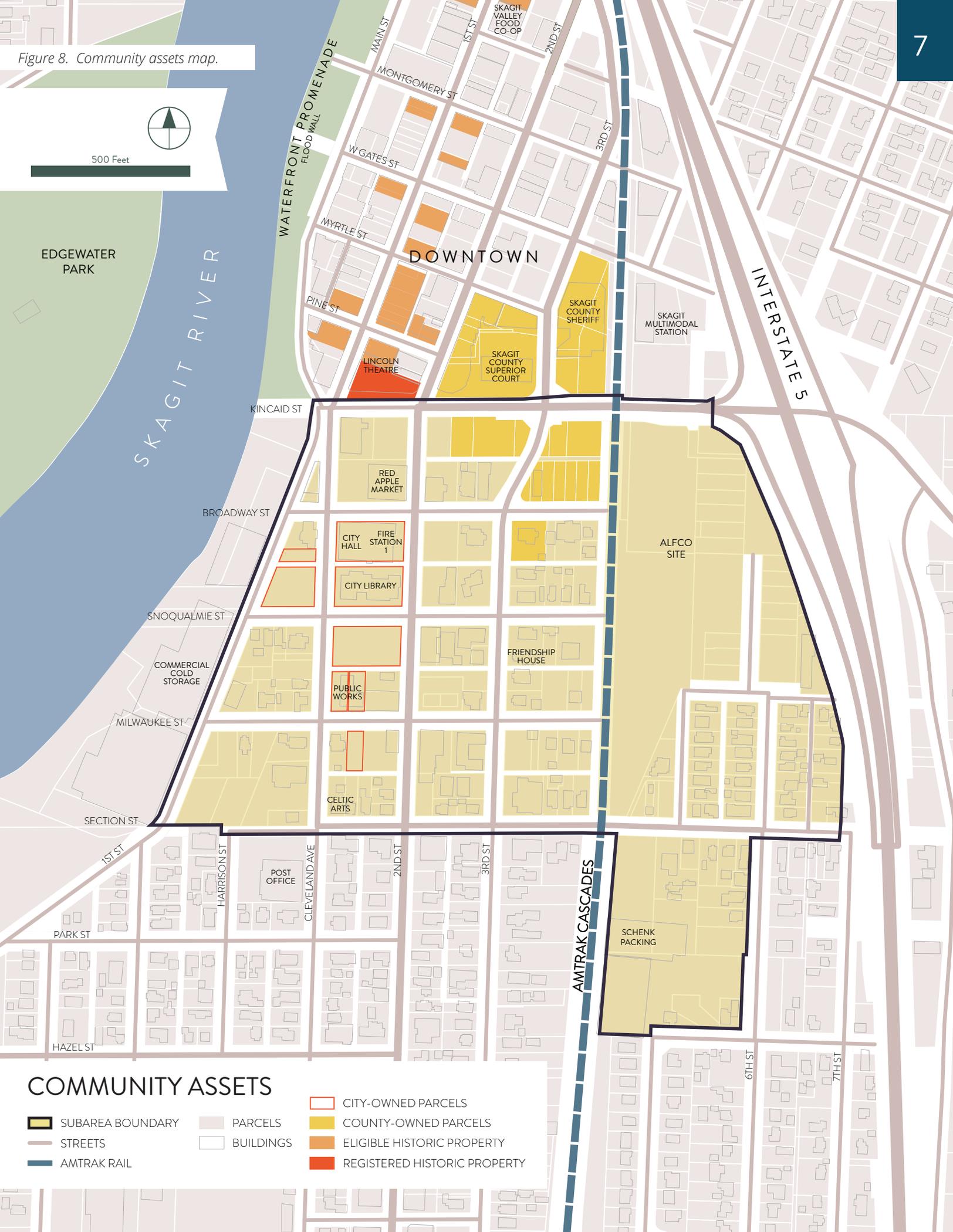
The South Kincaid Subarea contains a diverse array of building masses, architectural styles, and period representations. Much of the existing housing stock was constructed prior to 1970, with many fine examples of Victorian period styles, Arts and Crafts bungalows, and Art Deco. City-owned facilities, such as City Hall and Library add to the architectural diversity of the subarea.

Building masses in the subarea vary widely from single-story residential units, to half-block multi-story units along main arterial and collector streets (see images below). There are a number of multi-family buildings scattered through the site.



Figure 7. Significant architecture typologies in the Subarea.

Figure 8. Community assets map.



### COMMUNITY ASSETS

- SUBAREA BOUNDARY
- PARCELS
- BUILDINGS
- CITY-OWNED PARCELS
- COUNTY-OWNED PARCELS
- ELIGIBLE HISTORIC PROPERTY
- REGISTERED HISTORIC PROPERTY
- AMTRAK RAIL

## SUBAREA CONDITIONS

### MARKET CONDITIONS

The South Kincaid Subarea is comprised of a mix of uses. The major activity in the area is commercial in nature, though residential uses occupy approximately 26 percent of area properties, with a mix of single- and multi-family housing. Government uses from city, county, and state agencies are also a significant presence. Mount Vernon's City Hall, City Library, and Public Works department are all located in the subarea. The full Market Conditions Analysis can be found in Appendix C.

The following are key findings from the market assessment:

- + The data shows that the Mount Vernon region is growing, albeit slowly. The region's recovery from the Great Recession has been gradual, and by some measures, has even surpassed pre-recession levels. Commercial real estate vacancies are tightening—a sign that the market is improving. City and community stakeholders have mentioned that they have observed more adaptive reuse of existing buildings, one of the first indicators of new construction or redevelopment.
- + Strong conditions, like higher rents or employment growth, do not exist to spur major near-term redevelopment. However, there are trends, most notably population growth, that will create future demand for housing followed by commercial uses.
- + Development subsidized or transacted outside of current market bounds is always a possibility. If land is donated, a tenant is willing to pay more than current market rate, or there are financial incentives, then redevelopment could occur. This is likely the type of scenario that will need to encourage near term redevelopment of large, vacant, or underutilized sites.
- + Vacant and underutilized parcels that are accessible, low cost, and not too big are the best near term opportunity sites for redevelopment.

### LAND USE & ZONING

Land use in the subarea falls under four categories—Medium High-Density Multi-family, Government Center, Commercial/Industrial, and the most abundant, Downtown Retail/Support Commercial.

A diversity of uses is allowed under current zoning in the subarea, including industrial, manufacturing, commercial, and multi-family residential as seen in Figure 10. Currently, a number of single-family units reside within the C-1 zone, several of which have been successfully converted into businesses and live-work units.

Under current Multi-family Residential (R-3) zoning, a minimum net density of 10 dwelling units per acre (du/acre) is required with a maximum net density of 12 du/ac. However, 15 du/acre is permitted if 50% of required parking spaces are located in an enclosed area beneath the habitable. Unlike most of the other residential zoning designations for Mount Vernon, R-3 has no minimum lot size requirements.

The Comprehensive Plan identifies a number of sites with commercial/industrial development potential, including the approximately 10 acres of vacant land east of the railway. Current C-2 zoning allows for high-intensity commercial and retail uses of this site.

The subarea does not contain any sensitive habitat or critical area designations, although portions along the Skagit River are within Shoreline Management Act jurisdiction. In addition, the entire site is within the 100-year floodplain and has experienced severe flooding numerous times. To mitigate this, a flood wall is currently being constructed as part of the River Walk Park. When completed, portions of the Subarea will no longer be considered part of the 100-year floodplain, opening the site up to new development potential.

ZONING DESIGNATION	ACRES (IN SUBAREA)	MAXIMUM RESIDENTIAL DENSITY ALLOWED	SETBACK (FRONT/SIDE/REAR)	HEIGHT LIMIT	PARKING
CENTRAL BUSINESS DISTRICT (C-1)	11.31	UNLIMITED <sup>1</sup>	NONE	LIMITED BY FIRE SAFETY <sup>2</sup>	VARIES <sup>3</sup>
MULTI-FAMILY (R-3)	6.45	10-15 DU/AC <sup>4</sup>	10'-25'	3 FLOORS OR 35' IF PARKING IS LOCATED BENEATH HABITABLE FLOORS	BEDROOM COUNT <sup>3</sup>
GENERAL COMMERCIAL (C-2)	9.83	ONLY WATCHMAN'S QUARTERS	20'/0'/0' <sup>5</sup>	LIMITED ONLY BY FIRE SAFETY AND BUILDING CODE CONSIDERATIONS <sup>2</sup>	VARIES WITH USE
COMMERCIAL / LIMITED IND. (C-L)	0.37	ONLY WATCHMAN'S QUARTERS	20'/0'/0' <sup>5</sup>	LIMITED ONLY BY FIRE SAFETY AND BUILDING CODE CONSIDERATIONS <sup>2</sup>	VARIES WITH USE
LT. MANUFACTURING & COMM. (M-1)	3.19	ONLY WATCHMAN'S QUARTERS	20'/0'/0' <sup>5</sup>	4 FLOORS	VARIES WITH USE
INDUSTRIAL (M-2)	5.16	ONLY WATCHMAN'S QUARTERS	20'/0'/0' <sup>5</sup>	LIMITED ONLY BY FIRE SAFETY AND BUILDING CODE CONSIDERATIONS <sup>2</sup>	VARIES WITH USE

<sup>1</sup>Allowed above ground level or at ground level where not visible from the street. CUP required with 76 or more units.

<sup>2</sup>If located within Shoreline Management Act jurisdiction height will be limited TO 55 feet.

<sup>3</sup>If the site is located within 1,000 feet of public parking (measured along a normal pedestrian route to the front door of a proposed use) no additional parking requirements exist. For residential uses not within 1,000 feet of public parking the number of required spaces is determined by bedroom count; e.g. 2 bedroom units is required to provide 1 parking space. For other commercial uses not within 1,000 feet of public parking, the number of required spaces is determined by the type of use proposed; e.g. one parking space is required for each 300 net square feet of floor area for professional offices.

<sup>4</sup>10 du/acre minimum. 12 du/acre standard, if ½ required parking is provided under habitable floors the density can increase to 15 du/acre.

<sup>5</sup>25 feet is required along arterials, 10 feet along non-arterial streets. If a 25 foot setback is required it might be able to be reduced with concurrence of DS and PW Directors. Greater side/rear yard setbacks required when adjoining or abutting residentially zoned districts.

Figure 9. Requirements per the zoning code.

Figure 10. Subarea zoning map.



500 Feet



SKAGIT RIVER

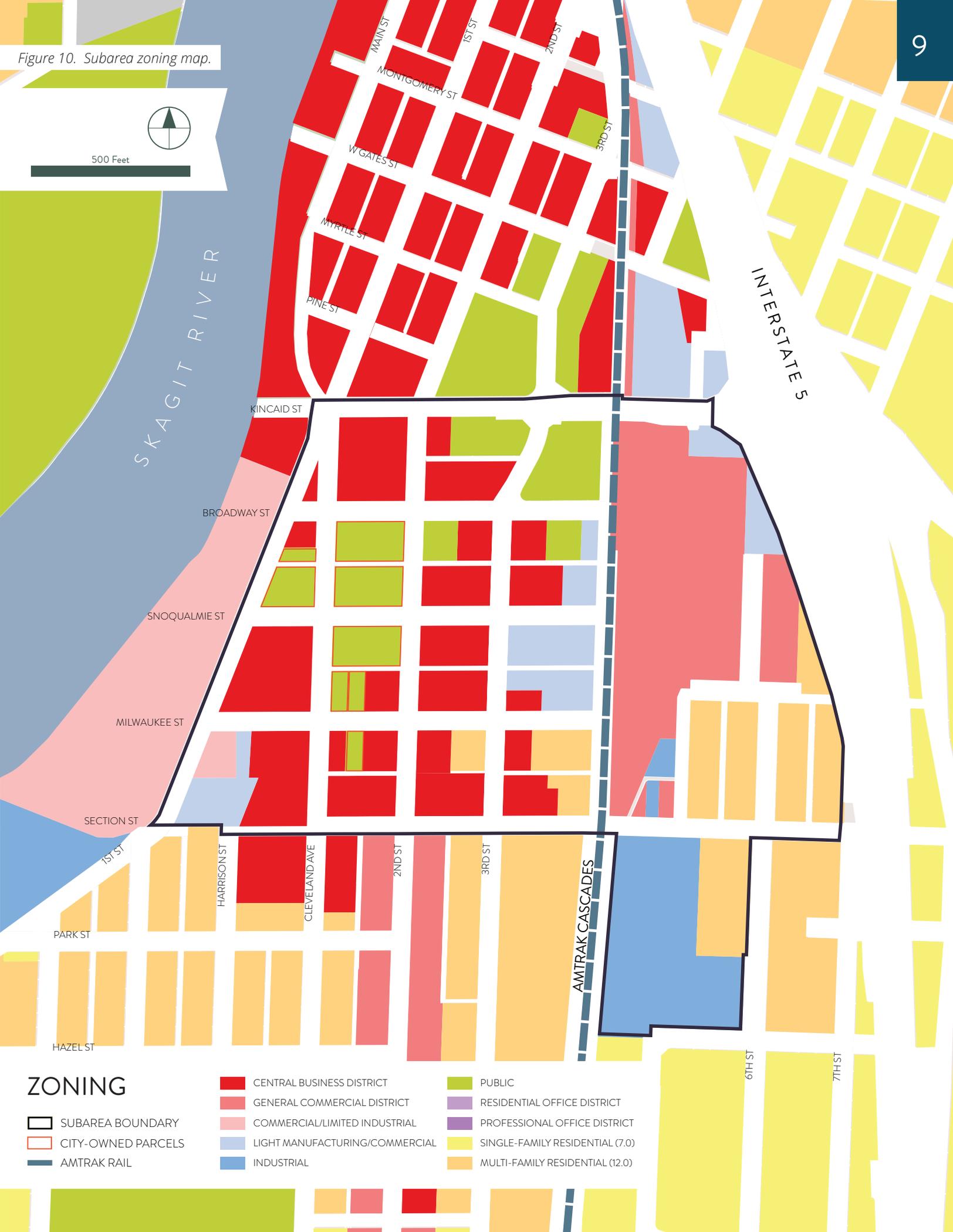
INTERSTATE 5

AMTRAK CASCADES

### ZONING

-  SUBAREA BOUNDARY
-  CITY-OWNED PARCELS
-  AMTRAK RAIL

-  CENTRAL BUSINESS DISTRICT
-  GENERAL COMMERCIAL DISTRICT
-  COMMERCIAL/LIMITED INDUSTRIAL
-  LIGHT MANUFACTURING/COMMERCIAL
-  INDUSTRIAL
-  PUBLIC
-  RESIDENTIAL OFFICE DISTRICT
-  PROFESSIONAL OFFICE DISTRICT
-  SINGLE-FAMILY RESIDENTIAL (7.0)
-  MULTI-FAMILY RESIDENTIAL (12.0)



## MOBILITY

Though private automobiles comprise the majority of traffic trips in the city and subarea, Mount Vernon desires to improve walking, bicycling, and transit opportunities. Serving automobiles and promoting other modes of transportation is both an opportunity and challenge for the City over the next 20-years. Non-motorized transportation systems within the subarea are important to reduce congestion, improve quality of life, and contribute to the overall well-being of city residents.

Land use is the primary driver of travel. If land use policies are designed to make travel to work, shopping, or other activities convenient, overall congestion will be reduced. As an example, if convenience shopping is close to residential areas, less driving will be required. The most effective land use policies support bicycle/pedestrian facilities and transit service.

### EXISTING ROADWAY NETWORK

As seen in Figure 13, the existing roadway network within the Subarea is comprised of four different street classes. The characteristics of the streets are detailed below.

- + Kincaid Street is the main artery providing access to the subarea from both Interstate 5 and surrounding neighborhoods. On-street parking is available on the north side of the street between South 3rd Street and South 2nd Street. Curb, gutter, and sidewalks are present on both sides of Kincaid Street. Kincaid Street includes signalized intersections at South 2nd Street and South 3rd Street. Kincaid Street and South 1st Street/Cleveland Avenue is all-way stop controlled.
- + South 2nd Street is a north-south principal arterial which connects the South Kincaid Subarea with the areas to the south and with Riverside Drive to the north. It includes one travel lane in each direction. South 2nd Street includes curb, gutter, sidewalk, and on-street parking on both sides.
- + Section Street is an east-west urban collector with one travel lane in each direction. From Harrison Street to Cleveland Avenue, Section Street is an 18-foot non-striped section with no non-motorized facilities. From Cleveland Avenue to South 6th Street, Section Street consists of a 40-foot section with curb, gutter, sidewalk, and on-street parking on both sides. From South 6th Street to its terminus at South 7th Street, Section Street is a 20-foot non-striped section with unpaved shoulders and no non-motorized facilities.
- + Cleveland Avenue is a north-south urban collector with one travel lane in each direction. Curb, gutter, and sidewalk are present on both sides of the street through the subarea. Cleveland Avenue is a 40-foot section with parallel on-street parking on both sides. Between Snoqualmie Street and West Broadway, on-street parking is restricted to angled parking on the east side of Cleveland Avenue.

- + All streets in the subarea have a 25 mph speed limit.
- + The following table is a description of roadway characteristics found within the Subarea and adjacent areas:

FUNCTIONAL CLASSIFICATION	ADT	ROW (FEET)	LANES	SPEED (MPH)
PRINCIPAL ARTERIAL	> 17,500	60 - 80	2 - 5	35 - 45
MINOR ARTERIAL	10,000 - 22,950	60 - 80	2 - 4	25 - 35
URBAN COLLECTOR	2,250 - 15,870	60	2 - 3	25 - 35
NEIGHBORHOOD	< 2,500	50 - 60	2	20 - 35

Figure 11. Design characteristics for the various street classes found in the Subarea.

### LEVEL OF SERVICE

Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection.

All street segments and intersections in the subarea currently operate at or above minimum LOS standards (Appendix D). Within the subarea, Kincaid Street experiences the highest traffic volume with an average of 1,390 vehicles during peak hours (4:30-5:30pm).

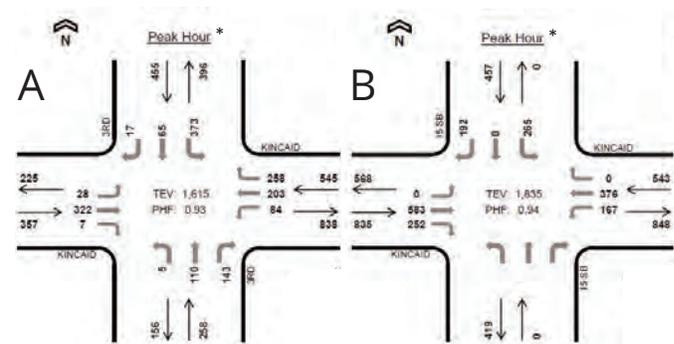


Figure 12. Peak hour (4:30 - 5:30pm) traffic counts for intersections A and B, as highlighted in Figure 13.

Project T-06-11 in the Mount Vernon Capital Improvement Program 2017-2022 identifies a new access ramp from East Section Street to southbound I-5 and a frontage road connecting Kincaid Street with the new on-ramp. This analysis assumes that the unfunded project will not occur within the 20-year horizon of the subarea plan. The citywide travel demand model indicates that if the new on-ramp and frontage road are constructed by 2036, the ramp will serve approximately 130 vehicles per hour during the weekday PM peak period. The new on-ramp would cause a slight reduction in demand on Kincaid Street west of I-5 and an increase in demand on East Section Street. However, the change in travel demand patterns is not forecasted to significantly impact LOS in the subarea.

Figure 13. Street classes.



**STREET CLASS**

- SUBAREA BOUNDARY
- PARCELS
- AMTRAK RAIL
- INTERSTATE
- HIGHWAY
- MAIN ARTERIAL
- URBAN COLLECTOR
- NEIGHBORHOOD

SIGNALIZED INTERSECTION

## TRANSIT FACILITIES

Skagit Transit Route 206 operates westbound on Kincaid Street to southbound on South 2nd Street, connecting Skagit Station through South Kincaid to the subarea. Route 206 operates weekdays from 6:30 AM to 8:00 PM and on weekends from 8:00 AM to 6:00 PM on 30 minute headways.

Kincaid Park and Ride is located on the north side of Kincaid Street, adjacent to Interstate 5. It provides access to Skagit Station, a multimodal hub with access to Skagit, Whatcom, and Island Transit routes as well as Amtrak passenger rail, Greyhound bus service, and commuter bus to Everett Station.

Existing transit services and park and ride facilities are shown in Figure 15.

## PEDESTRIAN FACILITIES

All arterial and collector streets in the subarea include sidewalks on both sides.

## BICYCLE FACILITIES

The subarea includes no dedicated bicycle facilities. The following arterial sections are designated shared bicycle lanes in the Mount Vernon Comprehensive Plan:

- + Section Street (Cleveland Avenue to South 6th Street)
- + South 2nd Street (Section Street to Kincaid Street)
- + South 3rd Street (Section Street to West Broadway)

Mount Vernon defines shared bicycle lanes as roads with a minimum 14-foot travel surface and which allow on-street parking. The Mount Vernon Comprehensive Plan identifies planned bicycle routes, as shown in Figure 15. The updated Transportation Element of the Comprehensive Plan also defines a goal of incorporating Complete Streets policy into roadway design. This would require bicycle lanes for most major roadways.

## RAILWAY

The subarea is bisected by a BNSF railway running north-south, parallel to Interstate 5 (See Figure 15). The railway supports both AMTRAK Cascade commuter and Class I freight, making it an integral part of the region's mobility and economy.

Skagit Station, located north of the subarea across Kincaid Street, is an Amtrak rail link between Mount Vernon and Seattle, Portland, and Vancouver, B.C. Four trains a day currently stop at the station; two south bound trains and two north bound trains. Passenger trips to Seattle and Vancouver, B.C. average two hours and Mount Vernon to Portland averages approximately six hours.



Figure 14. AMTRAK Rail Network.

Figure 15. Subarea mobility.



### MOBILITY

- SUBAREA BOUNDARY
- PARCELS
- CITY-OWNED PARCELS
- STREETS
- AMTRAK RAIL
- SIGNALIZED INTERSECTION
- BUS ROUTES
- SIDEWALKS
- TRAILS

## PEDESTRIAN SHED

Figure 17 highlights a very connected core area, with little topographic variance and a variety of routes linking destinations. This makes for a very 'walkable' subarea, with excellent connections to the AMTRAK Station, River Walk Park, Main Street, and additional services located in the Downtown. The pedestrian shed, the building block of a walkable neighborhood, describes the walking distance between destinations in terms of travel time. Specifically, a pedestrian shed is the area encompassed by the walking distance from a subarea, district, or neighborhood center. They are often defined as the area covered by a 5-minute walk (about 0.25 miles, or 1,320 feet). They may be drawn as perfect circles, but in practice they have irregular shapes because they cover the actual distance walked, not the linear (aerial) distance.

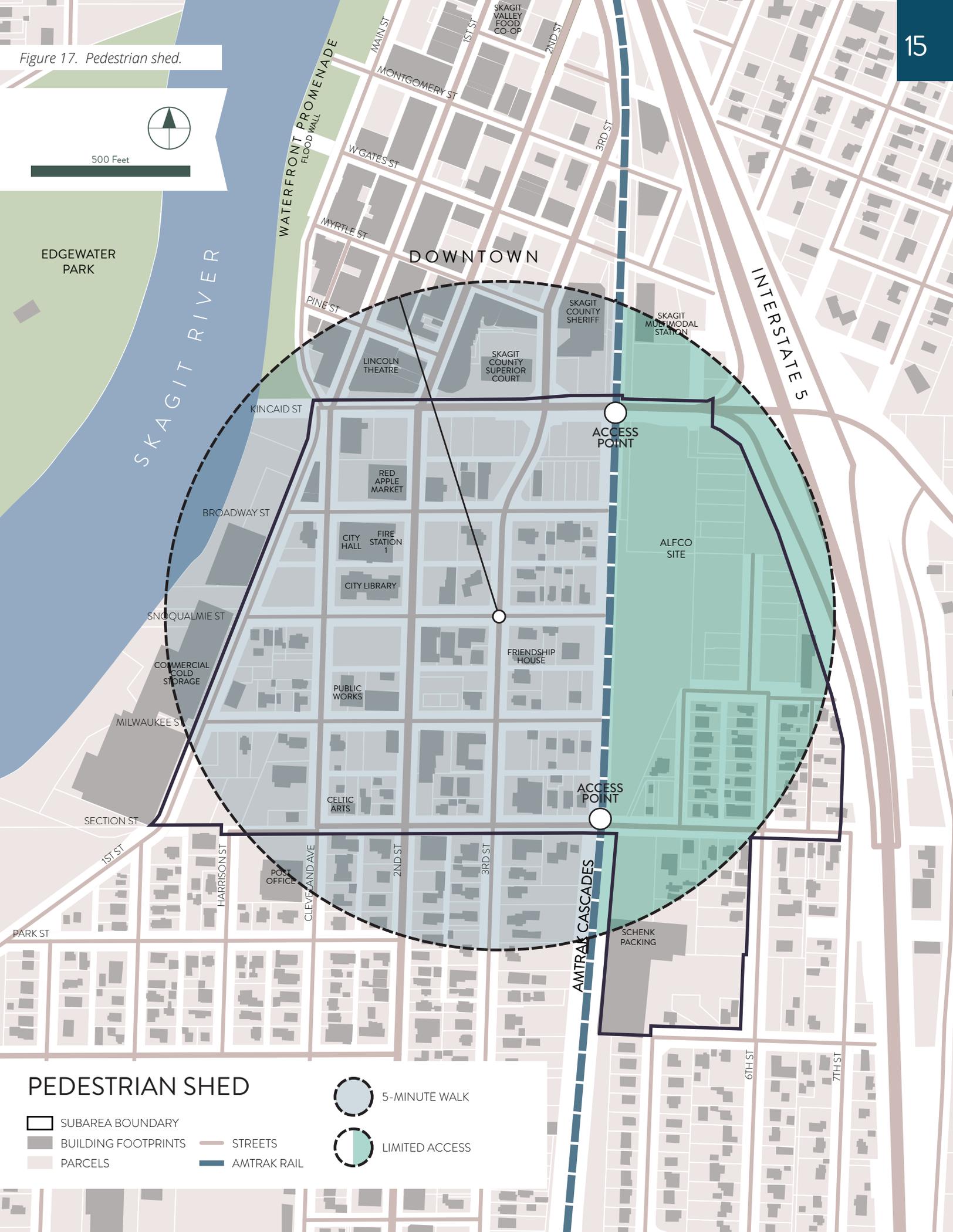
As Figure 17 highlights, most of the subarea's amenities are within a five-minute walk (0.25 miles) of the subarea center. The AMTRAK Station and residential area east of the railway are slightly farther than this walkshed due to a limited number of access points across the railway tracks.



Figure 16. Looking east along Kincaid Street.

Figure 17. Pedestrian shed.

500 Feet



### PEDESTRIAN SHED

-  SUBAREA BOUNDARY
-  BUILDING FOOTPRINTS
-  PARCELS
-  STREETS
-  AMTRAK RAIL
-  5-MINUTE WALK
-  LIMITED ACCESS

## DEVELOPMENT POTENTIAL

As described in market conditions analysis, vacant and underutilized parcels are the best near term opportunity sites for redevelopment. Figure 19 highlights numerous developable parcels within the subarea. These include vacant parcels, surface parking, and lots containing buildings with low values compared to their property value. These potential redevelopment and infill sites present some of the best opportunities to strategically implement new programming into the subarea, as critical infrastructure is already present and little to no demolition is required.

## METHODOLOGY

The methods used to evaluate and determine parcel condition were two-fold—visual survey and a formulaic analysis of parcel value compared with structure value within the given parcel called a land value ratio.

Figure 18 illustrates the ratio between improvement value (the value of buildings and structures) to land value. The darker the parcel, the more valuable the building standing on it is relative to the value of the underlying land. Lighter colored parcels are properties that may be underutilized – their land value is approaching the value of their respective buildings. This map shows that areas to the north and east, where lighter color parcels are most prevalent, may be suitable areas to target redevelopment, as seen in Figure 19.



Figure 18. Improvement to Land Value Ratio.  
Source: Skagit County Assessor, ECONorthwest

## ADAPTIVE REUSE

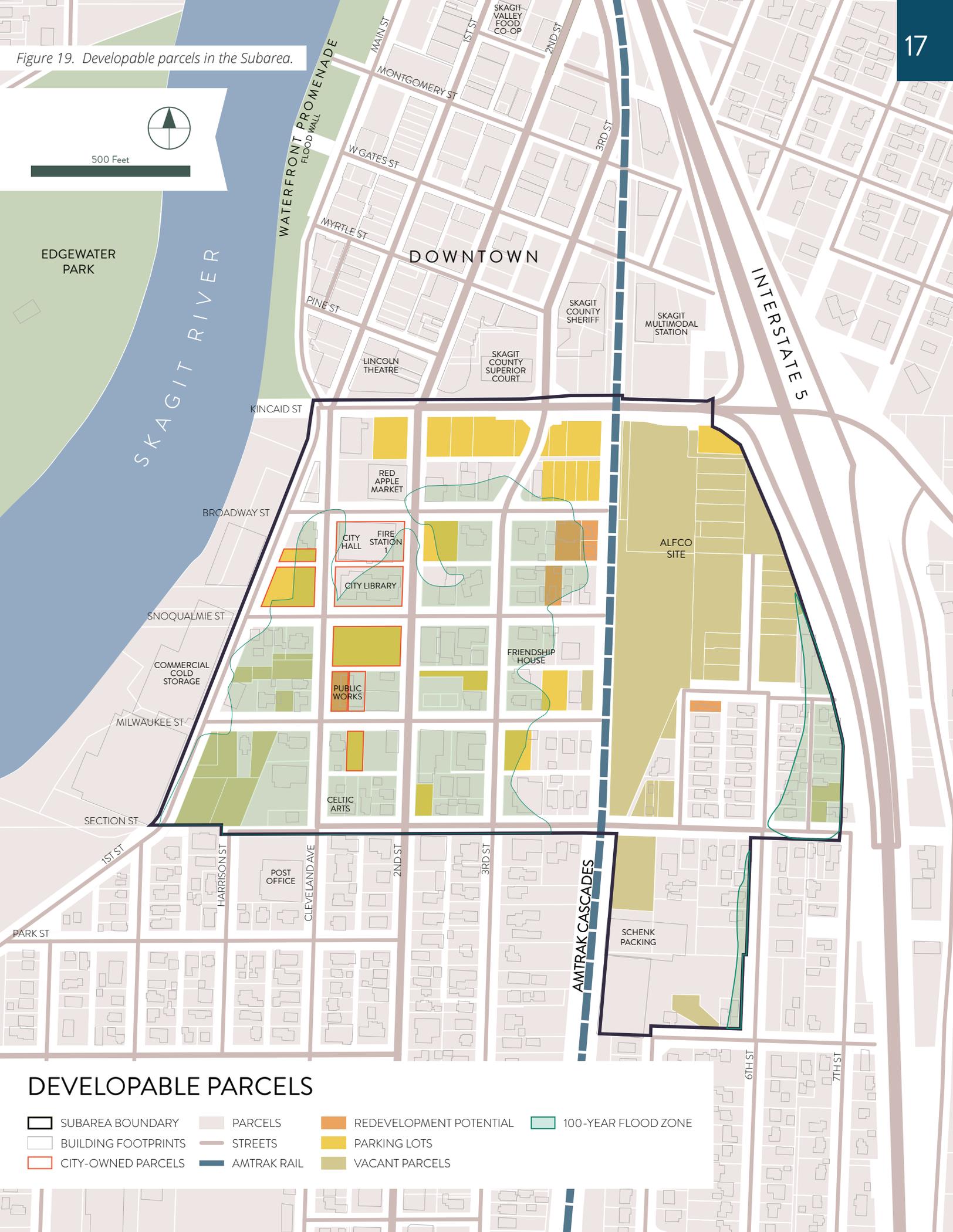
The subarea contains existing building stock that is effectively being reused as office and live-work space. In addition to offering a more affordable approach to increasing commercial, office, and retail opportunities, adaptive reuse preserves the unique character of a given location. Studies have shown that neighborhoods with a diverse range of interspersed old and new building stock, also known as 'mixed-vintage blocks', have more stable economies, increased job opportunities, a higher diversification of uses and income, and are more stable during periods of slower economic growth. The following Comprehensive Plan policy supports creating mixed vintage blocks in the subarea:

- + Goal 1: Achieve a mix of housing styles in Mount Vernon that are appealing and affordable to a diversity of ages, incomes, and cultural backgrounds.
- + Goal 2: promote the preservation, maintenance and enhancement of existing housing and residential neighborhoods throughout the City.
- + Policy HO-1.1.5 Plans and regulations should promote Planned Unit Developments and in-fill residential projects in close proximity to neighborhood centers, shopping and retail facilities, parks and other service uses.
- + Policy HO-1.1.6 To support businesses, reduce travel needs, offer work-live opportunities, and other alternative housing choices, City plans and regulations should encourage housing development Downtown and in other mixed use commercial zones.

## DEVELOPMENT IN THE 100 YEAR FLOOD ZONE

As highlighted in Figure 19, following the completion of the Flood Protection and Revitalization Project, portions of the subarea will remain in the 100-year flood zone. As a result, local building codes require new construction and substantial improvements be elevated to a finished floor height of 1-foot above the base flood elevation, use of flood-resistant materials and utility equipment, and anchoring of certain structures. Location in this zone is not thought to be a significant impediment to development; major flood events occurred in 1990 and 1995 with minimal property loss.

Figure 19. Developable parcels in the Subarea.



### DEVELOPABLE PARCELS

- SUBAREA BOUNDARY
- BUILDING FOOTPRINTS
- CITY-OWNED PARCELS
- PARCELS
- STREETS
- AMTRAK RAIL
- REDEVELOPMENT POTENTIAL
- PARKING LOTS
- VACANT PARCELS
- 100-YEAR FLOOD ZONE

Figure 20. Results from the Community Workshop 1 group mapping exercise.



# Public Outreach & Results

“Mount Vernon promotes improved health, wellness and resiliency for its residents and Skagit County as a whole. A healthy community is one in which everything works well and in which all citizens enjoy a good quality of life. This means that the health of the community is affected by the social factors of health and progress – the factors that influence individual and community health and development...We encourage the citizens and visitors alike to partake in the healthy urban life that is so easy to come by here in Mount Vernon.” - Comprehensive Plan Health & Wellness Vision

## STAKEHOLDER INTERVIEWS

As part of the subarea planing process, stakeholder interviews were conducted to gather information from residents, business owners, and public officials regarding the current state of the subarea and visions for its future. These interviews were combined with accompanying spatial mapping diagrams to help form basic concepts that were evaluated during Community Workshop 1. The summaries of these events can be found in Appendix A.

The following themes emerged from these interviews:

- + Cleveland Avenue should be a phase one focus as an arts, culture, and innovation corridor.
- + Create a “civic campus” with City-owned parcels.
- + Perceptions of appropriate density seem to suggest a max of 3-4 stories in the area.
- + Mixed-use, mixed-income development is desired.
- + Retain/rehab existing historic stock where applicable and infill with multifunctional development.
- + Live-work units should be considered.
- + The subarea should provide a myriad of housing types.
  - + Retaining and reusing historic properties for new uses.
  - + Adding townhouses as a good way to provide some density through infill using current lot dimensions.
- + There are catalyst development opportunities at the ALFCO and civic campus sites that could add and “anchor tenant” to the area.
- + Clustering social service programs in the area have created some unintended consequences—security issues, uncertainty around redevelopment, etc.
- + The subarea should use thematic design elements that tie in with the downtown and riverfront.
- + Kincaid Street needs to be developed as a gateway to the city.
- + The subarea needs green and community gathering spaces.



Figure 21. Community Workshop 1.

## COMMUNITY WORKSHOP 1

Workshop participants were given an overview of existing conditions and major themes that emerged from the interview process (see Figure 23 and Figure 24), then asked to work together to identify issues and document their vision for the subarea. They recorded their ideas on the maps provided using markers and sticky notes (see Appendix B). The following themes emerged from the Workshop, many of which confirmed themes from stakeholder interviews:

- + The City Hall, Fire Station 1, library, and Public Works should be developed to create a civic campus and help catalyze redevelopment of the subarea.
- + Mixed-use, mixed-income infill developments should be a priority—3-5 stories seems like an appropriate density.
- + Increase opportunities for greater residential density.
- + Density should transition from a less dense south end to higher densities along the north border adjacent to Downtown.
- + Increase bicycle paths and walkability—especially the connections to the downtown.
- + More parking is needed—a parking garage could be a good solution.
- + The subarea should become a destination—uses like a public market, brewery, agriculture industry campus, ancient grain mill, or agriculture education center would achieve that goal.
- + Design space for community gathering and festivals.
- + Increase open space—plazas and pocket parks.
- + Create a civic plaza to link with the downtown.
- + A hotel is needed.
- + The library should be kept in the downtown area.
- + Ideas for the ALFCO site included a convention center, brewery, parking garage, multifamily housing, senior center, low-income housing, satellite tech campus, startup incubator space, and makers space for artisans and woodworkers (light industrial).
- + Expand River Walk Park into the subarea.
- + Create pedestrian bridges over the railway.
- + Turn South Kincaid into a gateway boulevard.

## NEXT STEPS

The next step of this planning process is to create three concepts to evaluate during Community Workshop 2. These concepts will reflect ideas gathered during stakeholder and community sessions as well as findings from the existing conditions analysis. Each of the three concepts will present a different 'kit of parts' and attendees will be encouraged to pick and choose the best and worst ideas for inclusion in a 'preferred' concept. This concept will then be developed into a draft Subarea Plan.



Figure 22. Community Workshop 1.



Figure 25. Flower stand at the Saturday farmer's market.



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# Appendix A - Stakeholder Interviews

**STAKEHOLDER INTERVIEW QUESTIONS**

**STAKEHOLDER INTERVIEWS 1 SUMMARY**

**STAKEHOLDER INTERVIEWS 2 SUMMARY**

# Stakeholder Interview Questions

These questions were used to help begin a broader community discussion about the subarea, specific areas of focus, and opportunities to capitalize on current site assets. Stakeholders are encouraged to explore ideas beyond those outlined below and to express concepts or concerns on the maps provided.

- + What do you appreciate most about living in Mount Vernon?
- + Who are you, where do you live, and how do you use the subarea—live, work, play?
- + Do you regularly spend time in the Subarea outside of work hours?
- + How do you feel about the Subarea today? Is there something unique about it?
- + What do you think are the biggest challenges for the Subarea?
- + What would you like us to avoid, if anything?
- + What services/improvements are most needed in the area?
- + How do you typically commute to the Subarea or Downtown?
- + Is the Subarea transportation network well connected to Downtown, the Riverfront, local neighborhoods?
- + Is the area walkable and comfortable for pedestrians? If not, where are the issues?
- + Does the area have adequate bicycle infrastructure?
- + Is there adequate parking? Are there any traffic concerns?
- + How do you imagine Mount Vernon in the future? What kind of role will the Subarea play?
- + Is there another city/town in the region you like to visit? What makes this place special to you?
- + In your mind, what is the ultimate goal of this Subarea Plan? What should it accomplish?
- + Do you have any suggestions for how best to engage the local community?

Beyond this interview, we encourage all participants to continue engaging with the process and relaying new ideas as they arise.

Thank you.

# Stakeholder Interviews 01.25.2017

## OVERVIEW

### FACILITATORS

**REBECCA LOWELL, SENIOR PLANNER, CITY OF MOUNT VERNON**

**JULIE BASSUK, MAKERS**

**BRANDON HERMAN, MAKERS**

### SUMMARY

Stakeholder interviews were conducted with the intent to gather information from residents, business owners, and public officials regarding the current state of the Subarea and visions for its future. These interviews have been combined with accompanying spatial mapping diagrams to help form basic concepts to be further evaluated at future community workshops.

### INTERVIEWS

- + 9-10:30am - Jill Boudreau, Mayor
- + 11-12:00pm - Skye Richendrfer, Celtic Arts Foundation, Former Mayor
- + 2-3:00pm - Dr. Michelle Antonich, SKAGIT County Health Clinic
- + 3-4:00pm - Craig Cammock and Dan Reid, ALFCO Site Representatives
- + 4-5:00pm - Brian Kay, Property owner on Hazel and 2nd St

### UPDATED SUBAREA BOUNDARY



## MAIN TAKEAWAYS

- + South Kincaid Subarea has been tentatively selected as the official name for the site.
- + The new subarea boundary has been accepted thus far.
- + Cleveland Avenue should be a phase one focus. Ideas for its evolution include:
  - + Arts, culture, and innovation corridor.
  - + Create “civic campus” with City-owned parcels.
  - + Mixture of uses—residential and retail.
  - + Improve pedestrian amenities.
- + The scale of development.
  - + Density seems to suggest a max of 3-4 stories.
  - + Mixed-use development.
  - + Retain/rehab existing historic stock where applicable and infill with multifunctional development.
  - + Live-work units should be considered.
  - + Higher development densities could be allowed east of the BNSF rail line within the ALFCO site.
- + Main anchor/catalyst opportunities at the ALFCO and civic campus sites.
- + Clustering social service programs in the area have created some unintended consequences—security issues, uncertainty around redevelopment, etc.
  - + Permanent supportive housing ordinance is in the works.
  - + Services need to be located at a multitude of sites to not unfairly burden one particular area.

# Stakeholder Interviews #2 03.22.2017

## OVERVIEW

### FACILITATORS

**REBECCA LOWELL, SENIOR PLANNER, CITY OF MOUNT VERNON**

**JULIE BASSUK, MAKERS**

**BRANDON HERMAN, MAKERS**

### SUMMARY

Stakeholder interviews were conducted with the intent to gather information from locals regarding the current state of the Subarea and visions for its future. These interviews will be combined with the accompanying spatial mapping diagrams to help form basic concepts to be further evaluated by the community during upcoming public workshops.

The success of this project will, in part, require a successful branding and marketing effort. This includes an official name for the Subarea that captures a vision for its future. The "South Kincaid" Subarea is the suggested name to be used in this effort moving forward.

## INTERVIEWS

### 1-2:00PM

**LAURA AND ERIC ZANN, OWNERS—CASA GRANDE APARTMENTS**

- + Casa Grande Apartments—35 units built in 1930.
  - + Currently being upgraded/restored from years of neglect.
  - + A number of units rented by local Skagit Valley College students.
  - + Units are \$550-\$850. Now that they have stabilized tenants and remodeled the majority of units, they will be adjusting rents to market.
  - + Increased need for parking.
  - + Currently shares parking lot with library during non-peak hours.
- + The cluster of public services, homelessness, sleeping in vehicles clustered in the area is a disincentive for redevelopment.
  - + A mix of housing types might help mitigate this.
- + Downtown/Subarea infill and redevelopment should retain current scale and context.
  - + 1-4 stories.
  - + Live-work units.

- + Mixed-use, mixed-income.
- + Artists, makers/crafts, art galleries, agriculture industrial partnerships.
- + Build on the industrial nature of the town.
- + Buildings with historic integrity should be protected.
- + Pocket parks/outdoor space needed.

- + Former ALFCO site has great potential. Future uses could include:
  - + Commercially-oriented.
  - + Hotel.
  - + Some kind of anchor, like Downtown Bothell has done with Anderson School Hotel, is needed.
  - + Market place with multiple establishments under one roof, would be an asset.
- + Subarea should use thematic design elements that tie in with Downtown and the Riverfront.
  - + These could be infused in art, lighting, benches, signs, and other site furnishings.
  - + Employ large mural art to unify the area and add life/ownership.
  - + "Art brings identity and sense of place".
  - + Create a pedestrian friendly environment.

### 2-3:00PM

**MARY HUDSON AND DALE REGAN, CITY COUNCIL MEMBERS**

- + Mixed-use development for the ALFCO site was proposed a few years back, but never materialized.
  - + Being situated between the railroad and I-5 presents some great opportunities and challenges.
  - + Would like to see the site become revenue generating.
  - + Could accommodate "downtown living", or industrial zoning.
  - + Could develop into something like University Village in Seattle, which also has a limited number of ingress/egress points.
  - + High level of I-5 visibility.
  - + A higher-end hotel could be a great use for the site.
  - + A brewery would be an appropriate use for the site.
  - + An open market concept, like Pybus Market in Wenatchee, would be an asset.
  - + Whatever is developed should be a visual attraction and activity magnet.
- + Kincaid St needs to be a gateway to the City.
  - + Needs to be inviting and help set the identity.
  - + Pedestrian and bike friendly.
  - + This could be infused in signage, lighting, art,

- + The subarea should provide a myriad of housing types.
    - + Retain/reuse historic-aged properties for new uses.
    - + Townhouses are a good way to provide some density through infill using current lot dimensions.
    - + Mixed-use could provide top floor residential with river views.
  - + Clustering of social services within the subarea is good. Puts those folks close to the services they need.
  - + Potential subarea “activators”.
    - + Housing for downsizing retirees.
    - + Housing for lower-cost urbanites.
    - + Lower income housing, as compared to larger urban centers in the region.
    - + Diverse housing types.
    - + Tourism industry.
    - + Whidbey Island Navy growth could see 800 new families enter the region.
    - + New schools.
    - + Prominent new civic center.
  - + A sky bridge could span Kincaid St, connecting the ALFCO site with Downtown.
  - + Park Blocks in Portland, extend the plaza.
  - + Keep the library Downtown, it will help activate the area along with the riverfront and civic functions.
  - + Makers spaces could be a good fit for the subarea.
    - + Crafts, manufacturing, furniture.
    - + Brewery and distillery.
- through the subarea.
    - + Medium density, with higher densities near the river and along 1st St into Downtown.
    - + Townhouses are a good residential use.
  - + Focus commercial and civic functions around the courthouse.
    - + Campus-like design.
    - + Linear plaza/park as organizing element.
  - + Subarea needs a hotel with conference/meeting space.
  - + Seattle to Vancouver, BC is the next tech corridor.
    - + ALFCO site could house a tech company satellite campus.
    - + Creates a new economic base.
    - + High visibility from I-5.
    - + Activate the subarea and Downtown.
    - + Take advantage of high-speed fiber infrastructure.
    - + Partner with Port.

## NEXT STEPS

- + Reschedule meeting with the Port.
- + Decide on schedule for moving forward with concepts and community workshops.
- + Plan for fire station/library stakeholder workshop.

### 3-4:00PM

#### CHRISTIAN CARLSON AND ADAIR ORR, PLANNING COMMISSION

- + Protect and organize infill/redevelopment around view corridors to the river.
- + The Downtown is missing a gateway, could be some kind of civic presence along Kincaid St.
  - + Courthouse doesn't front anything, could be redesigned to provide presence and a plaza to extend across Kincaid St.
- + Downtown strengths include:
  - + Waterfront
  - + 1st Street
  - + County Courthouse
- + The Downtown scale and massing should be replicated

Figure 26. Coneflowers at City Hall.



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# Appendix B - Community Workshop 1

**SIGN-IN SHEETS**

**GROUP MAPPING EXERCISE RESULTS**

CITY OF MOUNT VERNON  
SUBAREA COMMUNITY MEETING 1  
MAY 25, 2017

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
1.	Damen Bell	<del>1506 Penn</del> 309 E. HAZEL	M.V.	360 466 8819	dblufc@gmail.com
2.	LEONARDO KANGARON	309 E. HAZEL	M.V.	<del>360-466-8819</del>	LTK3033@msn.com
3.	Melissa Beaton	3906 Foxglove CIR	MV	630-7070	Melissabeaton@comcast.net
4.	Shelley Acero	923 N. 14TH	M.V.	360 421 7196	sacero58@gmail.com
5.	Theodore Crane	109 Snoqualmie St	MV.	360 707 8819	Kasaeria@MSN.com
6.	BRIAN POPPE	HKP 314 PINE ST.	MV	360 334 2155	bpoppe@hkpa.com
7.	Carey Tra	1011 S. 1ST ST	MV	336-770-6234	
8.	KEE REID	11857 BAY RIDGE DR	BORL.	360-982-0222	kreid@sakota.com
9.	Missy Holland	1007 McLean	MV	206-434-8841	HOLLAND, MELISSA@HOTMAIL.COM
10.	Guillermo Bazar	Dholkulshan New Dr #410	MT	559-517-4033	GuillermoB@CCSWW.org
11.	Dan Mitzel	1111 Cleveland Ave	MV	360-404-2090	
12.	Mantha		MV		
13.	Craig Tarbet	1122 Railroad Ave	MV	425-254-0706	

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
14.	Chris Bollinger	2005 Woodridge Ave	Mt. Vernon WA. 98273	360-953-3881	thehumorouscosmos@gmail.com
15.	Linda Baker	1634 S. 3rd	Mt Vernon	360 419-0419	Lbaker@fidalgo.net
16.	Ronald Cobero	"	"	"	"
17.	M. ADAIR ORR	1007 McLean Rd	MT. VERNON	360 421 0635	adair@armadillo.com
18.	DALE RAGAN	219 W. Main St	MV	360-708-0965	dalevagan@comcast.net
19.	Ken Qua	2308 N. 18th	MU	360-5385	Stopleak@AOL.COM
20.	Seth Cowan	21121 Falcon CT	MV	360 770-6358	sethpcowan@gmail.com
21.	Megan O'Bryan	3808 Carpenter St	MV	360 708 5817	meganobryan@undermore.com
22.	Marta Martinez	1921 Roosevelt	MV	(360) 840 2824	Martam@CCSWW.org
23.	Tim Tak	922 3rd St	MU	360-488-4357	tim@skagitfriendshiphouse.org
24.	Craig Cammack	Box 336	MV	336-1000	Craig@SkagitFlaw.com
25.	Bryan Kay	Po Box 1916	MU	360-202-2160	bryan.kay@bigfoot.com
26.	Kathryn Kay	"	"	"	"

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
27.	Johanna MITZEL	2703 Riverbark Loop	MV	360-661-5351	johanna.johanna.mitzel.com
28.	Jim Koetje	1030 E College Way		360 202 2500	
29.	AL Lyon	325 So 1st St	MV	360 336 3007	AL.Lyon@LyonsFurniture.com
30.					
31.					
32.					
33.					
34.					
35.					
36.					
37.					
38.					
39.					

	NAME	ADDRESS	CITY/STATE/ZIP	PHONE	EMAIL
40.	JODI MONROE	612 S 1st	MV	360 488 0433	jodimonroe@hometrustofsk.com
41.	Jim Fickert	1003 S 8th St 1005 S 8th St	MV	360.707.8266	jmfickert@gmail.com
42.	Joline Bettendorf	619 Geneva Alley	MV	(360) 588-4654	
43.	CAROL SULLIVAN	1400 Lindsay Ln #5	MV 98274	360.739.4898	carol@sullya.yahoo.com
44.	Molly Doran	1020 S. 3rd	MV	360 428 7378	Molly@skinglandtrust.org
45.	ANN LAUSTEN FORCE	207 E SECTION	MV	336 5644	ULTRACROTCH3000@live.com
46.	Susan Rowe	1219 S Wisc	MV		SusanRoweTelus.com
47.	Richard Brocksmith	1216 E Section St	98274	360 826 2094	rbrocksmith@gmail.com
48.	DAV Penny	4210 Spruce Dr	98273		impenny59@comcast.net
49.	Stacie Zinn Roberts	1125 Sand St	98273	360-941-4595	stacieforcarcrite@gmail.com
50.	Ellen Gamson	325 Pine St, SkA	98273	360-336-3801	edmvd1@gmail.com
51.	PETER DONOHAN	328 N 8E	98273	941.3365	peterd@mountvernonwa.gov
52.	Bruce G. Lissner	320 Milwaukee P.O. Box 1109	98273	360-419-7442	bruce.lissner.com













Figure 27. Mount Vernon water tower.



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# Appendix C - Existing Market Assessment

# Market Assessment Mount Vernon, South Kincaid Subarea

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

Revised Draft October 19, 2017

## Key Take-Aways

### Key Take-Aways

- Strong conditions, like higher rents or employment growth, still do not exist to spur major redevelopment in the near term. However, there is trending, most notably population growth that will create future demand for housing (followed by commercial uses).
- As downtown Mount Vernon is significantly built-out, the South Kincaid Subarea presents an ripe location for future infill development.
- Vacant and underutilized parcels that are accessible, low cost, and not too big are the best near term opportunity sites for redevelopment.

## Mount Vernon South Kincaid – Market

ECONorthwest is working with Makers Architecture and local partners on the development of the South Kincaid Subarea Plan. This memorandum provides background information on current socioeconomic data and existing market conditions for both residential and commercial properties within the study area. This memorandum is intended to provide an overview of current supply and demand conditions to inform potential policy, zoning, or land use changes within the Subarea.

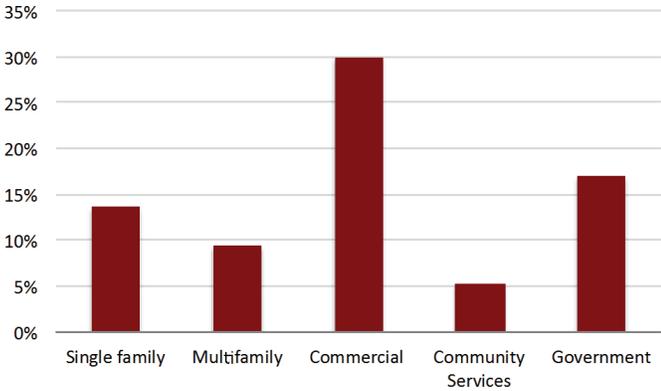
### Study Purpose

- Provide an understanding of current market conditions for Mount Vernon and the South Kincaid Subarea

# Mount Vernon South Kincaid – Subarea

Currently, commercial uses make up 30 percent of the total land area. Single-family and multifamily residential uses total about 26 percent of the total land area. Government uses make up about 17 percent of the current land area, and community service uses comprise about five percent of the area. The remaining land area is comprised of right of ways, such as roads, sidewalks, and other public properties.

**Existing Land Uses in the South Kincaid Subarea, 2016**



Source: Skagit County Assessor, ECONorthwest

# Mount Vernon South Kincaid – Subarea

The built environment in the South Kincaid area, that is, the buildings and structures that make up the urban form, is aging. The clear majority of buildings in the area were constructed before 1950.

There has been comparatively little private development in recent decades. There have been several notable public investments in the area.

The South Kincaid Subarea has several underutilized sites that will serve as redevelopment opportunities, when the market conditions support new development.

Most notably, the ALFCO site is a desirable redevelopment site, although sites of its size are typically the most difficult to redevelop. Small sites, such as City owned lots, and several surface parking lots present more likely near term redevelopment opportunities.

# Redevelopment Opportunities

The map to the right illustrates the ratio between improvement value (the value of buildings and structures) to land value. The darker the parcel, the more valuable the building standing on it is relative to the value of the underlying land. Lighter colored parcels are properties that may be underutilized – their land value is approaching the value of their respective buildings.

This map shows that areas to the north and east, where lighter color parcels are most prevalent, may be suitable areas to target redevelopment.

**Improvement to Land Value Ratio, 2016**



Source: Skagit County Assessor, ECONorthwest

# Mount Vernon Demographic Trends

Mount Vernon is expected to add over 12,000 residents in the next 20 years. Within Skagit County, Mount Vernon’s share of the future population, 30 percent, is significantly higher than even the next two highest jurisdictions combined, Sedro Woolley (13 percent) and Anacortes (17 percent).

If the South Kincaid Subarea grows at the same projected rate as the City of Mount Vernon, the area can expect to experience almost 500 more residents by 2036.

**Historical and Future Population, 1990 - 2036**

	2010	2016	2036
Washington	6,724,540	7,183,700	8,832,668
Skagit County	116,901	122,270	155,452
Mt Vernon	31,743	33,730	47,403
South Kincaid Subarea	1,070	1,185	1,665

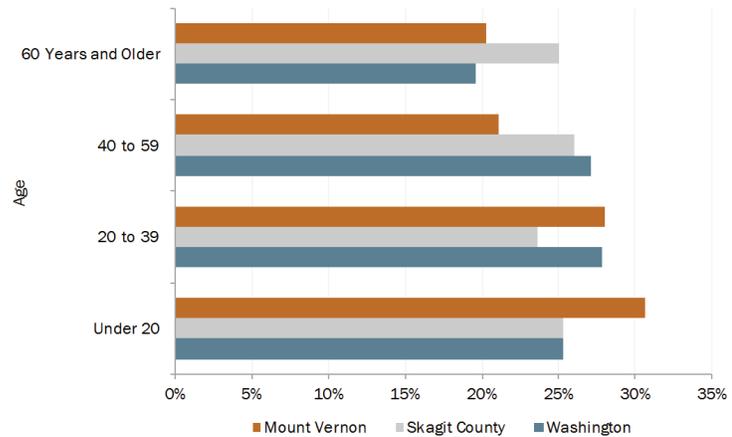
Source: Historic Population Data (1990+2016) from American Communities Survey. Forecasted populations for the State of Washington, Skagit County, and the city of Mt. Vernon come from the State Office of Financial Management. Forecasted Population for the South Kincaid area is an estimate projected using the citywide growth rate.

## Mount Vernon Demographic Trends

Mount Vernon has a younger population than both Skagit County and Washington State as a whole.

The average age in Mount Vernon is 38, versus 40 in Skagit County, and 42 across Washington State.

**Population Distribution by Age, 2015**



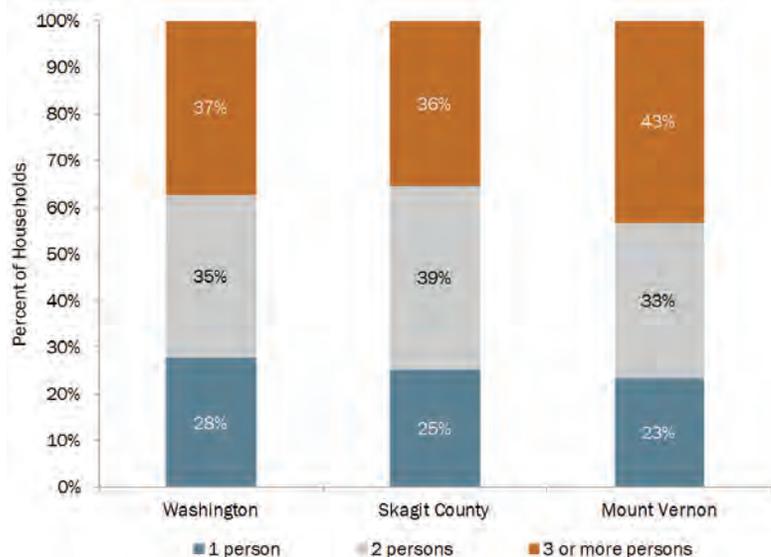
Source: U.S. Census, American Community Survey 5-Year Estimates

## Mount Vernon Demographic Trends

Mount Vernon has larger households than Skagit County and Washington State.

The average household size in Mount Vernon is 2.8 versus 2.6 in Skagit County and 2.6 in Washington State.

**Household Size, 2015**

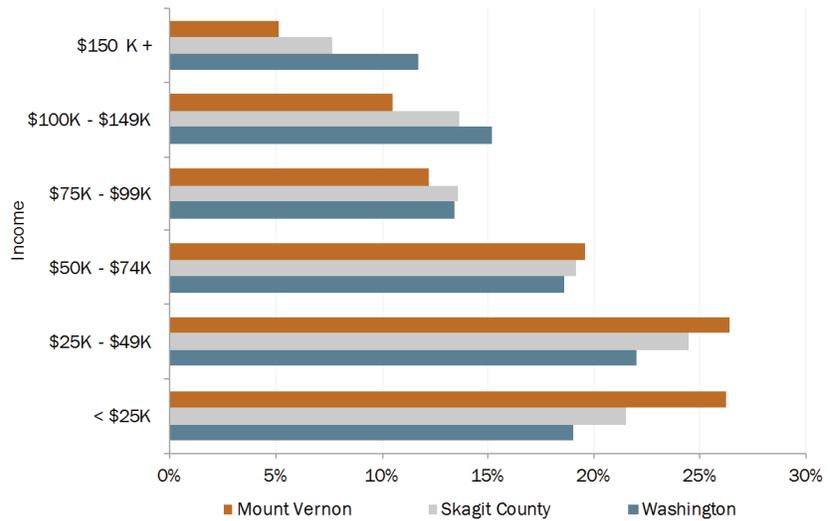


# Mount Vernon Demographic Trends

Mount Vernon has a lower median household income than both Skagit County and the State of Washington.

The median household income in Mount Vernon is approximately \$47,000 a year versus \$54,000 in Skagit County and \$64,000 across Washington State.

**Household Income, 2011 - 2015**

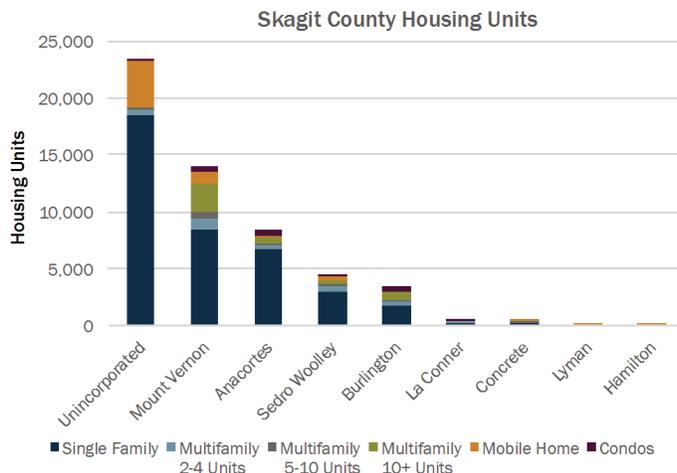


Source: U.S. Census, American Community Survey 5-Year Estimates

# Mount Vernon Residential Supply Trends

## Housing Units By Type and Jurisdiction, 2015

- The largest share of housing units throughout Skagit County and its incorporated cities and towns are detached single-family residential homes.
- The incorporated cities of Burlington, Mount Vernon, and Sedro-Woolley contain over 90 percent of multifamily units in all of Skagit County

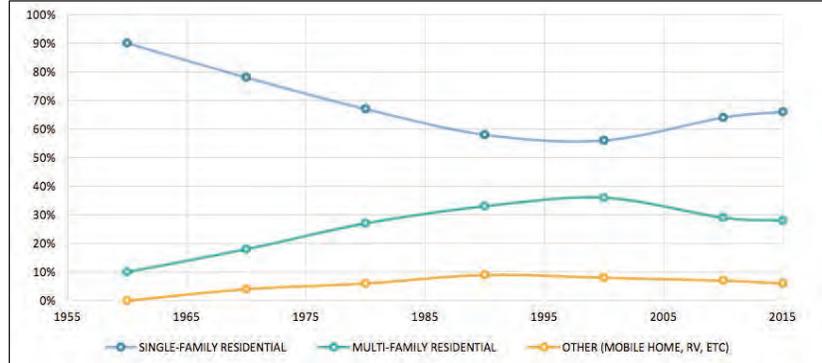


Source: Skagit County Assessor

# Mount Vernon Residential Supply Trends

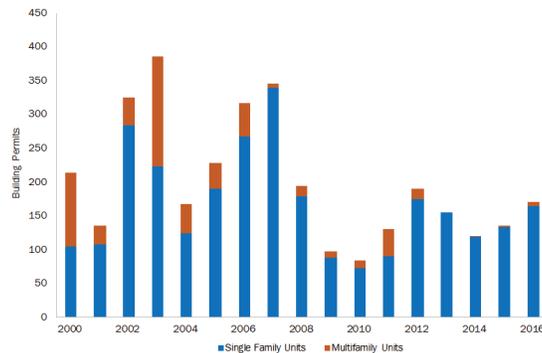
Seven years into the decade of 2010-2020, it is looking like Skagit County will see the least amount of housing constructed in any decade in the last 40 years. The current market is less conducive to new housing construction than in years past, as current household incomes remain low, and residential construction costs are on the rise.

**Projected Population Growth and Housing**



Source: Mount Vernon Comprehensive Plan Housing Element

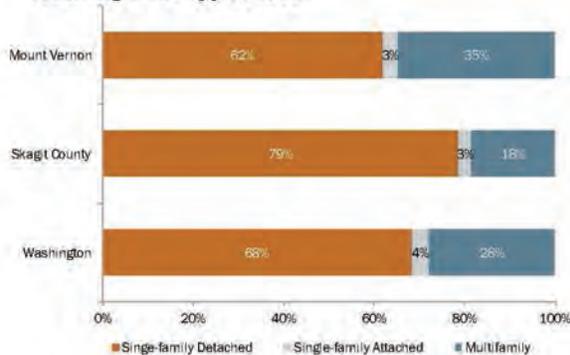
**Mount Vernon Building Permits**



Source: City of Mount Vernon

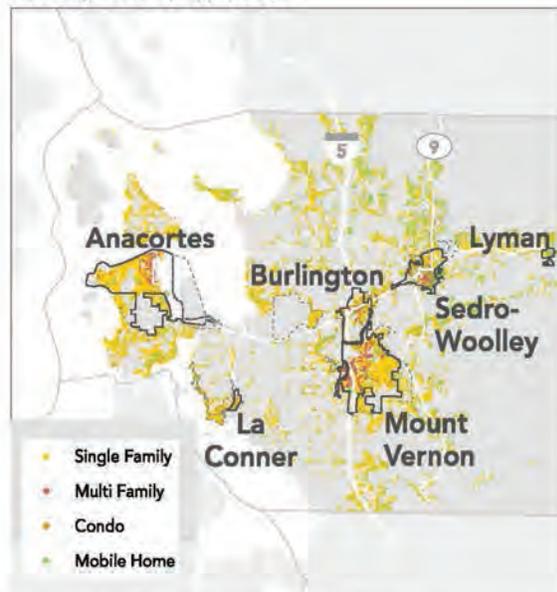
Mount Vernon has a mix of housing types.

**Housing Unit Type, 2015**



Source: U.S. Census, American Community Survey 5-Year Estimates

**Housing Units By Type, 2015**

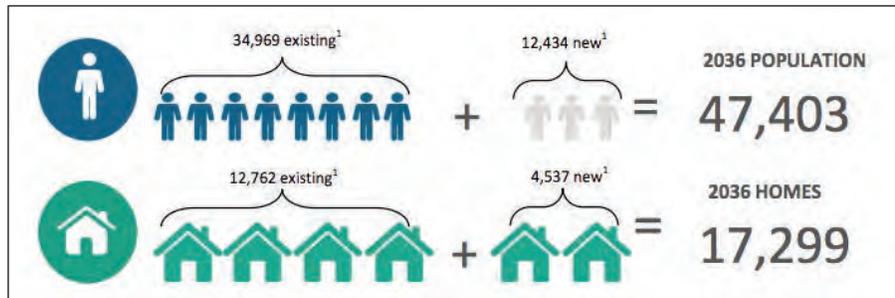


Source: Skagit County Assessor, ECONorthwest

## Mount Vernon Residential Supply Trends

The growth in population will fuel the need for new housing and commercial development. The City of Mount Vernon is anticipating this growth and is planning accordingly through the update of the Comprehensive Plan. The Plan indicates the city will need to add over 4,500 housing units by the year 2036 to meet demand for new residents.

### Projected Population Growth and Housing Demand



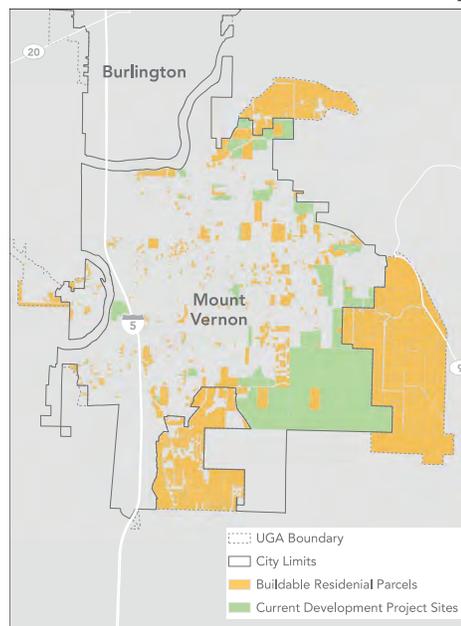
Source: Mount Vernon Comprehensive Plan Housing Element

## Mount Vernon Residential Supply Trends

The City's adopted Comprehensive Plan shows how the City will accommodate the additional residential structures necessary to house the future population anticipated to reside within the City over the GMA planning horizon of 2016 to 2036. Although the City does have four (4) urban growth areas extending from the City's current boundaries the City has demonstrated with its Buildable Lands & Land Capacity Analysis that over ninety percent (90%) of the City's growth expected over the next 20-years can easily be accommodated within the current City limits.

While the City has an overabundance of residentially zoned lands available for development the City has very little commercial or industrial land that will be necessary to accommodate the job allocation the City is planning for.

### Mount Vernon Residential Land Capacity

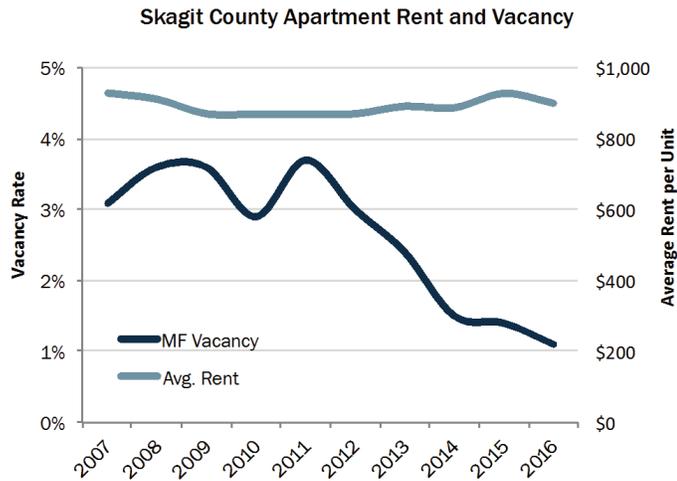


Source: ECONorthwest

# Mount Vernon Commercial Real Estate Trends

## Multifamily Market

Currently there are 80 multifamily developments in Skagit County. Of those, 58 (73 percent) are located in Mount Vernon. The current multifamily market is improving, but there has been little construction since the Great Recession. In the longer run, population growth will create demand for more multifamily projects.



Source: U.S. Census ACS, CoStar

## Multifamily Market

Housing represents 26 percent of the total parcel area in the South Kincaid Subarea. The majority of the residential properties in the South Kincaid Subarea are actually single family homes

### EXISTING HOUSING CHARACTERISTICS

	Number	Percent of S. Kincaid Parcel Area	Average Parcel Square Footage	Median Age of Building	Median Assessed Value
Single Family	69	21%	5,563	107	\$116,950
Multi family	9	5%	9,941	54	\$424,100

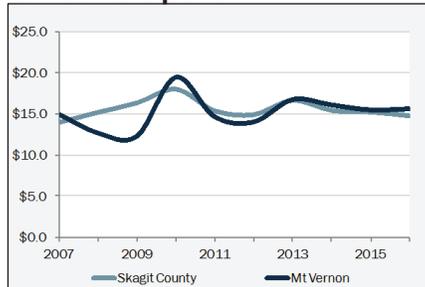
Source: Skagit County Assessor

## Mount Vernon Commercial Real Estate Trends

### Office Market

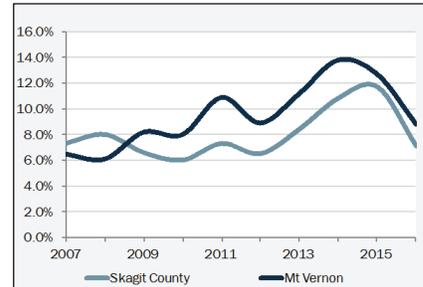
Mount Vernon's office market is small and locally focused. Average office lease rates have fluctuated more than in Skagit County as a whole, but have stayed in the range between \$11-\$20 per square foot since 2007, leveling off around \$15 per square foot. The amount of office space in both Skagit County and Mount Vernon has remained remarkably stable over the past 10 years. There has been no new office space constructed since the recession. Recently, office vacancy has been declining and is approaching pre-recession levels.

**Office Rent per SF**



Source: CoStar

**Office Vacancy**



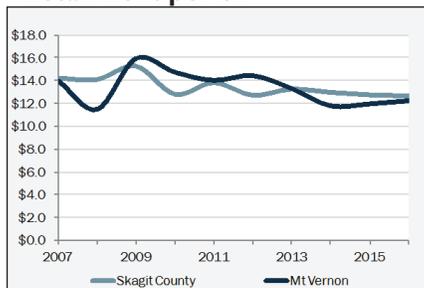
Source: CoStar

## Mount Vernon Commercial Real Estate Trends

### Retail Market

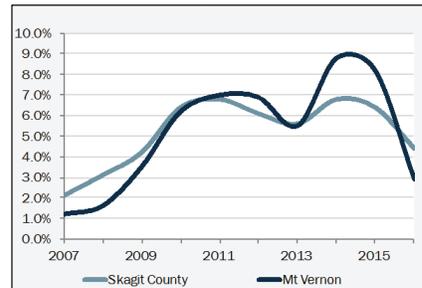
Mount Vernon's retail market contains over two million square feet and represents 40 percent of the total retail market for all of Skagit County. There have been few newly constructed retail buildings in recent years. Average market rents for retail space in Mount Vernon and Skagit County overall have tracked closely over the last decade. In the past ten years, the volatility in the retail market vacancy rate has also been more pronounced in Mount Vernon than in Skagit County, but both markets appear to have been recovering in recent years.

**Retail Rent per SF**



Source: CoStar

**Retail Vacancy**



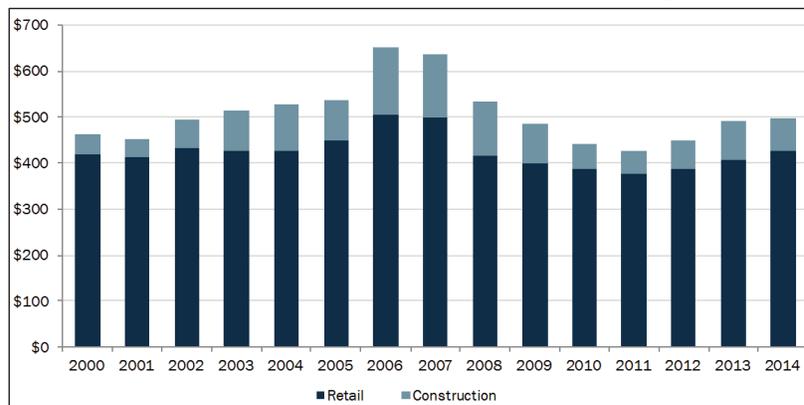
Source: CoStar

# Mount Vernon Commercial Real Estate Trends

## Retail Market

Sales tax receipts in Mount Vernon are, by and large, derived from retail sales. The share of retail sales to all sales tax revenues has fluctuated little since the year 2000. During the pre-recession housing boom, the share of sales revenue generated by construction did increase to over 20 percent of the total, but has since dropped back down to about 15 percent of overall sales tax generating sales.

**Mount Vernon Retail Sales in Millions of 2016 Dollars, 2000-2014**



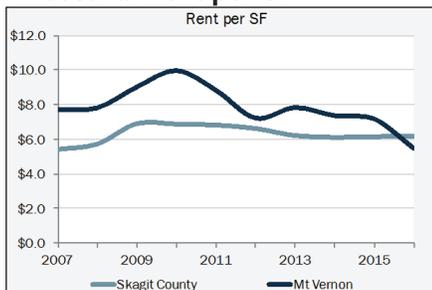
Source: Washington State Department of Finance and Revenue

# Mount Vernon Commercial Real Estate Trends

## Industrial Market

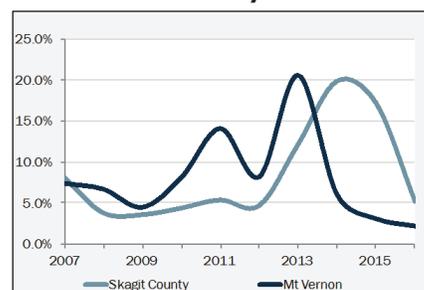
Mount Vernon has seen little industrial development in the past ten years. Industrial rents have been consistently about a dollar higher per square foot in Mount Vernon than in the County overall. Although, recently, industrial rents have started to dip. Industrial vacancy has been volatile since the beginning of the Great Recession. Vacancy rates have, just in the past few years, returned to pre-recession levels.

**Industrial Rent per SF**



Source: CoStar

**Industrial Vacancy**



Source: CoStar

## Key Findings

### Key Findings

- The data show that the Mount Vernon region is growing, albeit slowly. The region's recovery from the Great Recession has been gradual, and by some measures, has even surpassed pre-recession levels. Commercial real estate vacancies are tightening - a sign that the market is improving. City and Community stakeholders have mentioned that they've observed more adaptive reuse of existing buildings as well. This is the first step towards new construction or major redevelopment.
- Strong conditions, like higher rents or employment growth, still do not exist to spur major redevelopment in the near term. However, there is trending, most notably population growth that will create future demand for housing (followed by commercial uses).
- As with most communities of this size with similar market conditions, development or redevelopment that is subsidized or transacted outside of current market bounds are always a possibility. That is, if someone gives away the land and there's a tenant that's willing to pay more than a current market rate to locate there, or there is some combination of financial incentives, then redevelopment could occur. This is likely the type of scenario that will need to play out on large vacant or underutilized sites, if they are to redevelop any time soon.
- Vacant and underutilized parcels that are accessible, low cost, and not too big are the best near term opportunity sites for redevelopment.

Figure 28. *Salvia* at the Mount Vernon Public Library.



Figure 29. Berry stand at the Saturday farmer's market.



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# Appendix D - Existing Transportation Assessment



## Synthesis of Existing Baseline Transportation Data

### Existing Roadway Network

#### *Arterial Streets*

The street network in the South Kincaid subarea includes the following:

- **Kincaid Street** is an east-west principal arterial. Eastbound travel lanes include one through lane from Cleveland Avenue to S 2<sup>nd</sup> Street and two through lanes from S 2<sup>nd</sup> Street to the Interstate 5 interchange. In the westbound direction, Kincaid Street includes two through lanes from the east subarea boundary to the rail crossing east of S 3<sup>rd</sup> Street, and one through lane from the rail crossing to S 1<sup>st</sup> Street.

On-street parking is available on the north side of the street between S 3<sup>rd</sup> Street and S 2<sup>nd</sup> Street. Curb, gutter, and sidewalks are present on both sides of Kincaid Street.

Kincaid Street includes signalized intersections at S 2<sup>nd</sup> Street and S 3<sup>rd</sup> Street. Kincaid Street and S 1<sup>st</sup> Street/Cleveland Avenue is all-way stop controlled.

- **S 2<sup>nd</sup> Street** is a north-south principal arterial which connects the South Kincaid subarea with the South Mount Vernon subarea to the south and with Riverside Drive to the north. It includes one travel lane in each direction. S 2<sup>nd</sup> Street includes curb, gutter, sidewalk, and on-street parking on both sides.
- **Section Street** is an east-west urban collector with one travel lane in each direction. From Harrison Street to Cleveland Avenue, Section Street is an 18-foot unstriped section with no nonmotorized facilities. From Cleveland Avenue to S 6<sup>th</sup> Street, Section Street consists of a 40-foot section with curb, gutter, sidewalk, and on-street parking on both sides. From S 6<sup>th</sup> Street to its terminus at S 7<sup>th</sup> Street, Section Street is a 20-foot unstriped section with unpaved shoulders and no nonmotorized facilities.
- **Cleveland Avenue** is a north-south urban collector with one travel lane in each direction. Curb, gutter, and sidewalk are present on both sides of the street through the subarea.

Cleveland Avenue is a 40-foot section with parallel on-street parking on both sides. Between Snoqualmie Street and W Broadway, on-street parking is restricted to angled parking on the east side of Cleveland Avenue.

Cleveland Street becomes S 1<sup>st</sup> Street north of Kincaid Street.

- **S 3<sup>rd</sup> Street** is a north-south urban collector with one travel lane in each direction. Curb, gutter, and sidewalk are present on both sides of the street through the subarea. On-street parking exists on both sides of the street between Section Street and W Broadway.
- **S 1<sup>st</sup> Street** is a north-south local street from south of W Kincaid Street to its terminus at Section Street. The east side of S 1<sup>st</sup> Street includes curb, gutter, and sidewalk on the east side of the street.
- **Broadway Street, Snoqualmie Street, and Milwaukee Street** are east-west local streets with one travel lane in each direction.

All streets in the subarea have a 25 mph speed limit. Existing arterial streets in the subarea are shown in Figure 3.2.

*Level of Service*

Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection. LOS is typically expressed as a letter score from LOS A, representing free flow conditions with minimal delays, to LOS F, representing breakdown flow with high delays.

Minimum street and intersection LOS requirements are defined in MVMC 14.10.080 as LOS D on principal arterials and LOS C on all other arterial streets. See **Table 4**. Facilities may be granted exemption from these LOS standards if it is impractical to improve specific facilities to achieve higher LOS.

**Table 1.** City of Mount Vernon Level of Service Standards

Functional Classification	Minimum LOS
Principal Arterial	D
Minor Arterial	C
Collector Arterial	C

All street segments and intersections in the subarea currently operate at or above minimum LOS standards.

**Existing Non-Motorized System**

*Transit Facilities*

Skagit Transit Route 206 operates westbound on Kincaid Street to southbound on S 2<sup>nd</sup> Street, connecting Skagit Station through South Kincaid to the South Mount Vernon subarea. Route 206 operates weekdays from 6:30 AM to 8:00 PM and on weekends from 8:00 AM to 6:00 PM on 30 minute headways.

Kincaid Park and Ride is located on the north side of Kincaid Street, adjacent to Interstate 5. It provides access to Skagit Station, a multimodal hub with access to Skagit, Whatcom, and Island Transit routes as well as Amtrak passenger rail, Greyhound bus service, and commuter bus to Everett Station.

Existing transit services and park and ride facilities are shown in Figure 3.4.

*Pedestrian Facilities*

All arterial streets in the subarea include sidewalks on both sides. Existing pedestrian facilities are shown in Figure 3.5.

*Bicycle Facilities*

The subarea includes no dedicated bicycle facilities. The following arterial sections are designated shared bicycle lanes in the Mount Vernon Comprehensive Plan:

- Section Street (Cleveland Avenue to S 6<sup>th</sup> Street)
- S 2<sup>nd</sup> Street (Section Street to Kincaid Street)
- S 3<sup>rd</sup> Street (Section Street to W Broadway)

Mount Vernon defines shared bicycle lanes as roads with a minimum 14-foot travel surface and which allow on-street parking.

Existing citywide bicycle facilities are shown in Figure 3.6a.

### Recent Planning Efforts Related to Multi-Modal Conditions

The Mount Vernon Comprehensive Plan identifies planned bicycle routes, as shown in Figure 3.6b.

[Note- this area has historically been auto-focused. No recent multi-modal planning efforts since the rail station. The updated Transportation Element of the Comprehensive Plan defines a goal of developing a Mount Vernon specific Complete Streets policy.]

### Transportation Opportunities in and Around the Immediate Subarea

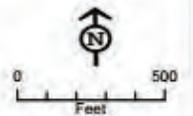
Several opportunities exist for improving nonmotorized transportation facilities in the subarea. S 2<sup>nd</sup> Street has been identified as a planned bicycle route through the subarea, however it currently includes no marked or separated bicycle path. Most streets in the subarea include sidewalks, however many of the sidewalks, curb ramps, and driveways appear to be older and likely do not comply with current Americans with Disabilities Act (ADA) standards for pedestrian facilities in public right-of-way.



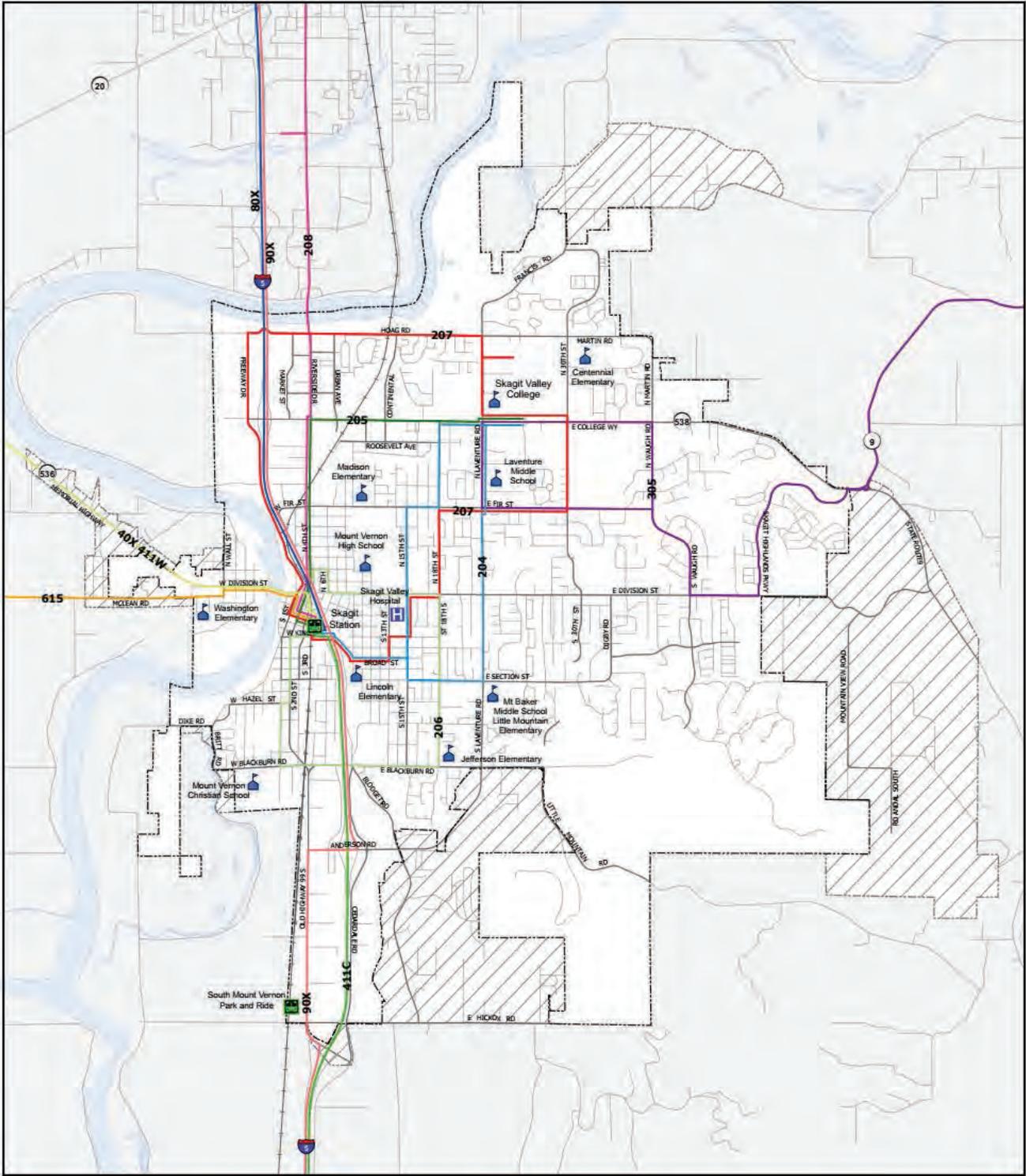
Transportation Element - Figure 3.2 Arterial Street Plan Downtown Area



- Principal Arterial, Existing
- Minor Arterial, Existing
- Urban Collector, Existing
- Other Street
- Railroad
- Water Body



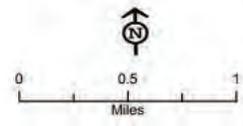
Map by MV GIS 2/29/2016

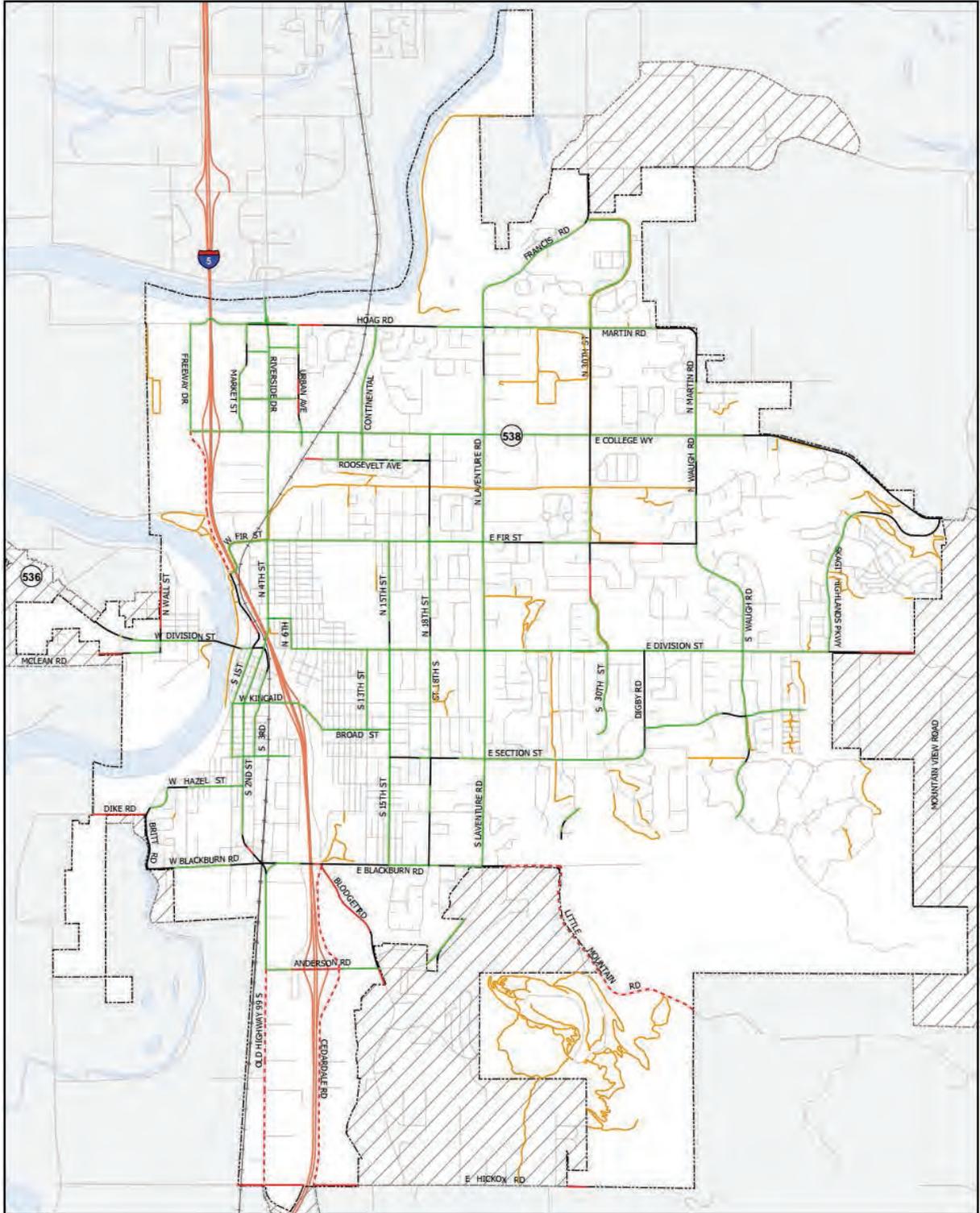


Transportation Element - Figure 3.4 Public Transit Routes, Park and Rides, Skagit Station



- |   |   |
|---|---|
| <p>Skagit Transit Route Number</p> <ul style="list-style-type: none"> <li><span style="color: blue;">—</span> 204</li> <li><span style="color: green;">—</span> 205</li> <li><span style="color: lightgreen;">—</span> 206</li> <li><span style="color: red;">—</span> 207</li> <li><span style="color: magenta;">—</span> 208</li> <li><span style="color: purple;">—</span> 305</li> <li><span style="color: yellow;">—</span> 40X 411W</li> <li><span style="color: orange;">—</span> 411C</li> <li><span style="color: lightblue;">—</span> 615</li> <li><span style="color: darkblue;">—</span> 80X</li> <li><span style="color: brown;">—</span> 90X</li> </ul> | <ul style="list-style-type: none"> <li> Railroad</li> <li> City Boundary</li> <li> Urban Growth Area</li> <li> Water Body</li> <li> Bus Station / Park and Ride</li> <li> School</li> </ul> |
|---|---|

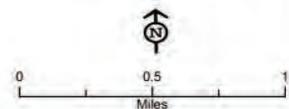


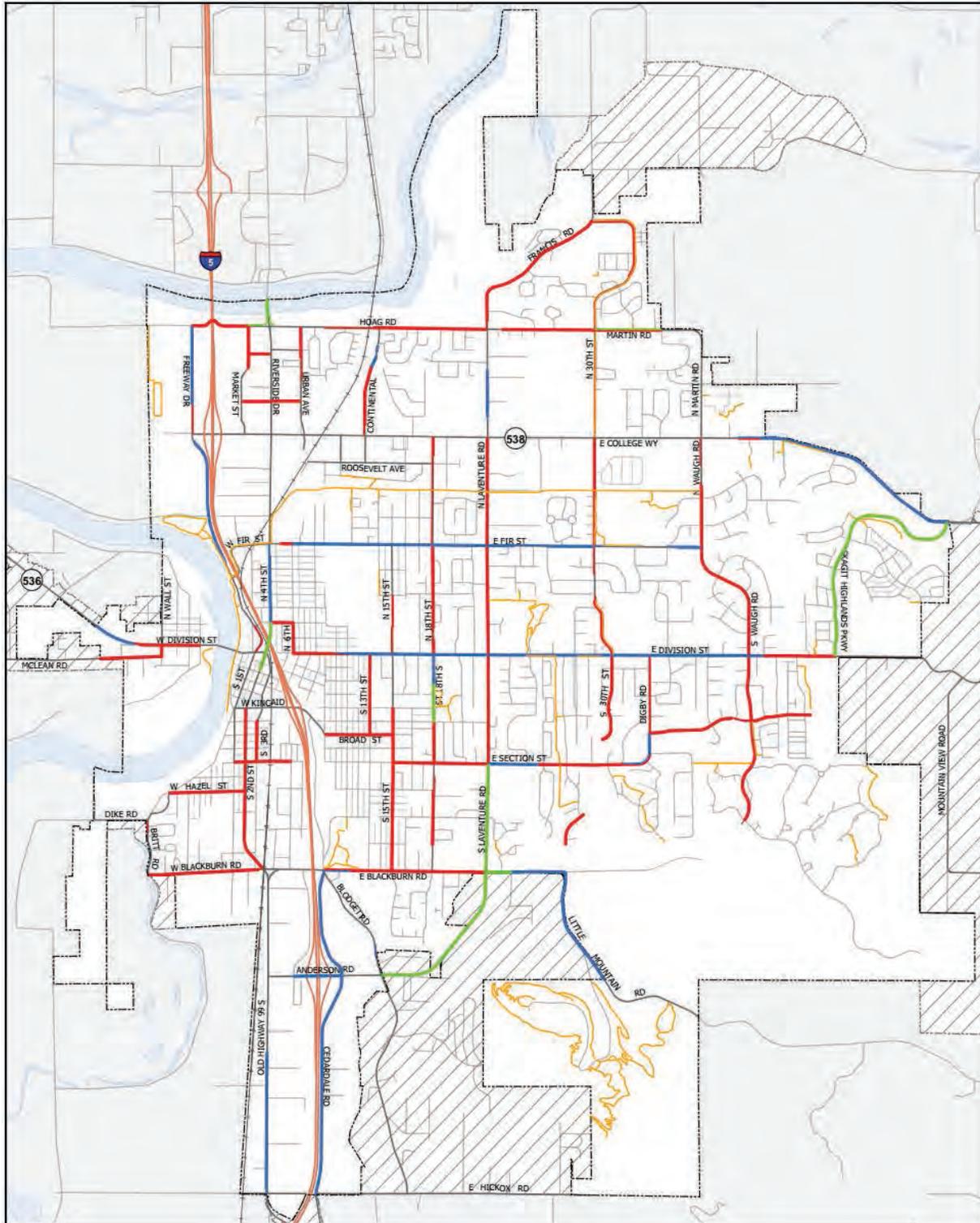


Transportation Element - Figure 3.5 Pedestrian Facilities



- Pathway / Trail
- Arterial Street, Sidewalk on Both Sides
- Arterial Street, Sidewalk on One Side
- Arterial Street, No Sidewalk
- Arterial Street with Continuous Widened Shoulders
- Other Street
- Railroad
- City Boundary
- Urban Growth Area
- Water Body

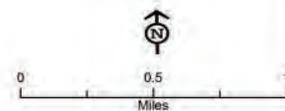


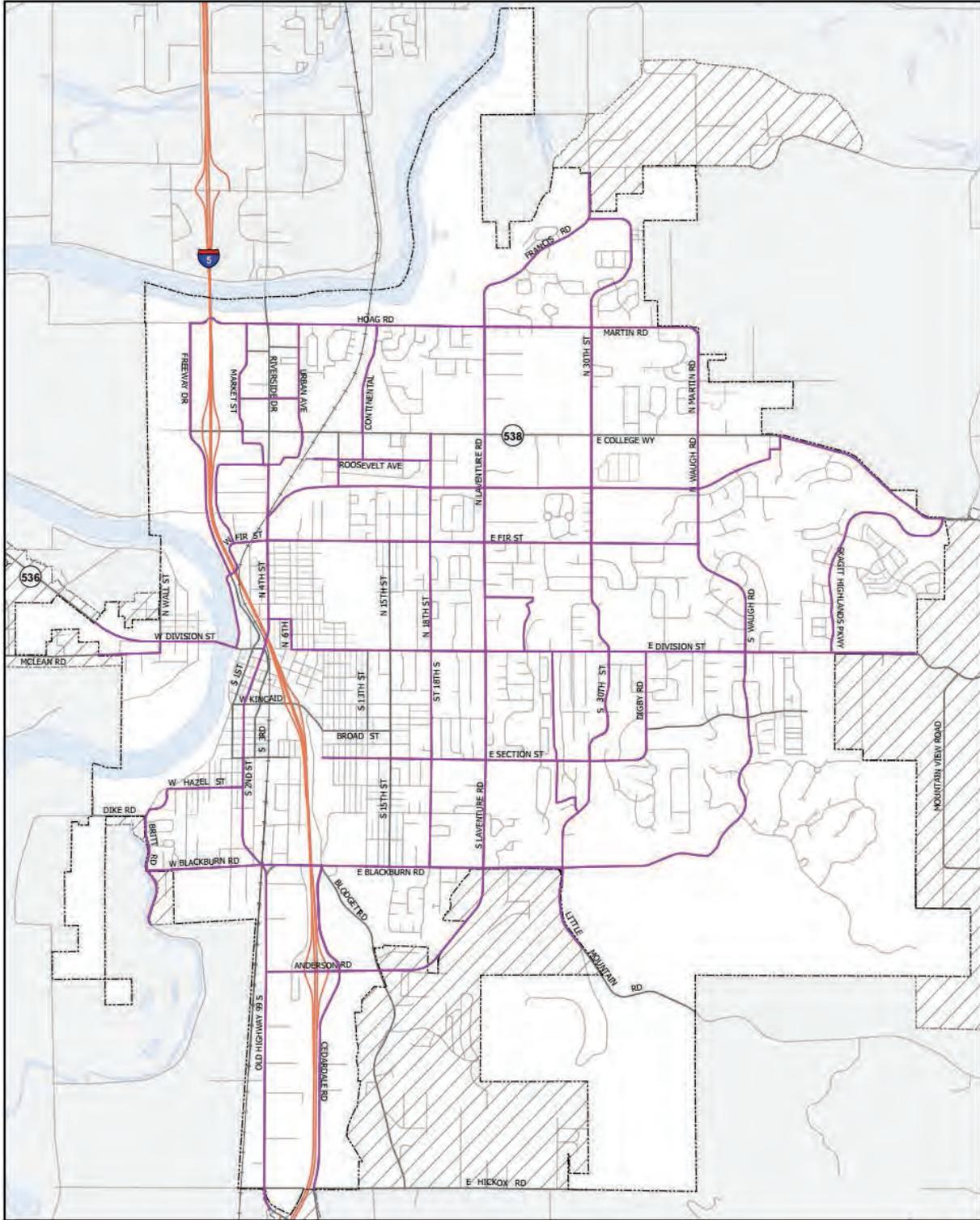


Transportation Element - Figure 3.6a Existing Bicycle Facilities



- Marked Bike Lane
- Striped Shoulder > 3' Wide, No Parking
- Shared Roadway > 14' Wide
- Multi-use Trail or Pathway
- Arterial Street
- Other Street
- Railroad
- City Boundary
- Urban Growth Area
- Water Body





Transportation Element - Figure 3.6b Planned Bicycle Routes



- Planned Bicycle Route
- Arterial Street
- Other Street
- Railroad
- City Boundary
- Urban Growth Area
- Water Body

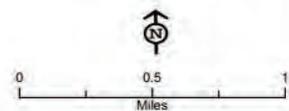


Figure 30. California poppy's along Section Street.



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# Appendix E - Buildable Lands Analysis Summary

# BUILDABLE LANDS & CAPACITY ANALYSIS SUMMARY 2016 - 2036

As part of the 2016 Comprehensive Plan update, the City completed a Buildable Lands & Land Capacity Analysis that was added as an appendix to the Land Use Element of the plan. The following is the summary information from this document.

## 7.0

### RESULTS & CONCLUSIONS

Table 1.11 identifies the different land uses within the City and the amount of land available for development and/or the number of dwelling units that could be constructed.

What is clear from this table is that the City is easily able to accommodate its expected additional population over the planning horizon. In fact, nearly ninety-percent (90%) of the needed dwelling units can be housed within the existing City limits.

What is also clear is that the City may not have enough commercial or industrial land to meet future employment growth. In fact, the 2006 E.D. Hovee report, "City of Mount Vernon Commercial & Industrial Land Needs Analysis" (attached as Appendix C to the City's Land Use Element) states that the City needed an additional 809 gross acres of commercial/industrial lands when this report was completed in 2006.

The methodology used in determining how many additional dwelling units could be created, and the available acreage of commercial and industrial lands, is explained in detail in the foregoing analysis; however, keep in mind that areas to account for future roads (including arterials, neighborhood, collector, access ways, and private streets), stormwater facilities (including larger facilities to take into account newer regulations), critical areas and their associated buffers, neighborhood parks, schools, and market factors have all been netted out.

TABLE 1.11: BUILDABLE LAND RESULTS

RESIDENTIALLY ZONED LANDS		IN CITY <sup>2</sup>	UGA <sup>2</sup>	TOTAL NEW UNITS CITY + UGAS BEFORE MARKET FACTOR REDUCTION	20% MARKET FACTOR REDUCTION	TOTAL NEW DWELLING UNITS CITY + UGAS
	Single-Family <sup>1</sup> Residential	1,282	5,355	6,637	< 1,328 >	5,309
	Multi-Family Residential <sup>3</sup>	345	0	345	< 69 >	276
	Existing Pipeline Developments <sup>4</sup>	1,888	0	1,888	NA	1,888
	Downtown Master Plan Units	450	NA	450	NA	450
	Mixed Use Units <sup>5</sup>	69	NA	69	< 14 >	55
	Transfer of Development Rights	135	0	135	NA	135
	ADUS/Duplexes	67	0	67	< 13 >	54
TOTALS:	4,236	5,355	9,591	< 1,424 >	8,167	

COMMERCIAL/INDUSTRIAL LANDS		2,000 to 10,000 s.f.	> 10,000 s.f. to 1-acre	> 1-acre to 5-acres	> 5-acres
	Commercial <sup>1</sup>	5.5 acres	23.1 acres	14.6 acres	25.3 acres
	Industrial <sup>2</sup>	5.9 acres	27.9 acres	65.9 acres	6.7 acres
	Healthcare District	.42 acres	.82 acres	NA	NA
	Downtown Waterfront	NA	NA	3.2 acres	NA
	UGA Commercial/Industrial	1.2 acres	6.3 acres	9.9 acres	0
	TOTALS:	13 acres	58 acres	93.6 acres	32 acres



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