

SULTAN CITY COUNCIL

Budget Retreat

DATE: June 23, 2007

SUBJECT: 2007 Comprehensive Plan Amendment

CONTACT PERSON: Deborah Knight, City Administrator
Rick Cisar, Director of Community Development

ISSUES:

The issues before the City Council is whether to review and possibly amend the growth strategies in the Comprehensive Plan and corresponding goals, policies and implementation strategies.

BACKGROUND:

The City Council adopted its Comprehensive Plan in 2004. The City's 2004 Comprehensive Plan is built on a "phased growth" strategy and specific implementation actions such as:

1. Coordinate overall growth policies so that residential development follows rather than precedes economic development and Sultan's ability to pay for increased and improved school, fire, aid, police, and other urban services.
2. Phased delivery of utility services so that Sultan public services and facilities can be coordinated in advance of each area's development needs.
3. Do not over expand City Limits or allow major additional residential development within the Urban Growth Area.
4. Limit potential population growth that could occur from development or annexation within City boundaries.
5. Complete development of the available lands that are within present City Limits.
6. Prioritize planning unit development phasing sequence and phase the approval of land use changes and utility extensions to correspond with existing and potential utility capacities to avoid overloading or over extending sewage collection and wastewater treatment plant capacities.

ANALYSIS:

The City's Comprehensive Plan is the foundation upon which all other city planning efforts are built. The zoning code and development regulations simply implement the goals and policies in the Comprehensive Plan. Council action to amend the zoning code and development regulations outside of the goals and policies in the Comprehensive Plan are subject to petition for review in front of the Growth Management Hearings Board as being inconsistent with the Comprehensive Plan.

The 2004 Comprehensive Plan Goals and Implementation Strategies are not in alignment with the Council and Community's expressed desire to encourage residential development in order to attract retailers. For example, the City's Urban Growth Area was expanded north of 124th Ave NE to incorporate several properties.

The property owners would like to annex into the City limits in order to develop residential neighborhoods at urban levels of density (minimum 4 units per acre). However, the property owners are constricted by the City's Comprehensive Plan which clearly limits potential population growth that could occur from development or annexation within City boundaries.

Additionally, the Comprehensive Plan includes an implementation strategy to *"Phase delivery of utility services so that Sultan public services and facilities can be coordinated in advance of each area's development needs."*

This implies that utilities will be in place prior to the development of each area. This is difficult because often times, utility services such as water and sewer and extended by developers following approval of their land use application during the site development process.

PROPOSAL:

The City Council should re-evaluate the Comprehensive Plan Growth Strategy to confirm or amend the strategy before proceeding to update the City's Development Code to implement the Comprehensive Plan.

Exhibit 1 is list of tasks that would need to be implemented as a part of the Comprehensive Plan update. The City is in the process of docketing amendments to the Comprehensive Plan. The City will need to set aside approximately \$100,000.00 in the 2008 Budget to review its Comprehensive Plan Growth Strategies. This work includes:

1. Strategic interviews with stakeholders
2. Developing a public involvement strategy
3. Evaluating growth strategies
4. Preparing an Environmental Impact Statement

5. Identifying land use alternatives from the visioning process
6. Analyzing each land use strategy (alternatives) and their affect on land use, housing, utilities, capital facilities, transportation, and urban growth areas.
7. Drafting and finalizing the Environmental Impact Statement
8. Preparing the Comprehensive Plan Update

ALTERNATIVES:

1. The City could continue to use the existing Comprehensive Plan. This implies that the City Council is satisfied with the current goals, policies and implementation strategies in the adopted plan.

Land use actions and decisions would be made in compliance with the Comprehensive Plan. Residential development would follow rather than proceed commercial development. Residential development would be limited to in-fill development and would be "phased" so that public services and facilities can be coordinated in advance of each area's development needs.

2. The City can submit a Comprehensive Plan amendment for 2007 and docket an action to review the growth strategies in the Comprehensive Plan. This implies that the City Council is not satisfied with the current goals and policies in the Comprehensive Plan and it ready to review and possibly amend the strategies to better fit the community's needs and market forces.
3. The City Council can decide to split this effort over a two year period and begin a review of the Comprehensive Plan in the second or third quarter of 2008. This would reduce the cost in 2008 from \$100,000 to \$50,000. However, this alternative also delays the start of the project.

The benefit to waiting until later in 2008 is that the City Council could focus some efforts on police and parks level of service before and get these issues resolved before turning attention to growth strategies.

The two issues, growth strategies and levels of service are somewhat related in that the growth strategies provide funding for improvements (through development impact fees). This would need to be carefully coordinated in order to avoid any issues of compliance during the revision process.

The City Council must make a decision on this issue no later than June 28, 2007. The City must submit a Comprehensive Plan Amendment application no later than July 2, 2007 in order to consider the application for "docketing" and review in 2008.

RECOMMENDED ACTION:

Direct staff on Council's desire to review and possibly amend the growth strategies in the Comprehensive Plan and corresponding goals, policies, and implementation strategies.

Determine whether Sultan 2030 will be the City's number one priority for 2008.

Attachments:

Exhibit 1 – Comprehensive Plan Update (Sultan 2030) Task List

Exhibit 2 - Approach matrix

Exhibit 3 - Timeline

City of Sultan, Washington
2008/2009 Comprehensive Plan Update Task List

A. ***Comprehensive Plan Screening Effort***

- **Comprehensive Plan**. Screen the City's existing Comprehensive Plan for compliance with state law by reviewing each of the required and optional GMA comprehensive planning elements against the City's existing plan to determine if, or where, any deficiencies or inconsistencies exist.
- **Update City Docket Process**. Comprehensive Plan Amendments are by reference and Code Amendment process does not mention docketing process, notice to CTED, or reasonable timelines.
- **Strategic Interviews**: Interview stakeholders to find out what is working well, what is not, and ideas on how to improve the Comprehensive Plan.
- **Written Survey**: Survey the community and stakeholders on what is working well and where improvements could be made.
- **Develop a Public Involvement Strategy**: Identify stakeholders; create an advisory board, develop a public information campaign, strategically identify neighborhood contacts and public meeting locations such as local churches, schools, or neighborhood associations.

B. ***Docket Amendments***

- **Docket**: formally submit docket application for Comprehensive Plan and Zoning Code Amendments according to City procedures.
- **Public Hearing**: hold a public hearing on the docket items.
- **Approved Docket**: the City Council formally approves the final docket list and project initiation can begin.

C. ***Visioning***

- **Evaluate Growth Strategies**: Existing phased growth rate vs. other potential growth strategies such as: market driven growth, prioritize residential growth, commercial mixed-use along retail core, or existing conditions.
- **Public Involvement**: Hold an open house / Charrette to gather public opinion about the City's future growth options.
- **City Council Policy Direction**: Summarize existing issues, interviews, growth options, outcome of Charrette to the City Council. The Council sets the policy direction for the Comprehensive Plan update. If deemed necessary, the City Council could establish a land use committee to guide the update process.

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D. *Project Initiation*

- Determination of Significance: Require that an Environmental Impact Statement (EIS) be prepared for the 2008/2009 Comprehensive Plan update.
- Scoping: Issue a scoping notice, identify land use alternatives from visioning process, and hold a public meeting to gather public comments on what issues should be considered in the EIS.
- City Council Update: Update Council, Planning Board, and Advisory Committee on results of scoping notice.

E. *EIS*

- Prepare EIS Studies: Analyze each land use alternative and their affects on:
 - *Land Use*: density, growth rates, location, population / employment allocations, critical areas, shorelines, and economic development goals
 - *Housing*: types of housing, mixed-use, reasonable measures, urban design, buffers
 - *Utilities*: capacity and location
 - *Capital Facilities*: identify needs for water, sewer, power, police, fire, parks, and schools under each growth alternative.
 - *Transportation*: analyze if existing transportation system can accommodate each of the growth alternatives.
 - *Urban Growth Areas*: re-evaluate the City's Urban Growth Areas to determine if changes may be warranted.
- Draft EIS: incorporate each of the studies into a draft EIS.
- Issue Draft EIS for Public Comment: circulate Draft EIS to DOE, agencies with interest, parties of record, and hold a public meeting / open house on draft EIS.
- Draft Final EIS: incorporate comments from Draft EIS and amend as appropriate.
- Issue Final EIS: issue Final EIS and send a notice to DOE, all agencies with jurisdiction, any agency who commented on the DEIS, and any person requesting a copy.

F. *Comprehensive Plan Update*

- Prepare Comprehensive Plan Update: using the "preferred alternative" approved by the City Council, prepare Comprehensive Plan update.
- Public Notice: circulate Comprehensive Plan update to the public and agencies with an interest, including CTED for their 60 day review.
- Public Meeting(s): hold public meetings through out the process to keep the public informed and updated about the amendments (recommend one every 3 months)

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- Planning Board Review: once the FEIS has been issued and the draft amendments have been prepared (including adopting ordinance), schedule the Comprehensive Plan update for public review and hearings by the Planning Board. The Planning Board will make a recommendation to the City Council.
- City Council Adoption: the City Council reviews the Planning Board's recommendations, holds their own public hearing(s), and adopts the 2008/2009 Comprehensive Plan.
- Effective Date: issue a record of decision on the adoption of the Comprehensive Plan and send to CTED. The record of decision should indicate the 60 day appeal period and the appeal process.

APPROACH MATRIX

The purpose of this matrix is to suggest general screening areas for each element of the comprehensive plan and development regulations as well as suggestions on review procedures.

COMPREHENSIVE PLAN ELEMENTS	SCREENING EFFORT
<i>Land Use:</i>	Goals & policies, land use map, population forecasts & densities, buildable lands, lands for public purposes, open space, incompatible uses, stormwater, best available science, critical areas protection, transfer of development rights
<i>Housing:</i>	Housing strategy and inventory, affordable housing, manufactured homes, accessory dwelling units, daycares
<i>Capital Facilities:</i>	Inventory of existing and needed facilities, forecasts, six year financing plan, impact fees, consistency with other elements
<i>Utilities:</i>	Development policies, identify existing and needed facilities
<i>Transportation:</i>	Goals and policies, inventory, level of service, land use assumptions, concurrency, TDM strategies, bicycle and pedestrian planning, traffic forecasts, future needs, funding, intergovernmental coordination
<i>Economic Development</i>	Desired levels of job growth, commercial and industrial expansion, integrated strategy, local economy, identification of policies, programs and projects
<i>Park and Recreation</i>	Goals and policies, park, recreation and open space planning, estimate of park and recreation demand for ten year period, evaluation of facilities and service needs, intergovernmental coordination
<i>Shorelines</i>	Goals and policies, shoreline master plan, critical areas ordinance, Department of Ecology shoreline guidelines
<i>Essential Public Facilities</i>	Consistent with county wide planning policies, include policies in capital facilities and land use element, process/criteria for identification and siting of essential public facilities
<i>Urban Growth Areas</i>	Goals and policies, UGA boundaries, population and employment projections
DEVELOPMENT REGULATIONS	SCREENING EFFORT
<i>General Provisions</i>	Regulations regarding application filing, departmental review, public notice, review time periods, code interpretations, enforcement, penalties, appeals
<i>Critical Area Protection</i>	Wetlands, fish and wildlife habitat, floodplains, critical aquifer areas and geologic sensitive areas

**DEVELOPMENT
REGULATIONS**

SCREENING EFFORT

<i>Zoning Standards</i>	Permitted uses, bulk standards, parking, landscaping, signs, nonconforming uses, variances and conditional uses
<i>Resource Lands</i>	Maintain and enhance resource land-based industries, retention of open space, development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, develop parks, protect environment
<i>Stormwater Management</i>	Water quality, detention standards, storm water runoff, impervious surface, fish habitat
<i>Shorelines</i>	Acquisition of lands, easements, public and park facility planning, watershed planning, voluntary salmon recovery projects, incentive programs, planning policies, regulation of development of private property
<i>Subdivisions/PUD's</i>	Subdivisions, short subdivisions, planned unit developments, preliminary plats, final plats, exemptions
<i>Impact Fees</i>	Park, school, transportation impact fee ordinances
<i>Concurrency</i>	Adopted ordinance, LOS measures, TDM strategies, CTR ordinance
<i>Siting of Essential Public Facilities</i>	EPF criteria, siting process, no preclusion statement
<i>Grading</i>	Standards, best management practices, low impact development options, erosion control
<i>Transportation Standards</i>	Standards, LOS, traffic control
<i>SEPA</i>	Thresholds and procedures
<i>Amendment Procedures</i>	Comprehensive plan and zoning amendments, docket process, interpretations

PROCEDURES

SCREENING EFFORT

<i>Project Level Review Checklist, Procedures, and Flow Charts</i>	Create checklists and procedures for subdivisions, commercial, industrial, residential, shorelines, lot line adjustments, variances, conditional use permits, signs, binding site plans, critical area review, business licenses, and other city permits.
<i>Public Brochures</i>	Create public brochures for subdivisions, commercial, industrial, residential, shorelines, lot line adjustments, signs, binding site plans, critical area review, business licenses, and other frequently asked questions.