

**SULTAN CITY COUNCIL  
AGENDA ITEM COVER SHEET**

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**ITEM NO:** A-1  
**DATE:** April 8, 2010  
**SUBJECT:** 2010 Comprehensive Plan Annual Docket  
**CONTACT PERSON:** Robert Martin, Community Development Director  
**ISSUE:** Receive Annual Docket Proposals for 2010



**STAFF RECOMMENDATION:**

Staff recommends that Council receive the following Annual Docket Proposals, review same, and refer to Planning Board for further action as provided by Sultan Municipal Code (SMC) 16.134.070 D.

**BACKGROUND:**

In conformance with State Statutes, the Sultan Municipal Code (SMC) Chapter 16.134.070D provides that the Docket for proposals to amend the Comprehensive Plan is open once each year.

The open docket has been advertized and legally notices as required. The deadline for submittal of docket proposals is April 1<sup>st</sup> of each year. Once the City Council reviews the proposed docket items, Council determines what items will be addressed on the current year's docket by forwarding them to the Planning Board for further action.

Placement on the docket does not indicate that the Council either supports, or expects the Planning Board to approve, the item(s). Referral to the Board indicates that the Council has determined that the item(s) have sufficient merit to warrant further consideration by the Board, which may, or may not recommend subsequent action by the Council.

**DISCUSSION:**

Public Proposals:

For the docket process of 2010, the City received no proposals from the public or other agencies.

City Proposals:

The City of Sultan proposes one Docket Item. The City proposes that the Industrial Park Master Plan (IPMP), a sub-area plan of the Sultan Comprehensive Plan be decommissioned (repealed).

**Industrial Park Master Plan:**

Decommissioning of the IPMP is proposed by staff. The recommendation comes after much consideration and public interaction.

The IPMP was developed in 2001 and adopted in 2002, with the intent of assisting industrial development north of US 2 between Rice Road and Sultan Basin Road. Shortly thereafter, a rigorous set of environmental standards were adopted by the State related to shoreline critical

areas. The area subject to the IPMP is bisected by Wagley Creek. These two circumstances combined to greatly reduce the potential development contemplated by the IPMP.

What was left of the IPMP after overlay of the stream-related restrictions amounted to a further layer of standards that did not assist industrial development of the area.

In 2009, the Planning Board and the Council acted to remove a troublesome provision of the IPMP that required all development to go through the Binding Site Plan procedure of SMC 21.06.

As part of that effort, staff conducted a community workshop at the Fire District 5 Main Station on September 30, 2009. Many stakeholders/property owners were represented at this public meeting. After review of the IPMP, its current provisions and implications for future development, the citizens were highly supportive of decommissioning the IPMP.

**RECOMMENDATION:**

Staff recommends that Council forward the staff proposal to decommission the IPMP to the Planning Board for further action as provided by SMC 16.134.070.

**ATTACHMENTS:**

- Attachment A: Staff Docket Proposal for Decommissioning of Industrial Park Master Plan
- Attachment B: Adopting Ordinance for IPMP from June 5, 2002
- Attachment C: Excerpt from IPMP for reference purposes



# City of Sultan

Date: 3-25-2010  
To: Deborah Knight, City Administrator  
From: Bob Martin, Community Development Director  
Subject: 2010 Comprehensive Plan Docket, City Proposal  
Industrial Park Master Plan

*Bob Martin*

.....  
As provided by SMC 16.134.070 D., staff is proposing, on behalf of the City of Sultan, to submit the following item for consideration on the 2010 Comprehensive Plan Amendment Docket:

1. Decommissioning (repeal) of the City of Sultan Industrial Park Master Plan (IPMP), a Subarea Plan component of the City of Sultan Comprehensive Plan. The plan was adopted in March of 2002.

The IPMP was developed in 2001 and adopted in 2002, with the intent of assisting industrial development north of US 2 between Rice Road and Sultan Basin Road. Shortly thereafter, a rigorous set of environmental standards were adopted by the State related to shoreline critical areas. The area subject to the IPMP is bisected by Wagley Creek. These two circumstances combined to greatly reduce the potential development contemplated by the IPMP.

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**CITY OF SULTAN  
Sultan, Washington**

**Ordinance 781-02**

AN ORDINANCE OF THE CITY OF SULTAN CITY COUNCIL, AMENDING THE COMPREHENSIVE PLAN AND UNIFIED DEVELOPMENT CODE AND ADOPTING THE INDUSTRIAL PARK MASTER PLAN AND FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT AND DEVELOPMENT CODE AMENDMENTS.

WHEREAS, the City of Sultan adopted a Comprehensive Plan on October 11, 1995 in accordance with the Growth Management Act; and

WHEREAS, the City of Sultan has been working with stakeholders since January 1997 to prepare a master plan for the area identified as the Sultan Industrial Park attached as exhibit "A"; and

WHEREAS, substantial analysis of existing land use, real estate market demand, traffic conditions, and environmental features was completed; and

WHEREAS, a number of possible land use and transportation alternatives were prepared, presented to the community, and evaluated;

WHEREAS, a Draft Master Plan and Draft Supplemental Environmental Impact Statement was prepared to review the environmental impacts of the alternatives; and a public hearing was held on the Draft; and

WHEREAS, several City Planning Commission and City Council workshops were held to obtain stakeholders' requests for specific land use designations; and

WHEREAS, a "Recommended Master Plan" and Final Supplemental Environmental Impact Statement was prepared for public review; and

WHEREAS, the Planning Commission held two public hearings on March 19 and April 2, 2002 to obtain public comments on the "Recommended Master Plan"; and

WHEREAS, the Planning Commission at a regular meeting on April 16, 2002 reviewed and considered the proposed Master Plan recommendations and testimony received at the two public hearings in order to prepare a recommendation to the City Council; and

WHEREAS, the Planning Commission on April 16, 2002 passed a resolution recommending adoption of the Master Plan by the City Council; and

WHEREAS, the City Council conducted a Public Hearing on May 15, 2002 to obtain additional public comments and consider the recommendation of the Planning commission; and

ATTACHMENT B

WHEREAS, the City Council reviewed the Master Plan and considered the recommendation of the planning commission and public hearing comments,

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF SULTAN, WASHINGTON DO ORDAIN AS FOLLOWS:

Section 1. The following amendments to the Comprehensive Plan, as recommended by the Planning Commission, are hereby adopted to amend Section II: Plan Elements, by adding a new element entitled "Industrial Park Sub Area Plan". The amendments hereby adopted are attached to this Ordinance and by this reference incorporated herein as though fully set forth at this point, and made part of the Plan Section II.

Section 2. The land use map of the City of Sultan's Comprehensive Plan and zoning map are hereby amended to incorporate the zoning designations and locations of "Map #3 dated April 8, 2002.

Section 3. The Master Plan recommends the Highway-Oriented and Economic Development zoning districts of the Unified Development Code of the City of Sultan be amended to incorporate the "Recommended Zoning Use Changes" of Table 3-1, Chapter 3 of the Industrial Park Master Plan. The City Council directs staff to prepare an ordinance amending the Unified Development code to implement this recommendation.

Section 4. The City Council hereby directs City Staff to continue with further analysis of the sub area plan to implement the various recommendation of the Industrial Park Master Plan, not included in this ordinance, and to incorporate those provisions and amendments into future Comprehensive Plan and Unified Development Code revisions.

Section 5. Effective Date. This ordinance shall be in full force and effect five days after publication as required by law.

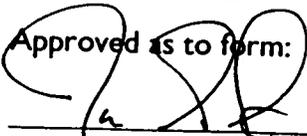
REGULARLY adopted this 5<sup>th</sup> day of June 2002.

  
C.H. Rowe, Mayor

ATTEST:

  
Laura J. Koenig, Clerk/Treasurer

Approved as to form:

  
Thom H. Graafstra, City Attorney

Published: June 11, 2002



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## RECOMMENDED INDUSTRIAL PARK MASTER PLAN INTRODUCTION & SUMMARY

### PURPOSE & INTENT

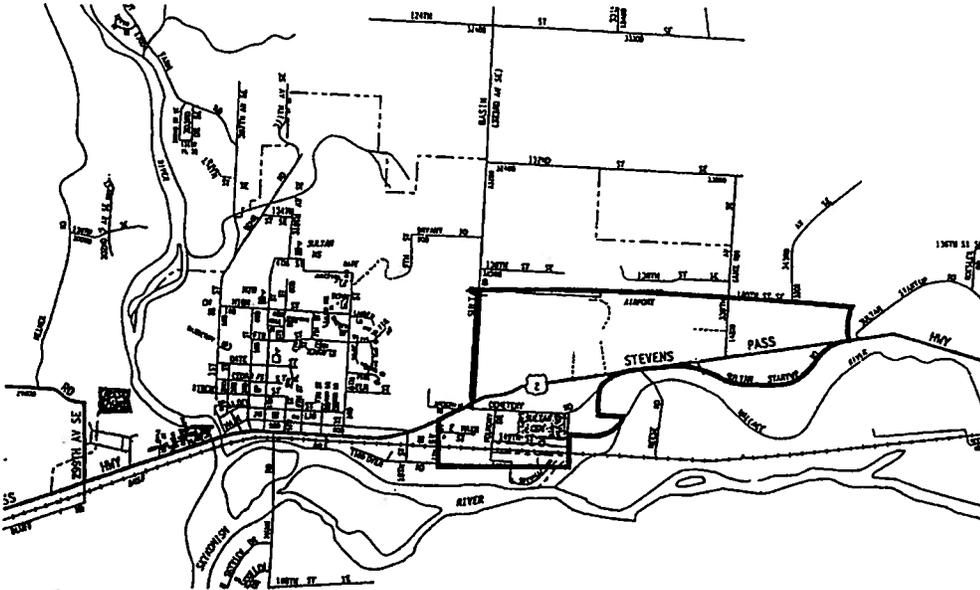
The City of Sultan has engaged in planning for the long-term development of the Industrial Park area since 1997. This program has involved providing sanitary sewer service to the area through Local Improvement District 97-1; preparing market and traffic analyses and forecasts; considering alternative land use and zoning for the area; and preparing this Master Plan. The primary objectives of this initiative are to create opportunities for private investment in businesses that will employ area residents and improve the City's fiscal condition.

This Master Plan is intended to become part of the Sultan Comprehensive Plan, providing guidance for project-level planning, design and development. It contains policies, regulations, and standards that have been tailored to the specific characteristics of the Industrial Park.

### MASTER PLAN AREA

The Master Plan area is illustrated in Figure 1-1. The Sultan Industrial Park is the eastern portion of the City lying east of Sultan Basin Road on the north and south sides of SR 2. Sultan is within Snohomish County and the Skykomish Valley. The Industrial Park is approximately 1.5 miles long (east-west) and 0.6 miles wide (north-south). The planning area is also identified as Local Improvement District (L.I.D.) #97-1. Approximately 360 acres comprise the area.

Figure 1-1  
STUDY AREA



This document is the Industrial Park Master Plan Element of the Sultan Comprehensive Plan. The *Draft Industrial Park Master Plan and Supplemental Environmental Impact Statement, August 27, 2001* is an appendix (B) to this document. The draft contains the technical findings and conclusions of the economic and physical environmental analysis that was prepared to support the plan. It also describes the planning process and public outreach that produced the plan.

## GROWTH MANAGEMENT PLANNING AND ENVIRONMENTAL REVIEW

The state Growth Management Act (GMA) provides the opportunity for local jurisdictions to adopt subarea plans into their comprehensive plans. In addition, the GMA and the state Environmental Policy Act (SEPA) provide the opportunity for planning and environmental review to be conducted at the same time, using the findings and conclusions of the environmental review to inform and focus the outcome of the plan. This has been the method used to create the Master Plan. Generally, the level of detail possible to achieve in a comprehensive planning effort is less than that possible for a project-level plan for a specific site. In the case of the Master Plan, the level of detail achieved is

a hybrid. Some site-specific information was used to weigh the environmental impacts of different development scenarios. However, it was not possible to do so for all sites and possible future activities. As a result, the Master Plan establishes thresholds or standards that will be used to assess whether project proposals are consistent with the plan policies.

The Master Plan balances certainty and flexibility. Project applicants wish to know what is required of them and how the City can expedite their permits. On the other hand, individual site conditions and the characteristics of the market make it difficult for the City to anticipate and accommodate all possible types and scales of development. In addition, there are outside influences on permitting. The Draft (Chapter 2) described all of the permits that the City and state and federal agencies may require for development.

Three categories of permitting actions are probable for projects within the Industrial Park: Land Use Permits, Site Development Permits and Building Permits. The objective of the Master Plan is to anticipate as many possible future types of applications and to provide means for the City and other permitting agencies to expedite approvals.

It is not possible to anticipate all types of applications, nor is it possible to create a complete database of information sufficient to guarantee that all permit conditions can be addressed at the Master Plan level. The Master Plan can establish thresholds for certain types of possible project impacts below which mitigation conditions can be identified through regulations, and above which, further analysis and/or mitigation may be necessary.

For example, a project that generates peak hour trips at an intersection may be approved if the additional trips do not reduce the level of service at the intersection and the traffic impact fees associated with anticipated future needs are paid. However, if the project is expected to result in a reduction of LOS at the intersection, the applicant may be required to provide further traffic analysis and agree to specific mitigation actions such as channelization or signalization.

The Master Plan anticipates the following permits, either already part of the Sultan Unified Development Code, or to be added:

**Land Use Permits**

- Land Subdivision
- Planned Development
- Binding Site Plans

- Conditional Use Permits

#### **Site Development Permits**

- Hydraulic Permits for stream crossings
- Shoreline Substantial Development permits
- Wetland-related permits (JARPA)
- Highway access permits
- Clearing and Grading and Vegetation Removal permits
- Forest Practices permits
- 404 Wetland Fill permits
- Drainage Permits (NPDES)

#### **Building Permits**

- Design Review
- Variances

While the Master Plan cannot address all of these to the extent of ensuring that projects are "permit-ready", it does provide a wealth of information that can be used to make many projects "application-ready". Since there are so many conditions that influence the planning and design of development projects, the Master Plan also provides the opportunity for applicants and City to engage in early discussions and shape the proposals within a range of flexibility provided by the ability to interpret the application of regulations, mitigation conditions, and guidelines.

Projects that are consistent with the Plan may qualify as "planned actions" under SEPA. In those instances, the City will apply the mitigation measures established in the Plan and additional SEPA procedures will not be required. This does limit public scrutiny of the permit process to some extent. Designating projects as planned actions shifts much of the project-related environmental review to verifying consistency with the Plan at pre-application stages. The City will work with project applicants at that time to identify suitable project design and mitigation measures that can be used to address environmental impacts.

In addition to the regulatory, permitting features described here, the Master Plan also calls for new implementation strategies for public/private partnerships to address capital facility improvements financing, open space and natural resource conservation, and marketing. These are intended to go beyond the basic City responsibilities of project review and approval.

## PLANNING PROCESS

Following the release of the Draft Master Plan and SEIS, the City Council conducted a public hearing on the environmental impact statement in two parts - October 4, 2001 and October 16, 2001. The hearing provided the opportunity for citizens to offer testimony commenting on the document's findings. Written comments were also received during the review period.

**Appendix A - Final Supplemental Environmental Impact Statement** contains the transcript of the hearing and copies of the written comments. The City's responses to the comments and corrections to the DSEIS are also included in the FSEIS. **Appendix C - Stream and Wetland Reconnaissance Report and Stream and Wetland Buffer Considerations** contains a report on further environmental analysis of wetland, stream and habitat characteristics of the area produced since the Draft was issued.

After the environmental review comment period closed, the City Council and Planning Commission held two workshops in November (8 and 19) to hear from the public regarding the alternatives that were included and evaluated in the Draft. The workshops resulted in a recommended "preferred alternative" that is described in this document. The preferred alternative blends together aspects of the 3 land use alternatives, transportation alternatives, and implementation alternatives that were considered previously.

Public hearings will be conducted in March and April, 2002 prior to Planning Commission deliberations and City Council adoption of the Master Plan.

## RECOMMENDED MASTER PLAN

Chapters 2 and 3 contain the description of the recommended master plan and implementation measures that are intended for adoption. The master plan elements include policies and strategies for land use, transportation, capital facilities, open space, and environmental protection. The implementation chapter describes the recommended changes to the zoning regulations and procedures for project permit review and approval. As the Sultan Comprehensive Plan is further amended in 2002, additional analyses of related city-wide housing supply and demand, capital facilities needs, and transportation systems will be conducted. These may result in the need to re-consider some of the policies or regulations in the Master Plan if they suggest different conclusions about the relationship of growth within the Industrial Park and overall growth within the City and the Urban Growth Area.

