

**SULTAN PLANNING BOARD  
AGENDA ITEM COVER SHEET**

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ITEM NO: Pre-Meeting Discussion

DATE: April 8, 2010

SUBJECT: 2011 Comprehensive Plan Update – Land Use Element Goals and Policies

CONTACT PERSON: Deborah Knight, City Administrator

**ISSUE:**

The issue before the city council is to review the proposed goal and policy changes to the land use element of the 2004 comprehensive plan and provide direction to staff.

**SUMMARY:**

The city council received an introduction to land use element at its March 25, 2010 meeting. At the meeting, the city council briefly discussed the process to review staff proposed changes to the goals and policies. The council decided to dedicate time before the regular council meeting to review the planning board recommended changes to the goals and policies.

City Council's Role

The city council's role is to:

1. Synthesize information received from the planning board, small group meetings and public outreach. Ensure the community's vision is represented.
2. Translate input into proposed text changes to the goals and policies consistent with Vision 2040 and county-wide planning policies.
3. Approve and adopt changes to the goals and policies in the comprehensive plan.

The city council must be careful to separate policy from process. The city council's role at this point is to ensure the policy direction provided through public participation, as well as the direction from Vision 2040 and the countywide planning policies, are incorporated into the revised goals and policies.

Process issues will be addressed during the review of the development regulations after the goals and policies are revised.

## Action Words

Changes made to the goals and policies have real world impacts that take time to unfold. The city council should carefully consider the verbs used for each goal and policy. “Promoting” an idea such as green buildings implies a different level of action than “require”.

## Goal

The council should keep focused on the overall goal and the following guiding principles during the review process:

1. Update the comprehensive plan goals and policies to be consistent with the multi-county planning policies (MPP) and Snohomish County planning policies (CPP).
2. Lay the policy framework to review the future land use map and urban growth area in 2012 following the county’s buildable lands report

## Guiding Principals

1. Provide city staff with policy direction to amend goals and policies for review by small groups.
2. Keep goal and policy language simple and easy to understand. Use “plain” language. Mean what you say.
3. Split long phrases and sentences into separate single sentence statements for easier reading.
4. Eliminate unnecessary phrases in the goals and policies that belong in the city’s development regulations (e.g. “disallow or disapprove proposals that violate the original use intent...”)
5. Update goals and policies to reflect multi-county planning policies (MPP) and Vision 2040
6. Update goals and policies to reflect county-wide planning policies (CPP)
7. Update goals and policies to reflect citizen input and feedback.

## Summary Small Group Feedback (Attachment C)

1. Decommission the Industrial Park Master Plan.
2. Do only what is required. Reduce unnecessary regulations
3. Create new business centers. Additional town centers are valuable. Downtown should be one of the centers but not the only one.
4. Support mixed-use centers with caveats: retain views and focus commercial on US 2.

5. Ensure Sultan provides shopping and commercial services to surrounding rural areas.
6. Provide incentives for preserving historic buildings, view corridors and other scenic assets. Don't mandate preservation.
7. Basic design standards should be a part of the development code. Involve the business community.

#### Planning Board Recommendations (Attachment D)

1. Define "small town character" – what does "small town character" mean to the council and community?
2. Focus growth in limited number of designated "centers" at key intersections along US 2 such as Old Owen Road, 5<sup>th</sup> Street and Rice Road.
3. Encourage a mix of commercial, office and residential land uses to locate in centers.
4. Locate parks, civic and public places with or adjacent to centers.
5. Plan to connect neighborhoods to each other and the commercial centers so people can walk and bike around the community.
6. Protect industrial lands from encroachment by other land uses.
7. Limit conflicts such as light, noise, and traffic between commercial, industrial, retail and residential uses.
8. Focus commerce to support the surrounding rural areas in Sultan.
9. Encourage high-density development to relocate outside the floodplain
10. Move away from the strict requirements to phase growth and utility extension outlined in the 2004 Plan.
11. Support annexation proposals where the city can eventually provide efficient and effective urban levels of public services.
12. Adopt policies to site essential public facilities as required by GMA.
13. Work with property owners to establish standards to organize Sultan's centers into a cohesive pleasing identity.

#### Staff Recommended Changes to the Planning Board

1. List criteria for annexations under LU 3.8
2. Add policies for siting essential public facilities (required by state law)<sup>1</sup>

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<sup>1</sup> **RCW 36.70A.200 Siting of essential public facilities — Limitation on liability.** (1) The comprehensive plan of each county and city that is planning under RCW <sup>36.70A.040</sup> shall include a process for identifying and siting essential public facilities. Essential public facilities include those facilities that are typically difficult to site, such as airports, state

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## **DISCUSSION OF THE LAND USE ELEMENT:**

### Purpose of the Land Use Element

A Land Use Element is one of six mandatory elements required by the Growth Management Act <sup>2</sup>:

The Growth Management Act requires that population, employment and land use be planned together through the Year 2030; and that the Comprehensive Plan and City Code be coordinated to accomplish those targets in a coordinated fashion.

The Land Use section of the Comprehensive Plan establishes the framework for the City's future land use development. It presents the community's policy for growth through 2030. It deals directly with how citizens will be able to use their land and therefore is among the most sensitive topics of government regulation. Most important to this Plan update, it shows where development will occur as a basis for a Capital Facilities Plan. It considers the general location, intensity and density of land uses so that traffic, drainage, community services, utilities, etc. can be properly planned for.

### Vision 2040 Land Use Goal

The region will focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character. Centers will continue to be the focus of development. Rural and natural resource lands will continue to be permanent and vital parts of the region.

### Required Land Use Element Components (WAC 365-196-405)

1. Consideration of urban planning approaches that increase physical activity.
2. Provisions for the protection of the quality and quantity of groundwater used for public water supplies.
3. Policies to designate and protect critical areas.
4. Policies for co-locating public facilities such as schools, parks, libraries, community centers, and athletic centers within walking or cycling distance of users.
5. Policies supporting linear parks and shared use paths supporting bike and pedestrian travel.
6. Policies supporting all types of travel (multi-modal) to achieving transportation concurrency.

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education facilities and state or regional transportation facilities as defined in RCW <sup>47.06.140</sup>, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW <sup>71.09.020</sup>.

<sup>2</sup> RCW 36.70A.070(1)

7. Essential public facilities siting process.
8. Process to ensure that proposed regulatory or administrative actions don't result in an unconstitutional taking of private land.

### Organization of the Land Use Element

Under Vision 2040, the Sultan land use element has been reorganized into nine topic headings consistent with the multi-county planning policies.

Three topic headings – centers; built environment and health; and innovative techniques are new to Sultan's land use element. The new topic headings are consistent with organization and emphasis adopted in Vision 2040.

1. Urban Lands
2. Regional Coordination and Cooperation
- 3. Centers (new for Sultan)**
4. Cities in Rural Areas
5. Elements of Orderly Development and Design
- 6. Built Environment and Health (new for Sultan)**
- 7. Innovative Techniques (new for Sultan)**
8. Incompatible Land Uses
9. Concurrency (covered under capital facilities section)

### **FISCAL IMPACT:**

This is a planning level activity. The fiscal impact of land use goals and policies will be determined during the technical analysis of the goals and policies later in 2010. However, the planning board should keep in mind the connection between land use, housing, transportation and capital facilities costs.

One of the primary components of Vision 2040 is to focus future development in "centers". Decisions to create new "centers" in Sultan as recommended by the small group come with a cost. The city will need to provide water, sewer, stormwater and roads to new commercial areas within the city.

Typically, the cost to redevelop an existing area is lower than new development because the services are already in place. The cost of providing services is translated into developer paid impact fees and infrastructure improvements. Impact fees are in turn folded into the cost of new housing and commercial development.

**RECOMMENDED ACTION:**

Review the proposed goal and policy changes to the land use element of the 2004 comprehensive plan and provide direction to staff.

**ATTACHMENTS:**

- A – How to Review the Proposed Changes to the Goals and Policies
- B - 2008 Revised Comprehensive Plan – Land Use Element
- C - Land Use Element Policy Responses from Small Group Meeting
- D – Planning Board Recommended Changes to the Land Use Goals and Policies by “Topic”
- E - Planning Board Recommend Changes “clean” copy without mark-ups.

## ATTACHMENT A

### How to Review Proposed Changes to the Goals and Policies

**Step 1.** Review the Land Use Element and goals and policies adopted in the 2008 Revised Comprehensive Plan (Attachment B).

**Step 2.** Review the comments received from the small group meeting on the Land Use Element (Attachment C).

**Step 3.** Review the planning board recommended changes (March 16, 2010) to the land use element (Attachment D). Staff anticipate this will be an iterative process. It should take the city council several meetings to work through the land use element. Revisions to the transportation Element and other chapters should go more quickly.

- **Topics.**
- **Numbering System.** The proposed land use policies have been numbered (e.g. LU=Land Use) following standard government practice to aid in referencing the goals and policies during the revision process.

Main goals have primary headings (e.g. LU-1). With supporting concepts given sub-numbers (e.g. LU-1.1)

- **Legislative Markup.** The Microsoft Word “track changes” function is used to identify staff proposed changes to the goals and policies.

**Newly added text is underlined. Deleted text is indicated by ~~striking through existing text~~.**

**The following demonstrates how proposed text changes are identified with corresponding multi-county planning policies.**

#### Topic 1. Urban Lands

Vision 2040 Goal: The region will promote the efficient use of land, prevent urbanization of rural and resource lands, and provide for the efficient delivery of services within the designated urban growth area.

#### Sultan 2040 Goal

*LU3 Goal: Create an effective land use management process to guide the city's population growth in a manner that maintains or improves Sultan's quality of life, environmental resources and unique character*

~~Establish a planning and review document and process~~ Adopt a Comprehensive Plan and development regulations that recognizes Sultan's needs, and ~~that~~ effectively coordinates development efforts.

**LU 3.1 Planning unit boundaries**

LU 3.1.1 Preserve the existing small town character of Sultan while accommodating the state's 20-year growth forecast for Sultan.

LU 3.1.2 Delineate ~~planning unit boundaries~~ different land uses using natural features, road or other physical improvements.

LU 3.1.3 Identify and resolve critical transition areas or points of conflict with adjacent properties or incompatible land uses, ~~to be resolved in neighborhood planning processes, and respected in future development reviews.~~

LU 3.1.4 Provide a compatible mix of residential and commercial land uses to:

1. Make it possible to safely walk or bike to work and shopping/
2. Reduce reliance on automobiles and reduce commuting time and distance
3. Reduce green house gas emissions

## 2.5 Land Use

A Land Use Element is one of six mandatory elements required by the Growth Management Act<sup>3</sup>:

*“ The City must adopt a ‘Land Use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. [It] shall include population densities, building intensities and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state...’ ”*

The Growth Management Act requires that population, economic development and land use be planned through a twenty-year planning horizon (2025 for Sultan); and that the Comprehensive Plan and City Code be coordinated to accomplish those targets in a coordinated fashion.

The Land Use section of the Comprehensive Plan establishes the framework for the City's future land use development. It presents the community's policy for growth through 2025. It deals directly with how citizens will be able to use their land and therefore is among the most sensitive topics of government regulation. Most important to this Plan update, it shows where development will occur as a basis for a Capital Facilities Plan. It considers the general location, intensity and density of land uses so that traffic, drainage, community services, utilities, etc. can be properly planned for.

Throughout the completed Comprehensive Plan there will be discussion of groundwater, drainage, flooding, stormwater run-off and other elements mandated for review by GMA. These, along with traffic, community services, etc. are all related to land use. So, while there may not be extensive discussion of these issues within the Land Use section itself, they are a prime consideration in developing the Land Use Map for the City.

### Land Uses to be Served

The Land Use Map is shown on Figure LU-1. Adopted as part of the 2004 Update, it shows how residential, business, industrial, open space and other land uses are to be encouraged through 2025. The amount of land dedicated to these various uses must be founded on an analysis of future housing and employment needs, must protect critical environmental elements and must be capable of accommodation within the adopted Urban Growth Area (UGA). These factors are summarized as follows:

### Population Growth

Table 1 shows the “planning assumption” used to develop the Land Use plan and to analyze infrastructure needs. The population will grow to 11,119 by the year 2025. For planning purposes it is assumed that by about Year 2020 the current UGA will have been annexed to the City, although actual timing can not be predicted.

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<sup>3</sup> RCW 36.70A.070(1)

### Population Density

The total area within the Urban Growth Area is 2,304 acres, with 1,971 acres designated for residential uses. In 2006, the UGA had a population of 4,785 persons<sup>4</sup>, This would amount to a gross population density of about 2.4 persons per acre or 1,550 person per square mile. With allowance for critical areas, in 2006 there were approximately 252 acres of developable land that was actually being used for residential development. This would produce a net current density of about 19 persons per acre (6.8 dwelling units per acre).

### Housing Stock

A total housing demand for 4,464 housing units is indicated for 2025, an increase of 2,725 units over that existing in 2007. It is in the City's interest to maintain an overall density above GMA guidelines of 4.0 dwelling units per acre. With about 2.78 persons per occupied household, the 2006 net density was about 6.8 units per acre. With a population forecast of 11,119 in 2025, this would require approximately 355 acres of vacant, developable land. There are currently 529 acres in the inventory (Table LU-3, Page 54).

According to the 2007 Buildable Lands Report (BLR)<sup>5</sup>, the City of Sultan has sufficient buildable land to accommodate 1,966 additional single family units and 759 Multiple Family units by 2025. In the Low to Moderate Density (LMD) designation there is additional capacity for 469 single family units. In the Moderate Density (MD) designation there is additional capacity of 119 single family units and 8 Multiple Family units. In the High Density (HD) designation there is additional capacity for 149 single family units and 43 Multiple Family units. In the Highway Oriented Development (HOD) designation, residential units are not currently allowed according to the Sultan Municipal Code.

### Housing Density

Historical trends in the density of development help to explain how Sultan has developed in the past as an indicator of how it will develop in the future. Table LU-1, taken from the County's 2007 Buildable Lands Report, describes how new development densities occurred in Sultan between 1995 and 2005.

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<sup>4</sup> See Table 1, Planning Assumptions

<sup>5</sup> See Table 8, Appendix B

**Table LU-1: Density of Recent Housing Developments 1995-2005**

Zone		Buildable Acres Developed	Residential Dwelling Units	Density Units/Acre
Low to Moderate Density (LMD)	Single Family Units	24.69	69	2.79
Moderate Density (MD)	Single Family Units	60.30	264	4.38
	Multi-Family Units	2.13	24	11.3
	Total	62.43	288	4.61
High Density (HD)	Single Family Units	14.42	76	5.27
	Multi-Family Units	15.34	161	10.5
	Total	29.76	237	7.96

Sultan's expected population will require a diverse range of housing. The types and density of housing are crucial elements of this Plan. The City must be ready to accommodate the

Source: Table 3, Appendix B

types of housing needed and, depending on the type and density will dictate how much land is allocated to different land use zones. This distribution will, in turn, affect how capital facilities and services will be provided. The distribution shown in Table LU-1 reflects the City intention to provide sufficient land within different residential areas to achieve diversity and affordability.

**Employment Growth and Density**

As with housing, a measure for employment density (i.e. jobs per acre) helps to determine how much land will be needed to develop Sultan's target employment base of 2,000 jobs in 2025. Table LU-2 illustrates the development history between 1995 and 2005 within the commercial zones in Sultan. It provides a snapshot of current employment densities in newly developing areas.

**Table LU-2: Commercial Land Development Density 1995-2005**

Zone	Developed Acres	New Employment	Employees per Developed Acre
Urban Center	0.37	9	23.90
Economic Development	6.23	92	14.77
Hwy Oriented Development-New	4.71	31	6.68
Hwy Oriented Development-Infill	4.06	43	10.61
Total	15.37	175	11.4

Source: Table 9, Appendix B and Buildable Lands Report, 2007

### Commercial Floor Area Potential

The intensity of commercial development allowed by City planning policy and regulations will determine the City's ability to accommodate its projected growth of 1,000 jobs between now and 2025. Development intensity is typically defined as a "floor area ratio" or FAR, which measures the total floor area of a building as a percentage of the total land area. Where 30,000 square feet of building space occurs on 10,000 square feet of land, the FAR equals 3.0. A three story building occupying 100% of a parcel would have a FAR of 3.0; as would a six story building occupying half the parcel.

City of Sultan development standards are fairly common. Commercial buildings are allowed to occupy an unlimited portion of a parcel, provided off-street parking and some perimeter buffers are installed. Off-street parking requirements for Sultan businesses are also fairly typical (SMC 16.60.140).

A rule of thumb is that in these typical situations, approximately 25% of the surface land area can be used for actual building area. This Plan assumes that most commercial structures in Sultan will be built to no more than two stories, a FAR of 0.5.

### Commercial/Industrial Land Area Need

To determine the amount of acreage necessary to accommodate the projected growth of 1,000 employees by 2025, it was assumed that approximately 1,000 square feet of building area is required for each employee. This is an average of the 500 square feet use for retail uses and 1,500 square feet applied to industrial uses.

The resulting assumption of 1 million square feet of commercial/industrial land area, with a FAR ration of 0.5, calls for 2 million square feet of land area or 45 acres of land.

### Land Area Available for Growth

As part of the 2008 revision, the City re-analyzed the current amount of vacant and buildable lands to ensure that the population and employment targets can be met with the Land Use Map designations as proposed. Table LU-3 shows how the vacant and developable land is distributed among the various land use districts around the community. The amount of available land was determined by combining the analysis of existing land use, critical area and vacant land. (Figure 4A, Page 40).

The distribution of acreage on Table LU-3 by Traffic Analysis Zone assures consistency between growth forecasts and the land use distribution used in determining road, sewer and other infrastructure needs. Figure 2 (Page 25) shows the distribution of new residences and jobs through 2025.

With approximately 530 acres available for an additional 2,700 dwelling units and 114 acres available for another 1,000 jobs, the City has sufficient land to meet its needs. Provided the infrastructure is developed to serve these land uses (see Section 3.4), the Urban Growth Area is of a satisfactory size to accommodate Year 2025 growth.

Figure LU-1 reflects the balance of all these elements. It is the official Land Use Map of the City upon which future development decisions will be based.

**Table LU-3: Buildable and Vacant Acreage Sultan UGA**

Traffic Analysis Zone	Available or Developable Acreage						Total Residential	Total Commercial	
	Residential			Commercial					
	LMD	MD	HD	HO	UC	ED			
1		11.25		7.76			11.25	7.76	
2	4.5	15.3					19.8		
3		16.5	20.63		1.68		37.13	1.68	
4		21.6	4.5				26.1		
5	8.8	11.85					20.65		
6	17.4						17.4		
7	61						61		
8	57.6						57.6		
9	30						30		
10	9.35	-5					4.35		
11	8	2.5	39.65	4.77	0.9		50.15	5.67	
12		1.5					1.5		
13				6		13.5		19.5	
14		54.4				6.3	54.4	6.3	
15	31.45						31.45		
16	20						20		
19	57.6						57.6		
20	2						2		
21		26.4		10.35		6.5	26.4	16.85	
22				16				16	
23				39.9				39.9	
<b>TOTAL</b>	<b>307.7</b>	<b>156.3</b>	<b>64.77</b>	<b>84.78</b>	<b>2.58</b>	<b>26.3</b>	<b>528.77</b>	<b>113.66</b>	
Residential Land Uses LMD: Low to Moderate Density MD: Moderate Density HD: High Density				Commercial Land Uses HO: Highway Oriented UC: Urban Commercial ED: Economic Development					

## Goals and Policies

The following goals and policies are based on an analysis of existing land use conditions and the results of workshop planning sessions.

### **LU 1 Goal: Manage growth potentials**

Maintain a realistic balance between the land's capable, suitable potentials and Sultan's ability to provide urban services.

#### **LU 1.1 Capable areas**

Allocate urban development onto lands that are capable of supporting urban uses and/or that pose fewest environmental risks. To the extent necessary, locate urban uses away from lands or soils that have severe environmental hazards – such as the Sultan and Skykomish Rivers floodways.

#### **LU 1.2 Suitable areas**

Allocate urban development onto lands that are suitable for urban use and/or that have the least social value in an undeveloped state. To the extent necessary, locate urban uses away from sites that have significant archaeological, historical, cultural or special social significance.

#### **LU1.3 Serviceable areas**

Allocate urban uses onto capable, suitable lands that Sultan can provide sewer, water, storm, and other basic urban utilities. Delineate boundaries between areas that will always be rural and transition or reserve areas that may be included within the future expansion of the Sultan urban area – such as the lands north along Sultan Basin Road.

### **LU 2 Goal: Create identity**

Define a pattern of urban development that is recognizable, provides an identity, and reflects Sultan values and opportunities.

#### **LU 2.1 Urban form**

Create a recognizable urban pattern that distinguishes between urban and rural, and establishes a harmonious relationship with the natural and man-made environment. Protect area differences in architecture, physical and social composition, visual character, and other features that make each part of the Sultan urban form unique and valuable – such as downtown Sultan.

### **LU 3. Goal: Create an effective land use management process**

Establish a planning and review document and process that recognizes Sultan's needs, and that effectively coordinates development efforts.

#### **LU 3.1 Planning unit boundaries**

Delineate planning unit boundaries using natural features, road or other physical improvements. Identify critical transition areas or points of conflict with adjacent properties or incompatible land uses, to be resolved in neighborhood planning processes, and respected in future development reviews.

#### **LU 3.2 Institutional master planning**

Establish an institutional planning review of land uses that may be conditionally allowed within residential areas including schools, churches, home occupations, incubator businesses, clubs and similar activities. Review proposed expansion plans including height, mass, traffic, noise,

## Attachment B 2008 Revised Comprehensive Plan

and other characteristics for residential neighborhood compatibility. Disallow or disapprove proposals that violate the original conditional use intent, that do not fit the scale of the neighborhood, and that will do harm to the residential integrity of the area.

### **LU 3.3 Official land use plan**

Maintain a coded map overlay designating the preferred future developed state of the Sultan corporate limits and urban growth area. Define proposed categories of land use. Coordinate all implementing ordinances, programs, proposals and projects to conformance with the intentions of this official land use plan. Periodically update the plan to reflect changes, opportunities and desires.

### **LU 3.4 Performance based zoning ordinance**

Consider amending the zoning ordinance to utilize performance rather than dimensional standards. Define density based on the land's capable or environmentally suitable acreage rather than on the land's gross size or unqualified characteristics.

### **LU 3.5 Environmental zoning designation**

Consider amending the zoning ordinance to include an environmental zoning designation for sensitive lands and soils that should not be developed for urban use. Base the new environmental zone on performance standards that will allow uses that will not cause hazard or risk conditions. Include the buffer and transitional protections that are now defined in the Sultan, Snohomish County, and Washington State Office of Community Development critical areas ordinances in accordance with the requirements of the Washington State Growth Management Act.

### **LU 3.6 Clustering and planned unit development provisions**

Amend the zoning ordinance to allow clustering and planned unit residential developments where the objective is to allow for a variety of housing products, create common open space and/or conserve significant social characteristics of the land - like wooded areas and scenic views.

### **Lu 3.7 Rural/Urban Transition Area (RUTA)**

Jointly create a Rural/Urban Transition Area (RUTA) with Snohomish County to preserve the existing, undeveloped character of the lands adjacent and north of the urban growth area. The purpose of the Rural/Urban Transition Area will be to prevent properties from being subdivided or otherwise altered into a use or pattern that:

- **could not be developed for additional urban uses** - should there ever be a need, and that
- **would detract** - from the rural, agricultural character and productivity of existing activities.

### **LU3.8 Interlocal agreements with Snohomish County**

Enter into an interlocal agreement with Snohomish County to jointly agree upon and coordinate the:

- **the proposed boundaries** - of the Sultan urban growth area, and
- **suitable zoning protection** - of the lands within the proposed urban/rural transition area.

**2011 COMPREHENSIVE PLAN UPDATE  
CITIZEN INVOLVEMENT TOPIC GROUP MEETING  
OCTOBER 27, 2009**

This is a summary of the comments received at the first of the four scheduled initial topic group meetings. The purpose of the meetings is to introduce interested citizens to the update process and to the various standards that the City must meet for this update and to explain and gather input on the options related to those standards. Based on the input received, staff will review policies of the existing Comprehensive Plan and construct draft revised policies. These will be brought back to the work group for feedback before moving on in the update process.

At the October 27<sup>th</sup> meeting, the **Land Use Element** was reviewed by the whole group. The questions brought to the group are listed below with the responses and options recorded during the meeting.

**Question 1: Should the city de-commission (un-adopt) the Industrial Park Master Plan and use existing regulations to manage growth and development in the area north of US 2 between Sultan Basin Road and Rice Road?**

Responses: Do only what is required. Reduce unnecessary regulations. Take out the additional master plan. It cost (our business) a lot of additional money when we expanded.

Consensus: De-commission Industrial Park Master Plan and include appropriate/necessary development standards in zoning code.

**Question 2: Should the city continue to focus on the historic business district as the primary town center or should additional town center areas be developed at the east and/or west ends of Sultan on US 2?**

Responses: New centers are a good way to go. West-end center would provide better access/connect with Monroe. East-end center will provide local service and capture upper-valley market. We need to do whatever we can to capture HWY-2 traffic for commercial visits.

Consensus: Additional town centers are valuable. Downtown should be one of the centers, but not the only one.

**Question 3: Should the city add policies to encourage mixed-use development (different housing types with retail stores), multi-story structures, transit and pedestrian oriented design?**

Responses: Neighborhood convenience stores would be good for quick access and reducing traffic. Don't want mixed use to build high and block views and values of others who will want to build higher. Will cost community for fire service vehicles if go too high. Mixed use as in Mill Creek with condos and boutiques probably won't work here. Mixed use good to provide lower cost housing. Commercial needs to be along HWY-2 with houses behind.

Consensus: No consensus was reached on this question. Staff will return with additional information.

**Question 4: Should Sultan become the place to provide services (commercial, retail, medical, (not utility services)) to rural populations in unincorporated Snohomish County?**

Responses: This would increase the tax base. We need to grow retail. It can only help.

Consensus: The community should invest in becoming a service center for the upper valley area.

**Question 5: Should the city protect view corridors and scenic assets such as barns, sheds, fences and other features that provide unique landmarks in the natural landscape even if the property owner wants to eliminate the structure?**

Responses: This is not necessary, so don't do it. It would be good to allow people to be recognized for their effort to do this, but it should not be required. Can we provide some incentives for people to preserve historic buildings? There are buildings in town that are important and should be preserved. The old-town feel is what made me want to locate here, it should not be ignored.

Consensus: Assistance and incentives should be explored, but laws requiring historic preservation and views should not be enacted.

**Question 6: Should the city establish and enforce downtown design standards even if it increases the cost of opening a new business or storefront in Sultan?**

Responses: The look of downtown is important. People won't stop to shop if it doesn't look good. People drive through on HWY-2 and see empty and unkempt buildings and messy property and just keep driving. Downtown needs to invest in a theme. We should work to organize business owners to work together.

Consensus: Basic design standards should be part of the code. The business community needs to get involved.

## **Attachment D**

### **Changes to the Land Use Goals and Policies by “Topic” Mark-Up Version**

#### **Purpose**

A Land Use Element is one of six mandatory elements required by the Growth Management Act<sup>6</sup>:

The Growth Management Act requires that population, employment and land use be planned together through the Year 2040; and that the Comprehensive Plan and City Code be coordinated to accomplish those targets in a coordinated fashion.

The Land Use section of the Comprehensive Plan establishes the framework for the City’s future land use development. It presents the community’s policy for growth through 2040. It deals directly with how citizens will be able to use their land and therefore is among the most sensitive topics of government regulation. Most important to this Plan update, it shows where development will occur as a basis for a Capital Facilities Plan. It considers the general location, intensity and density of land uses so that traffic, drainage, community services, utilities, etc. can be properly planned for.

#### **Vision 2040 Land Use Goal**

The region will focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character. Centers will continue to be the focus of development. Rural and natural resource lands will continue to be permanent and vital parts of the region.

#### **Organization**

Under Vision 2040, the Land Use section is divided into nine topic headings:

1. Urban Lands
2. Regional Coordination and Cooperation
- 3. Centers (new for Sultan)**
4. Cities in Rural Areas
5. Elements of Orderly Development and Design
- 6. Built Environment and Health (new for Sultan)**
- 7. Innovative Techniques (new for Sultan)**
8. Incompatible Land Uses
9. Concurrency (covered under capital facilities section)

#### **Insert discussion of Sultan’s pre-European history**

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6 RCW 36.70A.070(1)

## Topic 1. Urban Lands

**Vision 2040 Goal:** The region will promote the efficient use of land, prevent urbanization of rural and resource lands, and provide for the efficient delivery of services within the designated urban growth area.

### Sultan 2040 Goal

*LU3 Goal: Create an effective land use management process to guide the city's population growth in a manner that maintains or improves Sultan's quality of life, environmental resources and unique character (note – delete per PB 02-02-10)*

~~Establish a planning and review document and process~~ Adopt a Comprehensive Plan and development regulations that recognizes Sultan's needs; and ~~that~~ effectively coordinates development efforts.

### LU 3.1 Planning unit boundaries

LU 3.1.1 Preserve the existing small town character of Sultan while accommodating the state's 20-year growth forecast for Sultan. (note: come back and define "small town" per PB 02-02-10)

LU 3.1.2 Delineate ~~planning unit boundaries~~ different land uses using natural features, road or other physical improvements.

LU 3.1.3 Identify and resolve critical transition areas or points of conflict with adjacent properties or incompatible land uses, ~~to be resolved in neighborhood planning processes, and respected in future development reviews.~~

LU 3.1.4 Provide a compatible mix of residential and commercial land uses to make it possible to safely walk or bike to work and shopping; to ~~Reduce~~ reliance on automobiles and to ~~reduce commuting time and distance~~ Reduce green house gas emissions (Per PB 02-02-10)

### LU 3.2 Institutional master planning

Editor's note: not sure the purpose of this policy. Discuss deleting or rewrite in plain language.

~~Establish an institutional planning review of~~ Review land uses ~~that may be conditionally allowed within residential areas including schools, churches, home occupations, incubator businesses, clubs and similar activities to limit conflicts between residential and commercial uses.~~ Review proposed expansion plans including height, mass, traffic, noise, and other characteristics for residential neighborhood compatibility. ~~Disallow or disapprove proposals that violate the original conditional use intent, that do not fit the scale of the neighborhood, and that will do harm to the residential integrity of the area. (Per PB 02-02-2010)~~

**LU 3.3 Official land use plan**

~~Maintain a coded map overlay designating the preferred future developed state of the Sultan corporate limits and urban growth area. Editor's note: This is the existing comprehensive plan and future land use map.~~

LU 3.3.1 Define proposed categories of land use. Coordinate all implementing ordinances, programs, proposals and projects ~~to~~ in conformance with the intentions of ~~this official land use plan~~ the Comprehensive Plan.

LU 3.3.2 Encourage future development in areas: (MPP DP-2) (Note – need to define “encourage”)

1. ~~With the capacity to absorb development (i.e. areas with vacant or underdeveloped land and available utility, street, park and school capacity, or where such facilities can be effectively provided), and Where adopted level of service exists or can be provided; and~~
2. ~~Where adverse environmental impacts can be minimized; and~~
3. ~~Where such development will enhance the area's vitality.~~

**(Per PB 02-02-2010)**

LU 3.3.3 Provide an adequate supply of land zoned for housing to support 20-year population allocations as required by Snohomish County Planning Policies.

LU 3.3.4 Provide an adequate supply of land zoned for employment to support 20-year employment allocations as required by the Snohomish County Planning Policies.

LU 3.3.5 Improve the fiscal condition of the City. Ensure fiscally sustainable City, in part, by providing adequate land for uses that generate tax revenue for the City.

LU 3.3.6 Periodically update the comprehensive plan to reflect changes, opportunities and desires.

**LU 3.4 Performance based zoning ordinance**

~~Consider amending the zoning ordinance to utilize performance rather than dimensional standards. Editor's Note: higher level of administrative process required. Not necessary for small towns.~~

LU 3.4.1 Define density based on the land's carrying capacity ~~capable or environmentally suitable acreage rather than on the land's gross size or unqualified characteristics.~~

LU 3.4.2 ~~Ensure~~ Construct zoning regulations governing zoning to provide incentives that are used appropriately to further the goals and policies of the Comprehensive Plan.

**(Per PB 02-02-2010. Note – define “carrying capacity”)**

### LU 3.5 Environmental zoning designation

Editor's note: Consider deleting. Unnecessary level of regulation. Covered by critical areas and shoreline regulations.

~~Consider amending the zoning ordinance to include an environmental zoning designation for sensitive lands and soils that should not be developed for urban use. Base the new environmental zone on performance standards that will allow uses that will not cause hazard or risk conditions. Include the buffer and transitional protections that are now defined in the Sultan, Snohomish County, and Washington State Office of Community Development critical areas ordinances in accordance with the requirements of the Washington State Growth Management Act.~~

### LU 3.6 Clustering and planned unit development provisions (MPP DP-14)

~~Amend the zoning ordinance to a~~Allow clustering within ~~and planned unit~~ residential developments ~~where the objective is to~~

1. allow forEncourage a variety of housing ~~product~~types,
2. eCreate common open space ~~and/or~~
3. eConserve significant ~~social~~ characteristics of the land - like wooded areas and scenic views. (Per PB 02-02-2010)
4. Reduce reliance on automobiles
5. Make area transit service more viable

### Note – starting with Topic 2 February 16, 2010

#### Topic 2. Regional Coordination and Cooperation

**Vision 2040 Goal:** The region, countywide planning bodies, and local jurisdictions will work together to set populations and employment growth targets consistent with the regional vision

#### Sultan 2040 Goal

### LU 3.7 Rural/Urban Transition Area (RUTA)

LU 3.7.1 Coordinate with adjacent jurisdictions to ensure compatible land uses in areas along contiguous boundaries. (MPP DP 18-19)

LU 3.7.2 Identify steps to limit development in resource areas (MPP DP 29-32)

LU 3.7.3 Jointly create a Rural/Urban Transition Area (RUTA) with Snohomish County to preserve the existing, undeveloped character of the lands adjacent and north of the urban growth area.

LU 3.7.4 The purpose of the Rural/Urban Transition Area will be to prevent properties from being subdivided or otherwise altered into a use or pattern that:

- could not be developed for additional urban uses - should there ever be a need, and that
- would detract - from the rural, agricultural character and productivity of existing activities.

### LU 3.8 Interlocal agreements with Snohomish County

LU 3.8.1 Phase annexations in accordance with efficient provision of necessary services. Support annexation proposals that meet the following criteria:

#### Editor's Note: Add criteria for annexations 11-24-09

- a. The annexation achieves the growth, ~~social~~ and economic needs and goals for the city as set forth in the comprehensive plan; (Remove "social" per PB 02-16-10)
- b. The city can eventually provide effective and efficient urban levels of public services;
- c. The city has an adopted land use plan for the annexation area;
- d. Residential areas can achieve urban densities unless **wetlands, critical areas or other** environmental constraints preclude these densities, **Editor's Note: The planning board requested staff simplify this statement. The idea is to allow annexations of residential properties that won't meet urban densities because the land is constrained by wetlands and/or critical areas. This is a concern for Sultan since the annexation area is impacted by wetlands and other critical areas. Staff recommends adding "wetlands, critical areas or other" per PB 02-16-10**

LU 3.8.2 Enter into an interlocal agreement with Snohomish County to jointly agree upon and coordinate the:

- the proposed boundaries - of the Sultan urban growth area, and
- suitable zoning protection - of the lands within the proposed urban/rural transition area.

LU 3.8.3 Continue to participate in the activities of regional entities as deemed appropriate, such as the US 2 Safety Coalition, Snohomish County Tomorrow and Snohomish County Cities and Towns.

Editor's Note: Add policies for siting essential public facilities consistent with WAC 365-196-550.

### LU 3.9 Essential Public Facilities

LU 3.9.1 Define essential public facilities consistent with the Growth Management Act.

LU 3.9.1 Site essential public facilities consistent with the Growth Management Act, Snohomish County Comprehensive Plan and the Countywide Planning Policies.

LU 3.9.2 Cooperate with Snohomish County and neighboring cities to share essential public facilities and increase efficiencies of operation.

~~LU 3.9.3 Do not unduly impact any ethnic, cultural or class group by essential public facility siting or expansion.~~ **Editor's note: The planning board struggled with this statement. Staff reviewed WAC 365-196-550. There is no requirement to consider the social impacts on any particular group of citizens when evaluating a request to site an essential public facility. Staff recommend deleting LU 3.9.3 (PB 02-16-2010)**

LU 3.9.4 Determine a facility to be an essential public facility if it has one or more of the following characteristics:

- a. The facility meets the Growth Management Act definition of an essential public facility;
- b. The facility is on a state, county or local community list of essential public facilities;
- c. The facility serves a significant portion of the County or metropolitan region or is part of a Countywide service system;
- d. The facility is difficult to site or expand.

LU 3.9.5 Siting proposed new or expansions to existing essential public facilities shall consist of the following:

- a. An inventory of similar existing essential public facilities, including their locations and capacities;
- b. A forecast of the future needs for the essential public facility;
- c. An analysis of the potential social and economic impacts and benefits to jurisdictions receiving or surrounding the facilities;
- d. An analysis of the proposal's consistency with County and City policies;
- e. An analysis of alternatives to the facility, including decentralization, conservation, demand management and other strategies;
- f. An analysis of alternative sites based on siting criteria developed through an interjurisdictional process;
- g. An analysis of environmental impacts and mitigation;
- h. Extensive public involvement.

**Note: Starting with Topic 3 March 2, 2010****Topic 3. Centers**

**Vision 2040 Goal:** The region will direct growth and development to a limited number of designated regional growth centers.

**Sultan 2040 Goal**

Editor's Note: Centers are a new concept in Vision 2040. Proposed goals and policies under LU-4 are new to Sultan's Comprehensive Plan.

*LU-4 Goal: Establish land use patterns that encourage one or more central places as locations for more compact, mixed-use development. (MPP DP-11)*

LU 4.1 Create vibrant compact centers that are inviting places to work, shop, live and ~~socialize meet together~~ to interact (PB 03-02-10 and 3-16-10)

LU 4.2 Encourage a mix of commercial, office and residential land uses to locate in centers.

LU4.3 Locate centers of retail, commercial, and residential uses nearest highway access and major streets and away from flood prone and critical areas.

LU 4.4 Locate centers where water, sewer, and other utility services are available or planned for.

LU4.5 Encourage mixed-use development that balances residential and business uses with commercial areas.

LU 4.6 Ensure that development in centers is compatible with surrounding residential and commercial neighborhoods.

LU 4.7 Require ~~bike and pedestrian paths non-motorized transportation facilities~~ throughout centers to promote pedestrian activity and ease of access to and from housing and retail areas.

LU 4.8 Where feasible and desirable, incorporate transit amenities into the design of commercial and residential development.

LU 4.9 Encourage uses that will ~~generate community not just commerce support day and evening activities~~ for all ages. (PB 03-02-10)

LU 4.10 Encourage linkage of paths and trails from neighborhoods to centers

LU 4.11 Identify and create opportunities to develop parks, civic places and public spaces, especially in or adjacent to centers.

**Vision 2040 Goal:** The region will continue to maintain and support viable regional manufacturing/industrial centers to accommodate manufacturing, industrial, or advanced technology uses.

### **Sultan 2040 Goal**

Editor's Note: Proposed goals and policies under LU-5 are new to Sultan's Comprehensive Plan. On October 27, 2009 small group participants emphasized maintaining and enhancing Sultan's commitment to encouraging industrial uses which provide family wage jobs.

*LU 5 Goal: Provide active and diverse industrial centers that promote economic growth, provide family wage jobs and meet the 20-year employment growth targets set by Snohomish County Planning Policies.*

*LU 5.1 Limit non-industrial use of industrial lands to uses which are complementary to industrial activities.*

*LU 5.2 Protect industrial lands from encroachment by other land uses, which would reduce the present and future economic vitality of industrial lands.(PB 03-02-10)*

*LU 5.3 Develop industrial lands so as to minimize impacts on surrounding land uses, especially residential land uses.*

*LU 5.4 Establish new or additional industrial development where utilities are available or planned for and have convenient access to existing or planned highways or major streets.*

### **Topic 4. Cities in Rural Areas**

**Vision 2040 Goal:** There are a number of freestanding incorporated cities surrounded by rural lands throughout the region (e.g. Sultan). Under the Growth Management Act, these cities are part of the urban growth area. Cities in rural areas should also be the focal points of rural based industries and commerce. Schools and other institutions and facilities serving rural populations should be sited in rural cities. Commerce should cluster in the town center(s), which should be walkable and compact.

### **Sultan 2040 Goal**

#### **LU-1 Goal: Manage growth potentials**

Maintain a realistic balance between the land's ~~capable, suitable potentials and capability and~~ Sultan's ability to provide urban services.

#### **LU 1.1 Capable areas**

Allocate urban development onto lands that are capable of supporting urban uses and/or that pose fewest environmental risks.

To the extent necessary, locate urban uses away from lands or soils that have severe environmental hazards – such as the Sultan and Skykomish Rivers floodways.

**LU 1.2 Suitable areas**

Allocate urban development onto lands that are suitable for urban use and/or that have the least social value in an undeveloped state.

To the extent necessary, locate urban uses away from sites that have significant archaeological, historical, cultural or special social significance.

**LU 1.3 Serviceable areas**

Allocate urban uses onto capable, suitable lands that Sultan can provide sewer, water, storm, and other basic urban utilities.

Delineate boundaries between areas that will always be rural and transition or reserve areas that may be included within the future expansion of the Sultan urban area – such as the lands north along Sultan Basin Road.

**LU 2 Goal: Create identity**

Define a pattern of urban development that is recognizable, provides an identity, and reflects Sultan small town character, values and opportunities.

**LU 2.1 Urban form**

Create a recognizable urban pattern that distinguishes between urban and rural, and establishes a harmonious relationship with the natural and man-made environment.

Protect area differences in architecture, physical and social composition, visual character, and other features that make each part of the Sultan urban form unique and valuable – such as downtown Sultan.

LU 2.2 Encourage ~~Sultan to develop~~ the development of Sultan as the focal points- of rural based industries and commerce. Schools and other institutions and facilities serving rural populations should be sited in Sultan. (remove “s” from points – PB 03-02-10 reword 03-16-10)

**Unincorporated Urban Growth Areas**

**Vision 2040 Goal:** All unincorporated lands within the urban growth area will either annex into existing cities or incorporate as new cities.

**Sultan 2040 Goal**

SEE LU 3.7 and LU 3.8

**Topic 5. ELEMENTS OF ORDERLY DEVELOPMENT AND DESIGN****Regional Design**

**Vision 2040 Goal:** The region will use design to share-shape the physical environment in order to create more livable communities, better integrate land use and transportation systems, and improve efforts to restore the environment.

**Sultan 2040 Goal****DP-1 Goal: Protect valuable features of the manmade environment**

Blend new land uses with the features and characteristics that have come to be valued from past developments of Sultan's manmade environment. ~~Enforce exacting performance standards governing possible land use developments on lands or sites, or possible conversions of existing buildings or sites that have unique social value. Use standards that guarantee into perpetuity the set-asides or protection methods that are selected to further the intent of this goal.~~

**DP 1.1 Historical/cultural sites**

Protect lands, buildings or other site features that are unique archaeological sites, historic areas, publicly designated landmark districts or buildings.

Develop an historical plaque system identifying sites and buildings of interest in Sultan – particularly within the downtown ~~district~~area. ([PB 03-02-10](#))

~~Consider establishing special tax incentives or other financial assistance to help with historical building restoration and exhibition costs.~~ ([PB 03-02-10](#))

**DP 1.2 Special social or visual interest**

~~Enforce exacting performance standards governing possible land use development or possible alteration of existing building or sites that have socially valued, interesting or unique facilities or characteristics, including visual values. Identify acceptable adaptive reuse concepts and design and/or financial incentives that can be used to help with building or site modification costs – particularly within the downtown and floodway zones.~~ ([PB 03-02-10](#))

Create a program that allows architecturally pleasing, older buildings to be relocated to other, more compatible sites when the structures ~~cannot be accommodated at~~[need to be relocated from](#) present locations. ([PB 03-16-10](#))

**DP 1.3 Scenic assets**

~~Encourage protection of~~ [Protect](#) lands, natural features or related activities ~~including agricultural structures like barns, sheds, fences, and other features~~ that provide unique landmarks in the natural landscape. [Encourage protection of](#) ~~Protect~~ lands or sites that have unique views or vistas of natural landforms and landmarks, particularly of the Wallace, Sultan, and Skykomish Rivers, and Cascade Mountains. ([PB 03-02-10](#))

**DP 1.4 View corridors**

~~Enforce exacting performance standards governing possible alterations~~ [Encourage retention](#) of existing buildings or sites that provide unique or special landmarks, horizon references, or other interesting visual values. ~~Enforce exacting performance standards governing possible land use development of lands or sites that have natural views or vistas of interesting scenic assets or features.~~

**DP 1.5 Buffer corridors**

Maintain pleasing visual corridors along major roads to reflect natural beauty and a semi-rural atmosphere.

Provide landscape screens, earth berms, and other natural material or design buffers, particularly about urban commercial or industrial uses that front or are visible from adjacent residential areas or roads or U.S. 2.

### DP 1.6 Open spaces

Protect lands, sites or improvements that have been or may be held in trust or common for parks, conservancies, recreation, or other open space preserves within Sultan's developing area. ~~Enforce exacting performance standards governing possible alterations of existing sites that provide unique open or natural space buffers to more urban land use developments.~~ Preserve, where possible and desirable, the open or natural space features within potential future land use developments – especially along the shorelines, bluffs, and wetlands.

### DP 1.7 Institutional lands

Protect lands, sites or improvements that have been improved for cemeteries, ~~old farm,~~ or military fortifications or similar public or pioneering purposes. (03-02-10)

~~Enforce exacting performance standards governing possible~~ Ensure developments adjacent to sites that house schools and other institutional activities that may be sensitive to use intrusion ~~and that provide a special physical place within Sultan's developed area~~ are compatible with surrounding neighborhoods.

### DP 2 Goal: Create visual interest

Create local visual identities and interests, retain natural landscape features, and generally develop a quality urban environment.

#### DP 2.1 Visual identity

Create special identities for unique districts or places, particularly of the Sultan downtown business district.

Work with property owners to establish standards ~~coordinating informational and advertisement signing, street trees, landscape materials, streetscape furnishings, building materials or styles, even colors,~~ to create visual images that organize the disparate elements of ~~the special~~ Sultan's business district into a cohesive, pleasing identity. Editor's note: should we shorten this planning policy? (PB 03-02-10)

#### DP 2.2 Landscape

Retain the natural landscape as much as possible in land development projects, including trees, site contours, natural drainage features, and other characteristics. ~~Enforce replanting schemes and landscaping requirements, particularly along buffer or dividing zones with different uses, major arterial roads, and within parking lots and other large improved areas — especially along U.S. 2.~~

#### DP 2.3 Architectural quality

Where appropriate, and when downtown property owners desire, ~~establish implement special overlay zones providing~~ an architectural design review ~~process~~ consultation for building owners and business operators. (PB 03-02-10 and 3-16-10))

Provide illustrations of preferred concepts, solutions, materials, styles, and other particulars affecting quality architectural solutions within the downtown.

**DP 2.4 Coordinate preservation efforts**

Coordinate the land and financial resources that are available ~~of Sultan, Snohomish County, Washington State, and other preservation oriented agencies within the Sultan Urban Growth Area in order~~ to realize a more effective, balanced local system of historical and cultural heritage resources.

Work with land trust and other preservation groups to acquire and protect development rights on sensitive lands, environments, viewpoints, habitats, and other important resources.

**DP 2.5 Historical/cultural impact assessment methodology**

With the participation of the Snohomish County and the Washington State Historical Office, develop a methodology for determining the design and historic impact of proposed development projects on sensitive heritage sites within the Sultan Urban Growth Area. ~~The methodology could determine the potential facility design impacts that will be caused by a proposed urban development project, and an equitable design performance that is in accordance with the objective of the overlay design district standards.~~

**Editor's Note: Move DP 2.6 to DP2.10 to Implementation Strategies**

**DP 2.6 Develop major gateways on U.S. 2 at 299th Street and Sultan Startup Road** – to indicate the edge of the developed Sultan urban area and establish a city identity.

**DP 2.7 Install landscaping along U.S. 2 through the developed downtown and commercial areas** – to control parking and access, and improve visual appearances.

**DP 2.8 Develop minor gateways into the downtown from 2nd, 5th, 8th, and Main Streets** – to indicate entry into the historic city center and establish a downtown identity.

**DP 2.9 Develop a downtown streetscape** – creating on-street parking areas, consolidating off-street parking lots, installing street trees, lights, benches, paving areas, and other design amenities.

**DP 2.10 Establish downtown design standards** – to govern and help create storefront and building character and amenities.

**Topic 6. The Built Environment and Health**

**Vision 2040 Goal: The region's communities will be planned and designed to promote physical, social, and mental well being so that all people can live healthier and more active lives.**

**Sultan 2040 Goal**

Editor's Note: The built environment and health are a new concepts in Vision 2040. Proposed goals and policies under LU-6 are new to Sultan's Comprehensive Plan.

**LU 6 Goal: Recognize that the well-being of all Sultan residents is affected by the built environment, land use, density, transportation strategies and street design.**

**LU 6.1 Adopt mixed-use residential, commercial and office zoning where appropriate to support transit use and encourage walkability.**

LU 6.2 Work with the Sultan School District to encourage walkable school sites.

LU 6.3 Pursue joint-use agreements to share facilities with schools to provide neighborhoods with safe and attractive places for recreation.

LU 6.4 Identify opportunities to increase acreage of total recreation areas especially areas that can accommodate youth and adult sports fields.

LU 6.5 Prioritize the development of safe, well-maintained walking routes along streams, rivers, and waterfronts.

LU 6.6 Adopt sufficient density standards for residential, commercial and retail development to ensure development that supports transit and walkable environments.

LU 6.7 Where feasible, ensure that pedestrian routes and sidewalks are integrated into continuous networks.

LU 6.8 Support efforts to protect local farmland and local access to fresh fruits and vegetables.

LU 6.9 Support strategies that capitalize on the mutual benefit of connection between rural economies as food suppliers and Sultan as processors and consumers.

LU 6.9 Encourage the use of vacant lots for community gardens.

LU 6.10 Encourage new building construction to incorporate green building techniques and materials.

## **Topic 7 Innovative Techniques**

### **Sultan 2040 Goal**

Editor's Note: Innovative techniques are a new concept in Vision 2040. Proposed goals and policies under LU-7 are new to Sultan's Comprehensive Plan.

LU 7 Goal: Support innovative techniques in land use planning to create mixed-use central places and a vibrant sustainable economy which preserves our natural resources.

~~LU 7.1 Consider adopting energy efficient development standards that meet the requirements of the Council on Leadership in Energy and Environmental Design (LEED).~~

~~LU 7.2 Provide incentives for developers to use energy efficient methods and materials for new and substantially improved buildings.~~

~~LU 7.2 Allow, under certain conditions, an increase in increment of development density in exchange for land in designated conservation or resource protection areas either through direct acquisition or through payment of density transfer fees.~~

~~LU 7.3 Ensure development standards and zoning regulations encourage creative approaches in land use planning to achieve mixed use central places and a vibrant economy served by an efficient transportation system.~~

~~DP-48~~LU 7.1 Encourage the use of innovative techniques including such as, the transfer of development rights, purchase of development rights, and conservation incentives. Use techniques to focus growth within the urban area. (PB 03-16-10)

~~DP-49~~LU 7.2 Support and provide incentives to increase the percentage of new development and redevelopment – both public and private – to be built at higher performing energy and environmental standards.

~~DP-50~~LU 7.3 Streamline the development standards and regulations for residential and commercial development, especially in centers, to provide flexibility and to accommodate a broader range of project types consistent with regional vision. (PB 03-16-10)

**Topic 8. Incompatible Land Uses**

See LU-5

**Topic 9 Concurrency**

See Capital Facilities Element for LOS standards and concurrency

## **Attachment E – “Clean” Copy Proposed Changes to the Land Use Goals and Policies by “Topic”**

### **Purpose**

A Land Use Element is one of six mandatory elements required by the Growth Management Act<sup>7</sup>:

The Growth Management Act requires that population, employment and land use be planned together through the Year 2040; and that the Comprehensive Plan and City Code be coordinated to accomplish those targets in a coordinated fashion.

The Land Use section of the Comprehensive Plan establishes the framework for the City’s future land use development. It presents the community’s policy for growth through 2040. It deals directly with how citizens will be able to use their land and therefore is among the most sensitive topics of government regulation. Most important to this Plan update, it shows where development will occur as a basis for a Capital Facilities Plan. It considers the general location, intensity and density of land uses so that traffic, drainage, community services, utilities, etc. can be properly planned for.

### **Vision 2040 Land Use Goal**

The region will focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character. Centers will continue to be the focus of development. Rural and natural resource lands will continue to be permanent and vital parts of the region.

### **Organization**

Under Vision 2040, the Land Use section is divided into nine topic headings:

10. Urban Lands
11. Regional Coordination and Cooperation
- 12. Centers (new for Sultan)**
13. Cities in Rural Areas
14. Elements of Orderly Development and Design
- 15. Built Environment and Health (new for Sultan)**
- 16. Innovative Techniques (new for Sultan)**
17. Incompatible Land Uses
18. Concurrency (covered under capital facilities section)

### **Insert discussion of Sultan’s pre-European history**

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<sup>7</sup> RCW 36.70A.070(1)  
Attachment E - Clean Copy City Council Review 04-08-2010  
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**Topic 1. Urban Lands**

**Vision 2040 Goal:** The region will promote the efficient use of land, prevent urbanization of rural and resource lands, and provide for the efficient delivery of services within the designated urban growth area.

**Sultan 2040 Goal**

**LU3 Goal:** Create an effective land use management process to guide the city's population growth in a manner that maintains or improves Sultan's quality of life, and unique character.

Adopt a Comprehensive Plan and development regulations that recognize Sultan's needs and effectively coordinate development efforts.

**LU 3.1 Planning unit boundaries**

LU 3.1.1 Preserve the existing small town character of Sultan while accommodating the state's 20-year growth forecast for Sultan. **(note: come back and define "small town" per PB 02-02-10)**

LU 3.1.2 Delineate different land uses using natural features, road or other physical improvements.

LU 3.1.3 Identify and resolve critical transition areas or points of conflict with adjacent properties or incompatible land uses.

LU 3.1.4 Provide a compatible mix of residential and commercial land uses to make it possible to safely walk or bike to work and shopping; to reduce reliance on automobiles and to reduce green house gas emissions

**LU 3.2 Institutional master planning**

Review land uses to limit conflicts between residential and commercial uses. Review height, mass, traffic, noise, and other characteristics for residential neighborhood compatibility.

**LU 3.3 Official land use plan**

LU 3.3.1 Define proposed categories of land use. Coordinate all implementing ordinances, programs, proposals and projects in conformance with the intentions of the Comprehensive Plan.

LU 3.3.2 Encourage future development in areas: (MPP DP-2) (Note – need to define "encourage")

1. Where adopted level of service exists or can be provided; and
2. Where adverse environmental impacts can be minimized; and
3. Where such development will enhance the area's vitality.

LU 3.3.3 Provide an adequate supply of land zoned for housing to support 20-year population allocations as required by Snohomish County Planning Policies.

LU 3.3.4 Provide an adequate supply of land zoned for employment to support 20-year employment allocations as required by the Snohomish County Planning Policies.

LU 3.3.5 Improve the fiscal condition of the City, Ensure fiscally sustainable City, in part, by providing adequate land for uses that generate tax revenue for the City.

LU 3.3.6 Periodically update the comprehensive plan to reflect changes, opportunities and desires.

**LU 3.4 Performance based zoning ordinance**

Editor's Note: higher level of administrative process required. Not necessary for small towns.

LU 3.4.1 Define density based on the land's carrying capacity.

LU 3.4.2 Construct zoning regulations to provide incentives that are used appropriately to further the goals and policies of the Comprehensive Plan.

**(Per PB 02-02-2010. Note – define “carrying capacity”)**

**LU 3.5 Environmental zoning designation**

Editor's note: Deleted LU 3.5 Unnecessary level of regulation. Covered by critical areas and shoreline regulations.

**LU 3.6 Clustering provisions** (MPP DP-14)

Allow clustering within residential developments to

1. Encourage a variety of housing types,
2. Create common open space
3. Conserve significant characteristics of the land - like wooded areas and scenic views
4. Reduce reliance on automobiles
5. Make area transit service more viable

**Topic 2. Regional Coordination and Cooperation**

**Vision 2040 Goal:** The region, countywide planning bodies, and local jurisdictions will work together to set populations and employment growth targets consistent with the regional vision

### **Sultan 2040 Goal**

#### **LU 3.7 Rural/Urban Transition Area (RUTA)**

LU 3.7.1 Coordinate with adjacent jurisdictions to ensure compatible land uses in areas along contiguous boundaries. (MPP DP 18-19)

LU 3.7.2 Identify steps to limit development in resource areas (MPP DP 29-32)

LU 3.7.3 Jointly create a Rural/Urban Transition Area (RUTA) with Snohomish County to preserve the existing, undeveloped character of the lands adjacent and north of the urban growth area.

LU 3.7.4 The purpose of the Rural/Urban Transition Area will be to prevent properties from being subdivided or otherwise altered into a use or pattern that:

- **could not be developed for additional urban uses** - should there ever be a need, and that
- **would detract** - from the rural, agricultural character and productivity of existing activities.

#### **LU 3.8 Interlocal agreements with Snohomish County**

LU 3.8.1 Phase annexations in accordance with efficient provision of necessary services. Support annexation proposals that meet the following criteria:

##### **Editor's Note: Add criteria for annexations 11-24-09**

1. The annexation achieves the growth—and economic needs and goals for the city as set forth in the comprehensive plan;
2. The city can eventually provide effective and efficient urban levels of public services;
3. The city has an adopted land use plan for the annexation area;
4. Properties with wetlands and critical areas may be annexed even if the property can't achieve urban densities.

LU 3.8.2 Enter into an interlocal agreement with Snohomish County to jointly agree upon and coordinate the:

- **the proposed boundaries** - of the Sultan urban growth area, and

- **suitable zoning protection** - of the lands within the proposed urban/rural transition area.

LU 3.8.3 Continue to participate in the activities of regional entities as deemed appropriate, such as the US 2 Safety Coalition, Snohomish County Tomorrow and Snohomish County Cities and Towns.

**Editor's Note: Add policies for siting essential public facilities consistent with WAC 365-196-550.**

### LU 3.9 Essential Public Facilities

LU 3.9.1 Define essential public facilities consistent with the Growth Management Act.

LU 3.9.1 Site essential public facilities consistent with the Growth Management Act, Snohomish County Comprehensive Plan and the Countywide Planning Policies.

LU 3.9.2 Cooperate with Snohomish County and neighboring cities to share essential public facilities and increase efficiencies of operation.

~~LU 3.9.3 Do not unduly impact any ethnic, cultural or class group by essential public facility siting or expansion.~~ **Editor's note: The planning board struggled with this statement. Staff reviewed WAC 365-196-550. There is no requirement to consider the social impacts on any particular group of citizens when evaluating a request to site an essential public facility. Staff recommend deleting LU 3.9.3 (PB 02-16-2010)**

LU 3.9.4 Determine a facility to be an essential public facility if it has one or more of the following characteristics:

- a. The facility meets the Growth Management Act definition of an essential public facility;
- b. The facility is on a state, county or local community list of essential public facilities;
- c. The facility serves a significant portion of the County or metropolitan region or is part of a Countywide service system;
- d. The facility is difficult to site or expand.

LU 3.9.5 Siting proposed new or expansions to existing essential public facilities shall consist of the following:

- a. An inventory of similar existing essential public facilities, including their locations and capacities;
- b. A forecast of the future needs for the essential public facility;
- c. An analysis of the potential social and economic impacts and benefits to jurisdictions receiving or surrounding the facilities;
- d. An analysis of the proposal's consistency with County and City policies;

- e. An analysis of alternatives to the facility, including decentralization, conservation, demand management and other strategies;
- f. An analysis of alternative sites based on siting criteria developed through an interjurisdictional process;
- g. An analysis of environmental impacts and mitigation;
- h. Extensive public involvement.

### **Topic 3. Centers**

**Vision 2040 Goal: The region will direct growth and development to a limited number of designated regional growth centers.**

### **Sultan 2040 Goal**

Editor's Note: Centers are a new concept in Vision 2040. Proposed goals and policies under LU-4 are new to Sultan's Comprehensive Plan.

*LU-4 Goal: Establish land use patterns that encourage one or more central places as locations for more compact, mixed-use development. (MPP DP-11)*

LU 4.1 Create vibrant compact centers that are inviting places to work, shop, live and interact

LU 4.2 Encourage a mix of commercial, office and residential land uses to locate in centers.

LU4.3 Locate centers of retail, commercial, and residential uses nearest highway access and major streets and away from flood prone and critical areas.

LU 4.4 Locate centers where water, sewer, and other utility services are available or planned for.

LU4.5 Encourage mixed-use development that balances residential and business uses with commercial areas.

LU 4.6 Ensure that development in centers is compatible with surrounding residential and commercial neighborhoods.

LU 4.7 Require bike and pedestrian paths throughout centers to promote pedestrian activity and ease of access to and from housing and retail areas.

LU 4.8 Where feasible and desirable, incorporate transit amenities into the design of commercial and residential development.

LU 4.9 Encourage uses that will generate community not just commerce for all ages.

LU 4.10 Encourage linkage of paths and trails from neighborhoods to centers

LU 4.11 Identify and create opportunities to develop parks, civic places and public spaces, especially in or adjacent to centers.

**Vision 2040 Goal: The region will continue to maintain and support viable regional manufacturing/industrial centers to accommodate manufacturing, industrial, or advanced technology uses.**

**Sultan 2040 Goal**

Editor's Note: Proposed goals and policies under LU-5 are new to Sultan's Comprehensive Plan. On October 27, 2009 small group participants emphasized maintaining and enhancing Sultan's commitment to encouraging industrial uses which provide family wage jobs.

*LU 5 Goal: Provide active and diverse industrial centers that promote economic growth, provide family wage jobs and meet the 20-year employment growth targets set by Snohomish County Planning Policies.*

LU 5.1 Limit non-industrial use of industrial lands to uses which are complementary to industrial activities.

LU 5.2 Protect industrial lands from encroachment by other land uses, which would reduce the present and future economic vitality of industrial lands.(PB 03-02-10)

LU 5.3 Develop industrial lands so as to minimize impacts on surrounding land uses, especially residential land uses.

LU 5.4 Establish new or additional industrial development where utilities are available or planned for and have convenient access to existing or planned highways or major streets.

## Topic 4. Cities in Rural Areas

**Vision 2040 Goal:** There are a number of freestanding incorporated cities surrounded by rural lands throughout the region (e.g. Sultan). Under the Growth Management Act, these cities are part of the urban growth area. Cities in rural areas should also be the focal points of rural based industries and commerce. Schools and other institutions and facilities serving rural populations should be sited in rural cities. Commerce should cluster in the town center(s), which should be walkable and compact.

### Sultan 2040 Goal

#### **LU-1 Goal: Manage growth potentials**

Maintain a realistic balance between the land's capability and Sultan's ability to provide urban services.

#### **LU 1.1 Capable areas**

Allocate urban development onto lands that are capable of supporting urban uses and/or that pose fewest environmental risks.

To the extent necessary, locate urban uses away from lands or soils that have severe environmental hazards – such as the Sultan and Skykomish Rivers floodways.

#### **LU 1.2 Suitable areas**

Allocate urban development onto lands that are suitable for urban use and/or that have the least social value in an undeveloped state.

To the extent necessary, locate urban uses away from sites that have significant archaeological, historical, cultural or special social significance.

#### **LU 1.3 Serviceable areas**

Allocate urban uses onto capable, suitable lands that Sultan can provide sewer, water, storm, and other basic urban utilities.

Delineate boundaries between areas that will always be rural and transition or reserve areas that may be included within the future expansion of the Sultan urban area – such as the lands north along Sultan Basin Road.

#### **LU 2 Goal: Create identity**

Define a pattern of urban development that is recognizable, provides an identity, and reflects Sultan small town character, values and opportunities.

#### **LU 2.1 Urban form**

Create a recognizable urban pattern that distinguishes between urban and rural, and establishes a harmonious relationship with the natural and man-made environment.

Protect area differences in architecture, physical and social composition, visual character, and other features that make each part of the Sultan urban form unique and valuable – such as downtown Sultan.

LU 2.2 Encourage the development of Sultan as the focal point of rural based industries and commerce. Schools and other institutions and facilities serving rural populations should be sited in Sultan.

### **Unincorporated Urban Growth Areas**

**Vision 2040 Goal:** All unincorporated lands within the urban growth area will either annex into existing cities or incorporate as new cities.

### **Sultan 2040 Goal**

SEE LU 3.7 and LU 3.8

## **Topic 5. ELEMENTS OF ORDERLY DEVELOPMENT AND DESIGN**

### **Regional Design**

**Vision 2040Goal:** The region will use design to shape the physical environment in order to create more livable communities, better integrate land use and transportation systems, and improve efforts to restore the environment.

### **Sultan 2040 Goal**

#### ***DP-1Goal: Protect valuable features of the manmade environment***

Blend new land uses with the features and characteristics that have come to be valued from past developments of Sultan's manmade environment.

#### ***DP 1.1 Historical/cultural sites***

Protect lands, buildings or other site features that are unique archaeological sites, historic areas, publicly designated landmark districts or buildings.

Develop an historical plaque system identifying sites and buildings of interest in Sultan – particularly within the downtown area. (PB 03-02-10)

#### ***DP 1.2 Special social or visual interest***

Identify design and/or financial incentives that can be used to help with building or site modification costs – particularly within the downtown and floodway zones. (PB 03-02-10)

Create a program that allows architecturally pleasing, older buildings to be relocated to other, more compatible sites when the structures need to be relocated from present locations. (PB 03-16-10)

#### ***DP 1.3 Scenic assets***

Encourage protection of lands, natural features or related activities that provide unique landmarks in the natural landscape. Encourage protection of lands or sites that have unique views or vistas of natural landforms and landmarks, particularly of the Wallace, Sultan, and Skykomish Rivers, and Cascade Mountains. (PB 03-02-10)

**DP 1.4 View corridors**

Encourage retention of existing buildings or sites that provide unique or special landmarks, horizon references, or other interesting visual values.

**DP 1.5 Buffer corridors**

Maintain pleasing visual corridors along major roads to reflect natural beauty and a semi-rural atmosphere.

Provide landscape screens, earth berms, and other natural material or design buffers, particularly about urban commercial or industrial uses that front or are visible from adjacent residential areas or roads or U.S. 2.

**DP 1.6 Open spaces**

Protect lands, sites or improvements that have been or may be held in trust or common for parks, conservancies, recreation, or other open space preserves within Sultan's developing area.

Preserve, where possible and desirable, the open or natural space features within potential future land use developments – especially along the shorelines, bluffs, and wetlands.

**DP 1.7 Institutional lands**

Protect lands, sites or improvements that have been improved for cemeteries, or military fortifications or similar public or pioneering purposes.

Ensure developments adjacent to sites that house schools and other institutional activities that may be sensitive to use intrusion are compatible with surrounding neighborhoods.

**DP 2 Goal: Create visual interest**

Create local visual identities and interests, retain natural landscape features, and generally develop a quality urban environment.

**DP 2.1 Visual identity**

Create special identities for unique districts or places, particularly of the Sultan downtown business district.

Work with property owners to establish standards to create visual images that organize the disparate elements of Sultan's business district into a cohesive, pleasing identity. Editor's note: should we shorten this planning policy? (PB 03-02-10)

**DP 2.2 Landscape**

Retain the natural landscape as much as possible in land development projects, including trees, site contours, natural drainage features, and other characteristics.

**DP 2.3 Architectural quality**

Where appropriate, and when downtown property owners desire, implement an architectural design review consultation for building owners and business operators. (PB 03-16-10)

Provide illustrations of preferred concepts, solutions, materials, styles, and other particulars affecting quality architectural solutions within the downtown.

**DP 2.4 Coordinate preservation efforts**

Coordinate the land and financial resources that are available to realize a more effective, balanced local system of historical and cultural heritage resources. Work with land trust and other preservation groups to acquire and protect development rights on sensitive lands, environments, viewpoints, habitats, and other important resources.

**DP 2.5 Historical/cultural impact assessment methodology**

With the participation of the Snohomish County and the Washington State Historical Office, develop a methodology for determining the design and historic impact of proposed development projects on sensitive heritage sites within the Sultan Urban Growth Area.

**Editor's Note: Moved DP 2.6 to DP2.10 to Implementation Strategies**

**Topic 6. The Built Environment and Health**

**Vision 2040 Goal: The region's communities will be planned and designed to promote physical, social, and mental well being so that all people can live healthier and more active lives.**

**Sultan 2040 Goal**

Editor's Note: The built environment and health are a new concepts in Vision 2040. Proposed goals and policies under LU-6 are new to Sultan's Comprehensive Plan.

*LU 6 Goal: Recognize that the well-being of all Sultan residents is affected by the built environment, land use, density, transportation strategies and street design.*

LU 6.1 Adopt mixed-use residential, commercial and office zoning where appropriate to support transit use and encourage walkability.

LU 6.2 Work with the Sultan School District to encourage walkable school sites.

LU 6.3 Pursue joint-use agreements to share facilities with schools to provide neighborhoods with safe and attractive places for recreation.

LU 6.4 Identify opportunities to increase acreage of total recreation areas especially areas that can accommodate youth and adult sports fields.

LU 6.5 Prioritize the development of safe, well-maintained walking routes along streams, rivers, and waterfronts.

LU 6.6 Adopt sufficient density standards for residential, commercial and retail development to ensure development that supports transit and walkable environments.

LU 6.7 Where feasible, ensure that pedestrian routes and sidewalks are integrated into continuous networks.

LU 6.8 Support efforts to protect local farmland and local access to fresh fruits and vegetables.

LU 6.9 Support strategies that capitalize on the mutual benefit of connection between rural economies as food suppliers and Sultan as processors and consumers.

LU 6.9 Encourage the use of vacant lots for community gardens.

LU 6.10 Encourage new building construction to incorporate green building techniques and materials.

### **Topic 7 Innovative Techniques**

#### **Sultan 2040 Goal**

Editor's Note: Innovative techniques are a new concept in Vision 2040. Proposed goals and policies under LU-7 are new to Sultan's Comprehensive Plan.

LU 7 Goal: Support innovative techniques in land use planning to create mixed-use central places and a vibrant sustainable economy which preserves our natural resources.

LU 7.1 Encourage the use of innovative techniques such as, the transfer of development rights, purchase of development rights, and conservation incentives. Use techniques to focus growth within the urban area.

LU 7.2 Support and provide incentives to increase the percentage of new development and redevelopment – both public and private – to be built at higher performing energy and environmental standards.

LU 7.3 Streamline the development standards and regulations for residential and commercial development, especially in centers, to accommodate a broader range of project types consistent with regional vision. (PB 03-16-10)

### **Topic 8. Incompatible Land Uses**

See LU-5

### **Topic 9 Concurrency**

See Capital Facilities Element for LOS standards