

## 2007 COMPREHENSIVE PLAN AMENDMENTS

### For Planning Board Review February 6, 2007

Attached are draft sections of proposed changes to the City's 2004 Comprehensive Plan. In 2004 the City adopted its updated comprehensive plan as required by the Growth Management Act. Several appeals were filed with the Growth Management Hearings Board and a "Final Decision and Order" (FDO) was issued requiring changes to the Plan by June, 2007. The Chapters coming to the Planning Board and City Council for action are intended to address these issues.

To summarize changes in the Plan being presented:

Utility Plan Consistency: Appellants argued that the City's sewer plan, water plan, Wastewater Treatment Plant design and Capital Facilities Plan were not consistent with the population forecasts for the 2025 planning horizon. The comprehensive plan has been corrected to consistently assume a 2025 population of 11,119 persons. The Capital Facilities Element of the Plan (Chapter VIII) is consistent with the Capital Facilities Plan adopted by the City Council in December 2006. That CFP is now consistent with the sewer and water plans. A Surface Water (stormwater) utility, including a rate structure, is being designed for adoption by the City in Spring 2007. The population estimates will form the basis for that plan.

Level of Service Standards: The appellants argued that the City's capital facilities plan did not adhere to adopted level of service standards. The 1994 Plan had LOS standards and Section 16.108 of the City code requires that certain facilities or services meet those standards. The Plan has been revised to better address the relationship between services of the next 6-year and 20-year planning periods and how those meet adopted LOS standards.

The Transportation Element is currently being updated to provide more detail in where various types of streets will be located, what LOS standard will be used by the City and how the capital facilities plan relates to future transportation needs.

#### **Other Changes:**

Beyond adjustments made in answer to the Growth Hearing Board, other changes were made to the Plan.

Format: The entire plan has been reformatted for better reading and understanding by the public. Maps are being revised.

Information Update: There were several features in the 2004 Plan that needed updating from the 1994 Plan. These ranged from changes in service providers (e.g. telephone services, etc.) to use of 2000 Census or other data that have come about since the 1994 Plan was adopted.

Park Plan Update: The Park and Recreation Element was updated to better reflect how proposed improvements over the next six years will affect the City's level of service standards for each park or recreation type.

Critical Areas discussion: The City adopted a Critical Areas Ordinance in 2006. The Plan has been updated to reflect this.

The changes proposed in these revised sections likely will be reviewed under SEPA as an Addendum to the 2004 integrated SEPA/GMA Comprehensive Plan. Addenda are permitted where changes to the comprehensive plan are non-substantive in nature. The Growth Hearings Board's primary concern was not with errors in the Plan per se, but with a lack of clarity in how policies, capital investments, budgeting, and services served to address the forecasted growth through 2025. Clarification of these items are viewed as non-substantive from a SEPA perspective, thus the Addendum approach will be used.

## CHAPTER II: LAND USE

### INTRODUCTION

The Land Use Element is one of the six mandatory elements required by the Growth Management Act<sup>1</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...*

This section establishes the framework for the City's future land use development. It represents the community's policy plan for growth over the next 20 years in a very tangible way. It considers the general location, intensity and density of land uses, how traffic, drainage, community services, etc. will be affected and controlled by regulating development. It has a high emphasis on how citizens will be able to use their land and therefore is among the most sensitive topics of government regulation.

Throughout this Plan there is discussion of groundwater, drainage, flooding, storm water run-off and other elements mandated 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 this Land Use section, they are basic considerations in developing the Land Use Map for the City.

### PHYSICAL SETTING

Sultan is located at the confluence of the Sultan and Wallace Rivers with the Skykomish River in the Skykomish River valley. Old Sultan is located at an elevation 100 feet above Puget Sound on the north bank of the Skykomish River and east bank of the Sultan River.

The eastern limits of the city and urban growth area are located on top of one of the bluffs that extend south defining the eastern edge of the Sultan River valley and the north edge of the Skykomish River valley. The bluff overlooks the valley floors, old town, and Cascade Mountains.

---

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

The City and its urban growth area are affected by floodwaters from the Sultan and Skykomish Rivers. Two other surface water bodies -- Wallace River and Wagleys Creek -- run through the City but do not pose significant flood risk. (See Chapter X for a detailed discussion).

Sultan lies along State Route 2 (SR 2), a major east-west cross-state highway. While providing large traffic volumes served by the Sultan economy, the increasing volumes have created concerns throughout the Sky Valley communities regarding traffic safety on access to local streets. (See Chapter VI – Transportation).

## POPULATION GROWTH TRENDS

The City of Sultan and the Urban Growth Area (UGA) (see Map I-1 – Sultan Urban Area Vicinity) will be discussed throughout this section as the two main boundaries of study in this update. Population projections are important to planning for future public service needs such as roads, parks, schools, infrastructure (transportation, utility services, etc.), and social services. It also identifies needs for new facilities and services for the growing population of different age groups, from school-age students to workforces and retirees.

The population projections for Snohomish County are based on by Washington State's Office of Financial Management. The County and its cities through Snohomish County Tomorrow allocate population estimates to each city, school district and the unincorporated area. Population projections for Sultan are taken from these estimates.

### Population Growth

Sultan was incorporated as a municipal jurisdiction in 1905 with a resident population of 576 persons. The resident population increased on a gradual basis averaging 1.8 to 1.5% per year from 1910 to 1940. The population declined by -1.6% between 1940-1950, and increased 0.1% from 1950-1960 as a result of World War 2 and the economic adjustments thereafter. The population gradually increased in the decades since averaging 3.1 to 4.1% from 1960 to 2000 resulting in an estimated population of 3,473 by the year 2002 in the City limits. An estimated 2,683 persons resided within the 1990 Sultan Urban Growth Area. 83% of those resided within the city limits. In 2000, 3,532 persons resided within the Sultan urban growth area of which 95% resided within city limits.

The resident population increased at a rate considerably higher than the surrounding counties between 1960 to 2000 as corporate boundaries expanded to include and allow suburban development of the Skykomish Valley and the original downtown business district.

The estimated 1970 population for the Skykomish Valley area<sup>2</sup> was 4,375 persons of which 1,119 persons or 26% resided within Sultan city limits. The estimated 2000

---

<sup>2</sup> CT 538.00 or FAZ 8910

population of the Skykomish Valley area was 11,400 persons of which 3,344 persons or 29% resided within Sultan city limits – the balance located in Gold Bar, Index, or surrounding unincorporated county.

The Puget Sound Regional Council expects the Skykomish Valley area will eventually support 17,026 persons by the year 2010, and 20,549 persons by the year 2020, and 23,977 persons by the year 2030.

**Table III-1: Urban Growth Area Summary (2005)**

	City of Sultan	Unincorporated Area	Total Urban Growth Area
<b>1990 Population</b>	2,227	456	2,683
<b>2000 Population</b>	3,344	187	3,532
<b>2012 Population (Est.)</b>	4,633	515	5,148
<b>2025 Population (Est.)</b>	11,119		11,119

\* Source: Office of Financial Management, Forecasting Division, June 28, 2005.

By the year 2012, Snohomish County Tomorrow expects 5,148 persons will reside in the urban growth area of which 90% will reside in city limits. Snohomish County Tomorrow expects the current urban growth area will eventually support a population of 11,119 persons at build-out in 2025. It is assumed that the entire UGA will be a part o the City by that time.

Early residents were employed in fishing, agriculture, forestry, and some manufacturing activities located in Sultan and the adjacent Skykomish Valley area. Current residents are employed increasingly in manufacturing, retail, service, and government and educational sectors in Sultan and locations elsewhere in Snohomish and King Counties. The construction of SR 522 from Bothell to Monroe has caused Sky Valley to emerge as a commuter route to the central Bellevue and Seattle centers.

Population Density

Population density is the average number of people occupying an area relative to the area's size. Density is an important factor in determining how much land will be needed to accommodate the estimated 2025 population. Historical trends help to understand how Sultan has developed in the past as an indicator of how it will develop in the future.

The 2000 population was officially 3344 persons. As indicated below, the total residential land use when the original Plan update was prepared in 2004 was 1622 acres. The gross population density is therefore calculated to be about two persons per acre. As the

population grows over the next twenty years to its projected total of 11,119, it is expected that the density of development will increase.

### EXISTING LAND USE

Availability of land resources in the community affects the location and nature of new development, as well as opportunities for redevelopment of existing areas. Existing land use directly impacts the community's future growth, transportation and public facility needs.

The current Sultan city limits encompass 2,557.0 acres of which:

- 1,622.0 acres or 63% is devoted to residential land use,
- 272.3 acres or 11% is used for manufacturing, utilities, retail, services, and institutional land uses
- 646.5 acres or 25% is devoted to agriculture, forest, undeveloped, vacant, and water,
- 16.2 acres or 1% is unknown

The total UGA contains 3,236.0 acres of which

- 2,079.2 acres or 64% is devoted to residential land use,
- 272.3 acres or 8% to manufacturing, utilities, retail, services, and institutional land uses,
- 867.1 acres or 27% to agriculture, forest, undeveloped, vacant, and water
- 17.4 acres or 1% unknown.

### FUTURE LAND USE

The future land use map for the City balances these existing land use distributions against the projected population and economic growth to ensure that there will be sufficient lands to accommodate growth through 2025.

The Future Land Use Map (Map III-2, Appendix \_\_\_\_ ) shows the proposed distribution and location of various land uses anticipated during the next 20 years. The Map serves as a guide for development and land use planning; and outlines where development is expected to occur. The Land Use Map adopted in 2004 remains unchanged for this 2006 update except as modified during the annual docket (amendment) process.

The Future Land Use Map proposes long-range general use of property for the next 20 years. In contrast, the City of Sultan Zoning Map indicates the specific type of land use that the property is currently suited for based on existing conditions. The Zoning Map is subject to continuous amendments so that land, over time, will gradually and systematically be rezoned to be consistent with the planning policies and long-range objectives of the Comprehensive Plan. There may be more than one appropriate zoning category within a particular area if it meets environmental and other regulations and if it fits the needs for that area as well as the betterment of the community. If the Future Land

Use Map indicates a land use that current zoning in that area does not allow, a rezone may be considered appropriate. Upon adoption of the 2006 revised Plan, there will be an evaluation to determine when and if any rezoning of land will be necessary.

### Residential Land Supply

In updating its Comprehensive Plan, the City must show that it has adequate buildable land to accommodate the projected population through 2025. The City has determined that based on past population trends, population density, projected housing demand and its land use survey, there will be sufficient land to accommodate the population (and employment) growth through 2025. The City has added two expansion areas to its Urban Growth Area boundary<sup>3</sup> to ensure that the residential land inventory is sufficient.

The Sultan Comprehensive Plan provides a slight range of housing choices with some provisions for higher density, more innovative products. Higher density housing ranges are located adjacent to the existing downtown district and transit corridor along SR-2 that presently have access to regional transit bus routes in Snohomish and King Counties. Higher density housing of 5-7 dwellings per acre are also a part of the planned Industrial Park Master Plan east of the city.

The zoning ordinance was recently amended to allow cluster development with a lot reduction of 20% to allow for the protection of sensitive environmental areas and open space systems. A proposed amendment to allow planned unit development will also allow clustering and an increase in density to accommodate the buffering of sensitive environmental areas and a mixing of different housing products.

### Commercial And Office Areas

The City's commercial land needs will continue to be heavily oriented to SR 2, as well as the commercial needs of its citizens. The Sultan Comprehensive Plan defines a commercial and service along the SR-2 corridor and in the downtown district. In 2007 the regulations for commercial areas will be updated with possible revisions to the types of land uses (e.g. mixed use, etc.) and development standards (e.g. buffers, access, etc.). New designations may be adopted as discussed below (Future Land Use Designations).

### Industrial

The City has set a goal of developing its industrial base through a master planned area in the eastern portion of the City. In 2002, a Industrial Park Master Plan (See Appendix \_\_\_ ) was adopted for a 290-acre area east of Sultan Basin Road extending to Rice Road. The Master Plan contains land use designations, a transportation plan and development policies for the area. The Master Plan has been adopted by reference as part of this Comprehensive Plan. Relevant elements of the Master Plan have been added to the Land Use Map, the transportation plan, Capital Facilities Plan, etc.

---

<sup>3</sup> As part of the 2007 Snohomish County annual amendment (docket) process

## **FUTURE LAND USE DESIGNATIONS**

Following is a brief description of each designation on the Future Land Use Map. Again, these are land use *designations*, not *zoning* districts. For a zoning designation or district to be allowed on a piece of land, it must be compatible with these land use designations on the Future Land Use Map. Conversely, once the FLUM is adopted, it can be assumed that zoning will be applied that results in land being developed as described below.

### **Low/Moderate Density Residential**

Located primarily on the outskirts of the city where residential densities have traditionally been lower than in other areas of Sultan. This zone is intended to accommodate residential neighborhoods with active and passive recreational facilities and neighborhood-oriented commercial activities.

### **Moderate Density Residential**

Includes areas that are at the present time, largely served by municipal sewer and water lines. This district is intended to accommodate medium density residential development, active and passive recreational facilities, small office development, as well as neighborhood-oriented commercial enterprises.

### **High Density Residential**

Includes moderately to densely developed areas that are located primarily in the heart of the city. This zone is intended to accommodate higher density residential development and a wide range of commercial activities.

### **Urban Center Zone**

Encompasses downtown Sultan. This zone is proposed to provide high-density residential, commercial, office, and other central business district functions to provide a full range of pedestrian-oriented activities and urban services. This zone does not include highway-oriented activities that would be counter-productive to the development of a pedestrian district.

### **Highway-Oriented Development Zone**

Includes areas that have the potential to accommodate moderate to dense highway-oriented development along SR-2. This zone will provide for higher intensity residential uses, as well as commercial and office uses.

### **Economic Development Zone**

Includes the industrial, warehousing, and major office development areas of the city as well as the major utility areas. This zone will provide for major employment related economic activities.

Certain uses are allowed in more than one land use designation or land use zone. The performance standards applied to those uses may vary however. For example,

- Manufactured homes are allowed in the two lower density residential zones ranging from 4.0-5.0 dwelling units per acre in the Low/moderate density zone to 7.0 in the Moderate density zone (Md).
- Detached single family residential uses are allowed in the three lower density residential zones ranging from 4.0 dwelling units per acre in the Low/Moderate Density Zone (Lmd), 6.0-8.0 in the Moderate Density Zone (Md), and 9.5-12.0 in the High Density Zone (Hd).
- Attached single and multifamily uses are allowed in the three higher density residential zones ranging from 8.0-10.0 dwelling units per acre in the Moderate Density Zone (Md), 12.0-20.0 in the High Density Zone (Hd), and 14.0-24.0 in the Urban Center (Uc).

Personal, government, business services, and retail services are allowed in all zones with the most intense uses permitted in the Highway-Oriented Development Zone (Hod). Manufacturing uses are only permitted in the Economic Development Zone (Ed).

The zoning ordinance specifies minimum performance standards including lot size, height, coverage, setback, side yards, required public services, and other regulated issues. These will affect uses differently depending in which zone they are located. The current code does not contain several review mechanisms used in other communities. It does not, for example review architectural design concerns, protect views, or condition institutional facility expansion impacts. It does not attach special overlay designations for sensitive environmental areas. The Code does not allow property-specific agreements or innovative land use developments beyond what is defined in the base zoning districts. These special mechanisms can assist in adapting uses on specific uses on specific properties to meet concerns that neighbors or citizens might otherwise have.

## **GOALS AND POLICIES**

Goals and Policies serve two principal purposes: to guide development decisions in the UGA, such as rezone requests, development reviews, etc. or to outline specific actions or programs that implement the Plan. The latter are presented in the Implementation section (Chapter \_\_\_) both as a means of implementation and to meet the mitigation requirements of this integrated SEPA/GMA document.

### **GOAL:**

- 2.1 Effectively manage future development by designating appropriate areas for new growth that do not compromise environmental integrity, is responsive to market needs, and is consistent with sound land planning policies and lifestyle choices.**

**Policies:**

- 2.1.1 Private development near environmentally sensitive areas shall protect such areas from impacts, or shall mitigate impacts according to City critical areas policies, standards and regulations.
- 2.1.2 The City shall implement a program of incentives to encourage creative site design and development that achieves project-level measures that meet or exceed the standards. These incentives include, but are not restricted to, transfer of development rights and buffer averaging.
- 2.1.3 Development within the Industrial Park subarea shall comply with specific environmental protection and enhancement measures adopted in the Master Plan.

**GOAL:**

- 2.2 Provide an opportunity for commercial and industrial development to aid in the economic growth of Sultan without degrading the natural environment or existing residential areas.**

**Policies:**

- 2.2.1 Implement a comprehensive approach to integrating all aspects of existing and planned open space within the Industrial Park to create a system of protected natural/critical areas, enhance buffers, trails, and active and passive recreational spaces and facilities. Strategies to be employed in this approach will include critical areas regulations, development project incentives, and public/private partnerships for financing land or conservation easement acquisition and related improvements.
- 2.2.2 Create open space principles and guidelines for the Industrial Park for site design and landscaping using best management practices, storm water management standards, and other provisions of City code and standards, supplemented with site specific requirements as established in the Master Plan.
- 2.2.3 Add a new Strategy 2 under Policy C: Adopt Transfer Development Rights (TDR) provisions for projects impacted by critical areas in the update of Title 16 of the Unified Development Code. The TDR program will be intended to provide relief to project proponents by allowing development rights to be transferred to other receiving properties within the Industrial Park and/or to enable flexibility in the application of the development standards within single parcels in order to protect critical areas.

**GOAL:**

- 2.3 Manage growth potentials by maintaining a realistic balance between the land's capable, suitable potentials and Sultan's ability to provide urban services.**

**Policies:**

- 2.3.1 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 River floodways.
- 2.3.2 Suitable areas: Allocate urban development onto lands that are suitable for urban use and/or that have at least social value in an undeveloped state. To the extent necessary, locate urban uses away from site that have significant archaeological, historical, cultural or other special significance.
- 2.3.3 Service 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.

**GOAL**

- 2.4 Create identity by defining a pattern of urban development that is recognizable, provides an identity and reflects sultan values and opportunities.**

**Policies**

- 2.4.1 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 difference 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.

**GOAL**

- 2.5 Create an effective land use management process by establishing a planning and review document and process that recognizes sultan's needs, and that effectively coordinates development efforts.**

**Policies:**

- 2.5.1 Planning unit boundaries: Define planning units that are based on similar uses and activities. Delineate planning unit boundaries using natural features, road or other physical improvements. Identify critical transition

areas or points of conflict with adjacent or incompatible planning units to be resolved in neighborhood planning processes, and respected in future development reviews.

- 2.5.2 Institutional master planning: Establish an institutional planning review of land uses that may be conditionally allowed within residential area or in public facility zone including schools, churches, home occupations, incubator businesses, clubs and similar activities. 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 uses intent, that do not fit the scale of the neighborhood, that will do harm to the residential integrity of the area.
- 2.5.3 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 suitable/capable/serviceable areas, urban forms, neighborhoods and special districts, planning units and special institutions, and 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.
- 2.5.4 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.
- 2.5.5 Environmental zoning designation: Amend 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 sensitive areas ordinance in accordance with the requirements of the Washington State Growth Management Act.
- 2.5.6 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 and scenic areas.
- 2.5.7 Urban/rural transition area: Jointly create an urban/rural transition area with Snohomish County to preserve the existing, undeveloped character of the lands adjacent and north of the urban growth area. The purpose of the urban/rural 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.

- Would detract from the rural, agricultural character and productivity of existing activities.
- 2.5.8 Inter-local agreements with Snohomish County: Enter into an inter-local agreement with Snohomish County to jointly agree upon and coordinate the proposed boundaries of the Sultan urban growth area and suitable zoning protection of the lands within the proposed urban/rural transition area.

## GOAL

### 2.6 Protect valuable features of the man-made environment.

#### Policies:

- 2.6.1 Blend new land uses with the features and characteristics that have come to be valued from past developments of Sultan's manmade environment.
- 2.6.2 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.
- 2.6.3 Use standards that guarantee into perpetuity the set-asides or protection methods that are selected to further the intent of this goal.
- 2.6.4 Historical/cultural sites: Protect lands, buildings or other site features that are unique archaeological sites, historic areas, publicly designated landmark districts or buildings. Develop a historical plaque system identifying sites and buildings of interest in Sultan- particularly within the downtown district. Consider establishing special tax incentives or other financial assistances to help with historical building restoration and exhibition costs.
- 2.6.5 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. Create a program that allows architecturally pleasing, older buildings to be relocated to other, more compatible sites when the structures can not be accommodated at present locations.
- 2.6.6 Scenic assets: 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. Protect lands or sites that have unique views or vistas or natural landforms, particularly of the Wallace, Sultan and Skykomish Rivers and Cascade Mountains.
- 2.6.7 View corridors: Enforce exacting performance standards governing possible alterations 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.
- 2.6.8 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 SR2.
- 2.6.9 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 alternations 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.
- 2.6.10 Institutional lands: Protect lands, sites or improvements that have been improved for cemeteries, old farm, or military fortifications or similar public or pioneering purposes. Enforce exacting performance standards governing possible 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.

## GOAL

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

### Policies:

- 2.7.1 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 district into a cohesive, pleasing identity.
- 2.7.2 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 SR2.
- 2.7.3 Architectural quality: Where appropriate, and when downtown property owners desire, establish special overlay zones providing an architectural

design review process. Provide illustrations of preferred concepts, solutions, material, styles, and other particulars affecting quality architectural solutions within the downtown.

- 2.7.4 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 planning 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.
- 2.7.5 Historical/cultural impact assessment methodology: With the participation of the Snohomish County and 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 planning 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.

## GOAL

- 2.8 Create identity by defining a pattern of urban developments that is recognizable, provides an identity and reflects Sultan values and opportunities.**

## Policies

- 2.8.1 Define and protect the integrity of small planning areas, particularly residential neighborhoods that have common boundaries, uses and concerns using transition land use areas and landscape buffers. Encourage neighborhood property owners, including residents of lands that may annex to Sultan, to participate in the creation of local plans that may detail public improvements, zoning issues, and other planning concerns.
- 2.8.2 Establish zoning districts that may distinguish land use concerns and utilize special or extra planning and design reviews. Special districts could be established for a Sultan downtown business district.
- 2.8.3 Establish special planning procedures to govern the review and approval of innovative land use developments. Establish special planning development procedures for industrial or business parks, mixed density residential developments, special business district projects, or other proposals that may be submitted and considered.

## GOAL

- 2.9 Development and design standards for Sultan subareas**

**Policies:**

- 2.9.1 Designate downtown Sultan - for mixed-use office, commercial, and residential uses to maximize local services and the historical pedestrian-oriented village center.
- 2.9.2 Designate the north side of SR-2 between Sultan Basin Road and 339th Ave – for office and business use because these lands provide the most amenities but the least accessible traffic patterns.
- 2.9.3 Designate the south side of SR-2 and Cascade View Drive between 10th Street and Sultan Cemetery – for lower density industrial uses to reflect current land use patterns.
- 2.9.4 Designate the land between SR-2 and Cascade View Drive, and Sultan Basin Road and 330th Ave – for commercial and retail uses because this site has the most visibility and flexible access.
- 2.9.5 Designate the north side of SR-2 between 339th and 140th Street – for commercial and retail uses because this site has the most flexible access to the plateau and SR-2
- 2.9.6 Designate the north side of SR-2 between 339th and 140th Street – for commercial and retail uses because this site has the most flexible access to the plateau and SR-2 and the greatest retail development capacity.
- 2.9.7 Designate the south side of SR-2 and Sultan Startup Road – for commercial and business uses because this site has the most visibility and flexible access.
- 2.9.8 Designate land on upper Sultan Basin Road – for a small mom-and-pop or neighborhood commercial use to service residential areas on the plateau.
- 2.9.9 Designate land on SR-2 at 299th Ave – for commercial services as this site has visibility and could have back-door access.
- 2.9.10 Develop major gateways on SR-2 at 299th Street and Sultan Startup Road – to indicate the edge of the developed Sultan urban area and establish a city identity.
- 2.9.11 Install landscaping along SR-2 through the developed downtown and commercial areas – to control parking and access, and improve visual appearances.
- 2.9.12 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.
- 2.9.13 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.
- 2.9.14 Establish downtown design standards – to govern and help create storefront and building character and amenities.

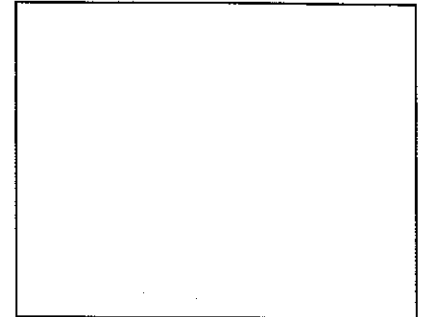
DRAFT 2/6/07

*CHAPTER II – LAND USE*

## CHAPTER VI: NATURAL ENVIRONMENT

### INTRODUCTION

The natural environment is composed of air, water, soil, minerals, and living organisms, such as plants, animals, people, fish, birds, insects and microorganisms. How well these components interact with each other, as well as good stewardship for the environment, determines to a large extent the health of the environment.



The quality of life we enjoy is also closely related to our stewardship of the natural environment. The quality of the air we breathe and the water we consume is dependent upon our decisions to properly manage these natural resources for present and future generations. Environmental remediation projects are increasingly expensive to both individual developers and property owners in addition to our community as a whole. Properly taking care of our natural environment will yield the continued privilege of living, working and playing within an environmentally desirable and appealing community.

New regulations intended to protect our critical natural areas have emerged. The Growth Management Act now requires counties and cities to use “best available science” in adopting policies and development regulations to protect critical areas. This chapter contains a basic description of the City of Sultan’s natural environment, its current condition, and recommendations for its protection and enhancement. It also discusses current policies and regulations in effect to protect the local environment and recommends updates. As part of the integrated SEPA/GMA approach to this update, this section also discusses how critical area protection relates to other elements of the Plan.

Sultan developed a detailed inventory of the GMA/CTED defined critical environmental and resource lands within the Sultan proposed urban growth area in 1994. Sultan developed and adopted critical area ordinances that complied with the intent of the GMA/CTED guidelines. Snohomish County’s Sensitive Area code regulates unincorporated Snohomish County lands within and adjacent to the Sultan urban growth area.

Sultan conducted public hearings on draft resource lands and critical area regulations that complied with the GMA/CTED guideline requirements prior to adopting Sultan’s Critical Area Ordinance. The regulations were adopted in December, 2006.

Under Sultan’s critical areas ordinance, development may be permitted on sites that contain sensitive areas only when city officials determine that all significant environmental concerns and hazards have been eliminated or ameliorated so that the

site is or can be developed with no more impact than a similarly unaffected site. Sultan may impose mitigation measures restricting or eliminating development in areas outside of the sensitive area portion of the site if necessary in order to protect the sensitive portion of the site. The ordinance defines procedural measures to safeguard sensitive areas, including the authority to require special studies and assurances should city officials deem appropriate.

## **THE CITY OF SULTAN'S NATURAL ENVIRONMENT IN 2007**

### **The Physical Environment**

The City of Sultan's natural environment is part of the Puget Sound Lowlands climatic region or the transition point where the maritime influences of Puget Sound begin to be absorbed by the Cascades. As a result, Sultan's climatic condition is typical of conditions that occur within the Puget Sound Lowlands. Population growth and resultant development offer challenges to preservation of the quality of this environment. Following is a brief description of the components of Sultan's environment and the challenges to it.

#### Soils

Puget Sound soils generally range from deposits with dark surface horizons and high organic contents to deposits with dark, organically enriched surface horizons to deposits with high organic matter and lime with clay leached from the surface layers.

Sultan includes soils with these characteristics. On the higher elevations and plateaus, receding glaciers left behind highly variable deposits ranging from porous sands and gravel to very impermeable glacial till, ranging from five to 100 feet in thickness. A surface layer of about three feet of looser weathered material forms the surface soils.

The primary soils on the uplands are mostly sandy loams and Norma Loam, a hydric soil found along Wagleys Creek and the wetlands. Below the topsoil layer, subsurface soils are a mixture of sands, silt, clay, and cobbles. The water table is typically found within four feet of the surface along Wagleys Creek and the wetlands.

Certain areas in the Urban Growth Area that have been indicated as 100 year flood zones by the Federal Emergency Management Agency (FEMA), have organic and peat soils that are poorly drained.

#### Topography

Sultan is located within the eastern edge of the Puget Trough section of the Cascade Mountains. The Cascade Mountains were created by continuous volcanic activity along the border of the underlying continental plates. The mountains were in turn, subject to the action of periodic glacial intrusions, the most recent being the Pleistocene glacial period more than 15,000 years ago. The Pleistocene glacial

intrusion gradually carved and flooded Puget Sound, the lowland areas, and other valleys alongside the Cascade foothills.

### Water

Water is an especially important element of Sultan's physical setting. With its location at the confluence of the Sultan and Skykomish Rivers, its susceptibility to flooding and the need to preserve surface and groundwater quality combine to make the protection of water quality and quantity an important community goal as well as a State and federal requirement.

#### *Surface Water:*

The natural stormwater drainage system allows runoff to be dispensed into Wagleys Creek, the Sultan and Skykomish Rivers, and a variety of wetlands on the valley floors and plateau. The City's surface water management plan has categorized four broad drainage zones consisting of the:

- central business district – draining into the Sultan and Skokomish Rivers,
- northern basin – draining into the Sultan River,
- western basin – draining into the Sultan and Skykomish Rivers, and
- eastern basin – draining into the northern tributaries of Wagleys Creek and then into the Skykomish River.

The City will form a Surface Water utility in 2007 to control stormwater impacts in the community. The utility is discussed in the Capital Facilities Element of this Plan.

#### *Groundwater*

Unlike rivers and floodplains, groundwater is located beneath the surface in aquifers, springs or other underground features. Groundwater is generally found at depths of 0-5 feet throughout the Urban Growth Area. Aquifers are located through the complete expanse of the Sultan, Skykomish, and Wallace River corridors.

Generally, in the less developed portions of the Urban Growth Area, the water is of good quality. However, depending on location, thickness and intensity of adjacent urban uses – groundwater deposits can be contaminated by unfiltered septic or by stormwater runoff containing surface fertilizers, oil and grease pollutants and on occasion, by animal wastes. The deposits may be tapped for agricultural or commercial purposes, but can be limited for public consumption in some areas.

#### *Floodplains*

Floodplains are lands subject to high water inundation during heavy winter storms and rapid rain and snowmelt. Flooding conditions are characterized by sharply rising river

flows, high magnitude peaks, and flood duration lasting from several hours to days. Wave action, stream velocity, chemical composition, and the presence of debris or sediment affect flood hazard risks. Flooding rivers undercut riverbanks, remove topsoil, and may cause septic systems to fail polluting surface waters.

In 1968, the US Congress passed the National Flood Insurance Act and program to deal with increasing losses from flood hazards nationwide. The Act provides flood insurance in communities that are willing to adopt floodplain management programs to mitigate future flood losses. The act requires a community to identify all floodplain areas and establish flood-risk zones. In return, NFIP provides a mandatory flood insurance purchase requirement for the affected properties.

Sultan currently participates in the NFIP and is responsible for enforcing FEMA program rules. The City maintains a Flood Insurance Rate Map (FIRM) identifying potential flood hazard areas. According to the FIRM, the Twin River plat (Skywall) is located at the confluence of the Wallace and Skykomish Rivers and is entirely within the 100-year floodplain. The FIRM also indicates portions of the areas along Wagleys Creek, and the Sultan and Skykomish Rivers are prone to the 100-year flood.

Sultan River floodplain – extends from Henry M Jackson Dam on Spada Lake south to the confluence with the Skykomish River – a drainage area of about 106 square miles to the US-2 Bridge. The Federal Emergency Management Agency's (FEMA) 100-year floodplain map for the Sultan River extends across the Sultan River valley floor to a point east along 1st Street and most of the downtown district.

Skykomish River Floodplain – extends from the headwaters of the Skykomish River west through Sultan to Monroe and a confluence with the Snoqualmie River, then west through Everett into Puget Sound as the Snohomish River. The Skykomish River drainage area above the 5th Street Bridge includes about 618 square miles. The FEMA 100-year floodplain designation for the Skykomish River extends across the Skykomish River valley floor north to the Wallace River and to the edges of the BNSF railroad tracks through the urban growth area.

Snohomish County, the US Army Corps of Engineers, and BNSF modified the Skykomish River channel over the years adversely affecting the hydraulic flow at the Sultan River confluence. The modifications included the placement of rip rap along the railroad tracks, the installation of a training dike on the north bank of the Skykomish River, and the filling of overflow channels along the 5th Street Bridge among others. The modifications increase the velocity and potential for backup of the Skykomish River into the Sultan River confluence.

Skykomish/Sultan River Backwash - Skykomish River floodwaters back up into the Sultan River overflowing into portions of the downtown district north of SR-2 during a peak flood event. The backwash occurs due to a decrease in the Skykomish River flow are just downstream of the confluence, a rapid decline in

the flood profile on the Sultan River just downstream of the SR-2 bridge, and eddy losses at the confluence – in addition to the Skykomish River modifications listed above.

Sultan recently completed a Comprehensive Flood Hazard Management Plan (CFHMP) identifying current boundaries for the Sultan and Skykomish River FEMA floodplains and a program for dealing with repetitive loss property. After studying a number of structural and non-structural options, the CFHMP adopted a cost-effective non-structural program for reducing repetitive flood losses within the floodplain that involves the following short-term measures:

- acquiring properties within the repetitive flood loss area,
- raising 1st Street above flood level during the next road overlay project,
- developing an emergency preparedness and response plan for evacuation,
- applying for flood insurance under the NFIP Community Rating System,
- adopting a stormwater management plan and associated stormwater utility to manage flood reduction projects,
- revising floodplain maps using new topographic mapping techniques,
- enforcing current floodplain standards and regulations affecting new development, and
- expanding public outreach programs to inform and notify residents of flood hazards, flood control measures, and flood insurance.

The CFHMP proposed to implement the following measures over the long-term:

- evaluating the feasibility of eliminating flooding altogether through flood walls or setback levees,
- acquiring property within the Skywall district to allow channel migration and mitigation, and
- automating the flood warning system with telemetry flow gauges to provide an early warning alert capability.

Potential channel modifications to be considered over the long-term include:

Sultan River – removing the sediment that deposited at the confluence of the Sultan and Skykomish Rivers and raised the bank elevation under the SR-2 bridge reducing the river channel. This would remove one principal source of the backwater that floods the downtown district.

Skykomish River – mining the sand and gravel bar (bar scalping) that has built up in the overflow channels when the channels (including Shinglebolt Slough) were closed by the 5th Street bridge construction. This would increase the flow area of the Skykomish River to compensate for the loss of overflow channels – and provide salmonid habitat.

Oxbow lakes – restoring the former oxbow lakes in the Sultan River floodplain to allow increased storage capacity during peak discharge periods from the Sultan River.

Potential manmade barriers to be considered over the long-term plan include:

First Street – raising the roadway with successive overlay projects to provide some barrier to minor flooding events. The roadway would have to be raised 3 feet above the base floodplain elevation (an increase from 4-7 feet above the existing surface) Date Street to SR-2 to provide a flood barrier for a 100-year flood.

Floodwall – installing a flood control barrier or floodwall north of Date Street to 300 feet west of 1st Street, and south to SR-2 to protect the downtown area. The wall or levee would be nearly 2,000 feet long and average 8-9 feet in height.

### Air Quality

Climate, topography, and the location and type of urban developments within the Sultan urban growth area influence air quality conditions. The Olympic Mountains create a north to south air funnel through the area that consists of moist, marine air currents generated from Puget Sound waters. The marine air moderates climatic conditions and creates mild, wet winter and cool, dry summer seasons.

Temperature inversions are common during fall and winter nights affecting air quality conditions throughout the Sultan Urban Growth Area, particularly where winds are channeled down the Skykomish River valley. The air inversions trap pollution from automobile exhausts, wood stoves, industrial, and other urban activities within the more developed areas during the night and may not break up until early afternoon of the following days.

Poor air quality generally prevails in the Puget Sound area during winter temperature inversions. Such stable atmospheric conditions create high concentrations of traffic and combustion related pollutants near ground level with very little dispersion. Temperature inversions may also degrade air conditions along heavily traveled corridors within the Sultan urban growth area.

The Environmental Protection Agency (EPA) provisions of regulations under the Clean Air Act are administered locally by the Puget Sound Clean Air Agency. The Agency and the Washington State Department of Ecology (DOE) operate 47 air quality monitoring stations in the Puget Sound region to measure compliance with the Clean Air Act provisions including stations in Marysville, Everett, Lynnwood, and Lake Forest Park. The National Park Service monitors air quality at several locations in Mount Rainier and Mount Baker National Parks.

Each agency performs different air quality functions. PSCAA regulates and permits stationary sources and construction emissions, DOE regulates mobile sources, and EPA set national standards and oversees PSCAA and DOE.

According to its 2005 report, PSCAA finds that, with the exception of fine particulate matter (PM<sub>2.5</sub>) and ozone, air pollutant concentrations have fallen well below levels of concern in the Puget Sound area. The region has been in attainment for all criteria air pollutants for almost a decade.

## **Fish and Wildlife Habitat**

### Animals

Urban and agricultural activities within the Sultan urban growth area have substantially reduced wildlife habitat through the years. However, valuable habitat qualities still remain in the undeveloped, large native vegetation tracts and around the remaining wetlands and riparian (streamside) forests along the Wallace, Sultan, and Skykomish River valleys, and adjacent to Winters and Wagleys Creeks.

The wooded areas support a wide variety of large and small mammals, birds, reptiles, and amphibians. The most common mammals within the wooded areas include chipmunks, rabbits, marmots, skunks, and raccoons. A small number of larger mammals including black-tailed deer and coyote likely occur at the edge of the Sultan urban growth area where large contiguous forested areas remain.

The wetlands and riparian zones within the Wallace, Sultan, and Skykomish Rivers probably support muskrat, mink, otter, beaver, raccoon, and weasel.

Water bodies, wetlands, and adjacent agricultural fields also provide suitable nesting and feeding habitat for mallard ducks, American widgeons, green-wing teal, common coot, common merganser, blue-wing teals and great blue heron, and Canada geese.

Crows, jays, nuthatches, woodpeckers, sparrows, winter wrens, ruffed grouse, blue grouse, quality, band-tailed pigeon, Merriam's turkey, owls, hawks, Osprey, and eagles can find suitable habitat for feeding and nesting in the upland forested areas and stream valleys. Many of these species can tolerate adjacent urban developments so long as some habitat and connecting migration corridors remain undisturbed.

Portions of the Sultan urban growth area that overlook the Wallace, Sultan, and Skykomish Rivers provide habitat for the bald eagle and osprey. The northern bald eagle is listed as a threatened species on Washington State's endangered and threatened lists. No other endangered or threatened species are known to occur in the Sultan urban growth area.

Other species of special concern under Washington State's Department of Fish & Wildlife endangered, threatened, sensitive, candidate, and monitor species programs in the Sultan urban growth area may include the great blue heron, pileated woodpecker, purple martin, Vaux's swift, and western bluebird. Candidate and threatened mammals may include western gray squirrel along with the western pond

turtle. Many of these remaining species can be found in close proximity to urbanized areas, although most need undisturbed vegetated areas large enough to maintain viable habitat.

### Fisheries

Chinook, coho, and chum salmon species spawn and rear in a number of freshwater bodies within the Urban Growth Area. Anadromous game fish that have been identified in the area include rainbow trout, cutthroat, dolly varden, eastern brook trout, whitefish, largemouth bass, perch, crappie, and catfish.

A number of fish runs are considered endangered or threatened in Snohomish County including the chinook and the sea-run cutthroat trout. Bull trout and chinook salmon are listed as a threatened species; coho salmon is a candidate species for listing.

Winters and Wagleys Creeks are typical lowland-type streams that gradually meander through a wide habitat offering suitable spawning and rearing areas. Coho salmon are known to spawn and rear in the lower reaches of Wagleys Creek south of SR-2 although the creek's capacity is severely limited by culverts and heavy sedimentation. Chinook salmon spawn and rear in the reaches of the Wallace, Sultan, and Skykomish Rivers.

These fish runs developed traits over the centuries that are best adapted to the environmental conditions of these waterways. Diminishing runs threaten the continued survival of the fish within these water bodies. Factors that have caused the diminishment of the wild runs include:

- forest clear-cutting and land development that create sediment loads increasing water turbidity and silting in gravel spawning beds;
- clear-cutting tree stands in riparian areas that remove natural shading increasing water temperatures; and
- water diversions that restrict access from the upper reaches and spawning areas of river runs.

### **PROTECTION MEASURES**

Sultan ordinances, including the building code, subdivision, and shoreline management regulations, were developed to ensure that environmental values are considered, in addition to technical and economic considerations for development in the community. The Sultan Comprehensive Plan defines critical environmental characteristics given special protection within the Sultan Urban Growth Area. The plan has allocated land uses accounting for the physical characteristics of the land and the land's ability to support suggested land use developments with the minimum harm to the environment.

Sultan Critical Areas Ordinance: Sultan conducted public hearings on draft resource lands and critical area regulations that complied with the GMA/CTED guideline requirements prior to adopting Sultan's Critical Area Ordinance.

Under Sultan's critical areas ordinance, development may be permitted on sites that contain sensitive areas only when city officials determine that all significant environmental concerns and hazards have been eliminated or ameliorated so that the site is or can be developed with no more impact than a similarly unaffected site. Sultan may impose mitigation measures restricting or eliminating development in areas outside of the sensitive area portion of the site if necessary in order to protect the sensitive portion of the site. The ordinance defines procedural measures to safeguard sensitive areas, including the authority to require special studies and assurances should city officials deem appropriate.

In accordance with the provisions of GMA, the Washington State Department of Fish & Wildlife (DFW) has developed minimum guidelines (WAC 365-190-080(5)(c)(ii) for classifying and designating critical or priority habitat and species (PHS). To date, DFW has identified a list of most important habitats and species for 6 regions within the state. DFW will soon issue management recommendations that may be employed to protect and preserve critical habitat areas, and maps which will identify the location of critical habitats within Snohomish County and the Sultan Urban Growth Area.

## **ENVIRONMENTAL POLICIES**

### **Goals and Policies**

#### **6.1: Respect and Protect the Natural Environment**

##### ***Policies***

- 6.1.1 Maintain a harmonious relationship between the natural environment and Sultan's proposed future urban development.
- 6.1.2 Enforce exacting performance standards governing possible future urban developments with land or soil areas that are subject to moderate and severe hazards using best available science.
- 6.1.3 Improve and enhance perennial streams, ponds, springs, marshes, swamps, bogs and other surface tributary collection areas from land use developments or alterations that would tend to alter natural drainage capabilities, contaminate surface water run-off or spoil the natural setting.
- 6.1.4 When reviewing development proposals work to achieve a "no net loss" standard for critical areas and habitats.
- 6.1.5 Establish buffer zones that are wide enough to maintain and preserve the growth of native plants and materials that perform natural

biological functions. Wetlands should be rated consistent with the most current Washington State Department of Ecology Wetland Rating System for Western Washington.

- 6.1.6 Improve and enhance buffer zones along the banks or perennial streams, creeks and other tributary drainage systems to allow for free flow of storm run-off and to protect run-off water quality.
- 6.1.7 Protect alluvial soils, retention ponds and other floodplains or flooded areas from land use developments that would alter the pattern or capacity of area floodways, or that would interfere with the natural drainage process- particularly within the Sultan and Skykomish Rivers floodplains.
- 6.1.8 Enforce control zones and exacting performance standards governing land use developments around retention pond dams, and along shorelines to protect against possible damage due to dam breaches, severe storm and other natural hazards or failures- particularly along the Sultan River within the impact zone of a Sultan river Dam failure.
- 6.1.9 Protect soils with extremely poor permeability from land use developments that could contaminate surface water run-off, contaminate ground water supplies, erode or silt natural drainage channels, overflow natural drainage systems and otherwise increase natural hazards.
- 6.1.10 Protect soils with high water tables and over aquifers from land use developments that create high surface water run-off with possible oil, grease, fertilizer or other contaminants that could be absorbed into the ground water and aquifer system.
- 6.1.11 Protect soils with very poor compressive strengths, like muck bogs, and some clay and silt deposits, from land use developments or improvements that will not be adequately supported by the soil's materials- particularly along the Winters and Wagleys Creeks corridor.
- 6.1.12 Enforce exacting performance standards governing land use developments on lands containing shallow depths to bedrock or bedrock escarpments, particularly where combined with slopes that are susceptible to landslide hazards.
- 6.1.13 Protect soils in steep slopes composed of poor compressive materials, or have shallow depths to bedrock, or have impermeable subsurface deposits or that contain other characteristic combinations that are susceptible to landslide or land slumps- particularly along the bluff between the Sultan River valley floor and the upper plateau.
- 6.1.14 Enforce exacting performance standards governing possible land use developments on soils that have moderate to steep slopes that are composed of soils, ground covers, surface drainage features or other characteristics that are susceptible to high erosion risks- particularly

along the bluff between the Sultan River valley floor and the upper plateau.

**GOAL**

**6.2 Conserve natural resources.**

***Policies***

- 6.2.1 Conserve and protect natural areas within the environment to provide a continuing place for wildlife that are representative of Sultan's ecological heritage. Protect shoreline, agricultural, and timber production activities that produce a valued natural and economic product, and that reflects Sultan's historical origins. Enforce exacting performance standards governing possible land use developments on lands or sites that may be planned to include wildlife.
- 6.2.2 Shoreline resources: Protect the waterfront lands, improvements and features that support waterfront and waterway activities along the Wallace, Sultan and Skykomish Rivers shoreline. Enforce exacting performance standards governing possible land use developments of, or adjacent, existing recreational boat landings and docks, fishing access areas and beaches.
- 6.2.3 Agricultural resources: Enforce exacting standards governing possible land use developments of, or adjacent, existing agricultural area and activities. Promote the use of cluster developments patterns, common area conservancies, negative growth areas and other innovative concepts that conserve or allow, the possible coexistence of rural, agricultural activities within or adjacent to Sultan's developing urban area- particularly along the SR2 highway corridor.
- 6.2.4 Mining resources: Enforce exacting performance standards governing the possible establishment and operation of mineral activities where allowed. Require the use of landscaped buffer areas and other methods that shelter and physically and visually screen surrounding areas from mineral extraction sites. Require the prior development, approval, and performance guarantees of suitable and environmentally appropriate reclamation and rehabilitation plans for proposed mineral extraction sites and activities.
- 6.2.5 Open space wildlife habitat: Enforce exacting standards governing the land use developments adjacent to existing, natural open space areas that contain prime wildlife habitat characteristics- particularly along Wallace, Sultan and Skykomish Rivers. Promote the use of cluster development patterns, common area conservancies, and other innovative concepts that conserve or allow, the possible coexistence of natural, open space areas and corridors within or adjacent to Sultan's

developing urban area and between the Sultan urban growth area and surrounding unincorporated rural area.

- 6.2.6 Wetland wildlife habitat: Protect lands, soils or other wetland areas that have prime wildlife habitat characteristics- especially the extensive wetlands located within the urban growth areas. Promote the use of site retention ponds, natural drainage methods, and other site improvements that conserve natural drainage features and increase wetland habitats. Establish exacting performance standards governing the preservation of wetlands and drainage corridors, steep slopes and wooded areas as natural habitats and wildlife migration corridors. Control adverse impacts associated with land development and reduce the amount of natural cover and habitat that would otherwise be reduced or destroyed.
- 6.2.7 Woodland wildlife habitat: Protect lands, soil or other wooded area that have prime woodland habitat characteristics- especially the bluff between the Sultan River valley, Winters an Wagleys Creeks, and the upper plateau. Promote the use of buffer zones and corridors, common areas, trails and paths, and other innovative concepts that conserve or increase woodland habitats. Promote the use of cluster development patterns, common area conservancies, and other innovative concepts that conserve or allow, the possible coexistence of wooded corridors within or adjacent to Sultan's developing urban area and between the Sultan urban growth area and surrounding unincorporated rural areas.
- 6.2.8 Urban flora and fauna: Incorporated performance oriented development standards that retain and enhance natural flora and fauna within Sultan's urban environment- especially the wetland and wooded areas, landscaped buffer area and yards, site and area shrubbery, and other natural and established plantings that provide greenery, habitat, visual interest and relief within Sultan's developed areas. Establish design standards that will replant buffers and developed areas with natural landscaped materials and settings that will reestablish wildlife habitats affected by development construction.

## GOAL

- 6.3 **Allocate and manage the land's environmental capability and suitability in the most responsible and effective manner. Allow innovation and flexibility yet ensure the environment is not degraded or that urban use does not create public hazards or nuisances.**

## *Policies*

- 6.3.1 Best-to-least capability allocation: As much as possible, allocate high density urban development onto lands that are optimally suitable and capable of supporting urban uses, and/or that pose fewest environmental risks- including the periphery of the upper plateau. To the extent necessary, allocate urban uses away from lands or soils that have severe environmental hazards- such as flood hazards. Designate lands and soils with serve limitations for low intensive rural uses or leave in the natural state- particularly wetlands, drainage corridors and lands with seasonal high water tables or over aquifers.
- 6.3.2 Performance criteria: As much as practical, incorporate environmental concerns into performance standards rather than outright restrictions. Use review processes that establish minimum performance criteria that developers must satisfy in order to obtain project approvals, and hold the developer liable for the successful accomplishment of proposed performance requirements. As much as possible, allow for innovation and more detailed investigations, provided the end result will not risk environmental hazards or otherwise create public problems or nuisances.

## GOAL

- 6.4 **Establish minimum performance standards governing noise, air, light, glare, and other operating characteristics or permitted urban uses that effects the quality of the manmade environment**

### *Policies*

- 6.4.1 Promote the use of materials with extra acoustical properties in building developments, landscaped and earth berm buffers in site improvements, and other innovations that will reduce noise impacts on residential developments, particularly along SR2 and Sultan's other major traffic corridors.
- 6.4.2 Protect urban residential areas from obnoxious or distracting noises, particularly during evening hours, and especially of a kind created by controllable activities. Enforce exacting performance standards governing possible land use developments that create noise that can exceed acceptably defined levels.
- 6.4.3 Prevent groundwater contamination risks. To the extent practical, cooperate with Snohomish County and other public agencies to create and implement plans that will prevent future developments in high-risk areas.
- 6.4.4 Prevent surface water contamination and erosion of natural surface drainage channels due to ill-conceived or poorly designed urban development. Promote the use of stormwater retention systems and holding areas, natural drainage and percolation systems, permeable

surface improvements, clustered developments, and other concepts that will reduce stormwater volumes and velocities.

- 6.4.5 Enforce exacting performance standards governing the use of stormwater runoff, fertilizers, herbicides, pesticides, dumping of wastes, trapping of greases and other byproducts, and other pollutants from impervious surfaces. Such contaminants can be carried into the natural drainage system and spoil the quality of surface water bodies, particularly impacts that result from temporary construction and development activities. As much as possible, treat stormwater with natural filtering methods including the use of open drainage swales and detention ponds, and biofiltration system to settle out and trap pollutants.
- 6.4.6 Enforce exacting performance standards governing the emission of carbons, gases or other particles into the atmosphere; and the creation of burnt materials, smoke, dust or other polluting by products that could degrade air quality. Develop and adopt an ordinance to regulate the burning of wood in stoves and fireplaces during temperature inversion conditions.

**GOAL**

- 6.5 Preserve and protect the unique, interdependent relationship between Sultan's water, land, and cultural heritage.**

***Policies***

- 6.5.1 **Waterway:** Define and regulate the design and operation of water-oriented activities including over-water-structures or water-borne improvements such as piers, floats, barges, and the like to protect the navigational capabilities of the Wallace, Sultan, and Skykomish Rivers. Define and regulate activities that may occur within or affect the natural current, flows, and even floodways to protect the functional integrity of the Wallace, Sultan, and Skykomish River's waterways.
- 6.5.2 **Habitats:** Preserve natural habitat areas, including banks, streams, and associated wetlands, from disruption. Protect fragile ecosystems that provide the waterfront unique value, especially fish spawning beds in the natural tributaries of the Wallace, Sultan, and Skykomish Rivers and Winters and Wagleys Creeks.
- 6.5.3 **Water and shoreline quality:** Define and regulate activities that contaminate or pollute the Wallace, Sultan, and Skykomish Rivers, and Winters and Wagleys Creeks and shorelines including the use or storage of chemical, pesticides, fertilizers, fuels and lubricants, animal and human wastes, erosion, and other potentially polluting practices or conditions.

- 6.5.4 Natural Setting: Preserve Sultan's natural shoreline and waterway setting to the maximum extent feasible. Control dredging, excavations, land fill, construction of bulkheads, piers, docks, landings or other improvements that will restrict the natural functions or visual character of the Wallace, Sultan, and Skykomish Rivers or shorelines. Utilize natural materials and designs where improvements are considered to blend new constructions with natural setting and with older structures.

**GOAL**

- 6.6 Maintain and enhance the development and operation of an effective and efficient stormwater treatment system that will meet the needs of Sultan's present and future population.**

***Policies***

- 6.6.1 Develop a long term municipal government mechanism to manage surface water in a way that water quality is preserved, and localized flooding and erosion problems are reduced.
- 6.6.2 Manage the quality of stormwater runoff to protect public health and safety, surface and groundwater quality and the natural drainage system.
- 6.6.3 Require design of storm drain lines or pathways to minimize potential erosion and sedimentation, discourage significant vegetation clearing, and preserve the natural drainage systems such as rivers, streams, lakes and wetlands.
- 6.6.4 Require future developments to provide water quality and flow attenuation measures as outlined in the DOE Stormwater Manual.
- 6.6.5 Require development regulations that encourage the reduction of impervious surface and retention of natural vegetation by using innovative designs and other development tools.
- 6.6.6 Ensure that storm drainage facilities necessary to support construction activities and long-term development are adequate to serve the development at the time of construction and when the development is available for occupancy and use.
- 6.6.7 Require design of new development to allow for efficient and economical provision of storm drainage facilities.
- 6.6.8 New development should minimize increases in total runoff quantity, should not increase peak storm water runoff, and should prevent flooding and water quality degradation.
- 6.6.9 New development should incorporate bioswales into future drainage facilities to remove pollutants prior to their discharge to receiving waters.

- 6.6.10 Consider more proactive patrols of watershed areas to continually monitor discharge violations, subject to other law enforcement priorities in the community.
- 6.6.11 Review and update as necessary City stormwater and flood hazard regulations. Participate in regional water quality and flood hazard reduction efforts within all drainage basins that affect the city.

**GOAL**

- 5.7 Maintain and retain a mixed-use waterfront including those agricultural, fishing, boating and tourist uses that provide Sultan's shoreline unique appeal.**

***Policies***

- 6.7.1 Fishing: Preserve fishery developments as a significant cultural and economic resource. Retain important fishing support services and promote development of additional docking and landing facilities consistent with fishing needs.
- 6.7.2 Pleasure boating: Encourage the development of temporary docking and landing facilities for day use and transient watercraft. Retain open surface water area to the maximum extent possible to facilitate safe and convenient watercraft circulation.
- 6.7.3 Commercial uses: Encourage development of water-oriented commercial uses in locations that can be provided adequate and unobtrusive supporting services including parking. Require commercial developments to provide public facilities and access to shoreline banks, dikes, docks, walkways and other facilities including vistas.
- 6.7.4 Recreation: Develop existing publicly owned shoreline properties to provide additional public access where appropriate- particularly in Reese and Sportsmen's Parks. Acquire additional sites, where possible, along the Wallace and Skykomish Rivers. Create a mixture of active and passive public facilities that do not intrude on the natural features of the shoreline.

**GOAL**

- 6.8 Preserve a quality urban waterfront. Define and enforce the highest quality standards concerning present and future land use developments within Sultan's waterfront areas.**

***Policies***

- 6.8.1 Balance and scale: Maintain a balance in waterfront land use development so that any single use does not overpower or detract from others. Maintain a human, pleasing scale so that new structures do not overpower existing facilities and do not dominate the shoreline in terms of size, location or appearance.
- 6.8.2 Access and visibility: Create an accessible shoreline including the developments of public parks, fishing and boat docks, picnic and passive overlooks, and view points. Require private developments to provide equivalent access and visibility to tenants and users of new private developments, users of the waterways, and the public-at large.
- 6.8.3 Amenities: Require waterfront developments to provide amenities commensurate with the project's enjoyment of the natural, public resource including where desirable, additional docks or landings, paths or walks, picnic and seating areas, fishing piers or areas, overlooks and viewpoints.
- 6.8.4 Supporting improvements: Enforce suitable standards governing shoreline improvements equal to the standards enforced in other developments within the Sultan urban area. In addition, illustrate and enforce design standards that control scale, construction materials, drainage patterns, site coverage, landscaping and screening, signage, and other features of unique importance to the waterfront setting. Encourage innovative, effective solutions that cluster and share common improvements, reduce paved areas, and otherwise blend constructions with the natural setting or with desirable features of Sultan's built environment.

**GOAL**

- 6.9 **Conserve those lands and soils that have socially valuable characteristics - such as historic features, scenic vistas, and unique natural areas to preserve Sultan's character. Designate socially valuable landmarks and sites on an overlay of land use plan and zoning maps.**
- 6.10 **Restrict high density development within the Sultan and Skykomish River floodways - to reduce risk and damage from flooding, especially should the Sultan Dam fail. Adopt the non-structural flood reduction program and initiate acquisition of repetitive flood loss properties within the floodway zone.**
- 6.11 **Direct urban development to those lands and soils that are most environmentally capable of being developed for urban uses – including land along the east segment of SR-2 and on the plateau to reduce risk and maximize land use potential. Designate high-density residential development zones on the plateau.**

- 6.12 Conserve the steep bluffs as wooded natural areas - to reduce landslide hazard, conserve wildlife habitat, and preserve the woodlands scenic values. Create hillside/woodland cluster provisions.
- 6.13 Conserve the Sultan Riverfront between River Park, Osprey Park, and the Oxbow in open space – to reduce flood risk, protect wetland and wildlife habitat, preserve scenic value, and provide public access. Acquire repetitive flood loss properties for habitat.
- 6.14 Conserve both sides of the Skykomish River between the Sultan River and 8th Street – to protect wildlife habitat, preserve scenic value, and provide public access. Acquire repetitive flood loss properties for habitat.
- 6.15 Conserve the north bank of the Wallace River/Sprague Slough from Cemetery Park to the end of Sultan Startup Road – to reduce flood risk, protect wildlife habitat, preserve scenic value, and provide public access. Acquire repetitive flood loss properties for habitat.
- 6.16 Conserve the Winters and Wagleys Creeks corridor and adjacent wetlands from Sultan Basin Road across Rice Road and to the edge of the plateau at Pacific Northwest Pipeline – to reduce flood risk, protect wildlife habitat, improve surface water quality, preserve scenic value, and provide public access.
- 6.17 Conserve the wetlands located at the bottom of the plateau slope from Fir Street through the high school to the Oxbow – to reduce flood risk, protect wildlife habitat, improve surface water quality, preserve scenic value, and provide public access.
- 6.18 Conserve the wetlands located on top of the plateau from Kessler to Rice Road – to reduce flood risk, protect wildlife habitat, improvement surface water quality, preserve scenic value, and provide public access.