

CHAPTER 3: LAND USE

3.1 Introduction

The Land Use chapter of the Sultan Comprehensive Plan establishes the framework for the City's future physical development. The Land Use chapter describes which uses will occur, where they will occur, and their density, intensity, and character. Because the Land Use chapter deals so directly with how citizens are able to use their land, this chapter is one of the most important chapters of the comprehensive plan.

It is important to note that the Land Use chapter does not stand alone, it works in concert the other elements of the plan like housing, natural environment, transportation, and capital facilities. Identifying the location, intensity, and density of land uses allows the City to adequately plan for traffic, drainage, community services, and utilities in a cost effective manner.

There are several issues that influence Sultan's long-range land use policy, representing tangible and immediate areas of community concern. This plan strives to address these through its comprehensive policy, and the land use element, in particular, focuses on strategies to resolve multiple considerations.

Sultan is situated at the confluence of the Sultan and Skykomish rivers, along US Highway 2 in the western Cascade Range. The community lies in a deep valley, surrounded on three sides by steep hillsides, with the cities of Monroe and Everett downstream to the west. The Burlington Northern Railroad parallels the Skykomish River along Sultan's southern boundary, providing main-line freight and passenger service for trains crossing Washington State. Sultan's current city limits also extend beyond the Sultan/Skykomish river basins, pushing over the bluffs and onto the eastern plateau. This setting, while making Sultan a natural choice for being the area's rural center, also provides the community with unique land use challenges and opportunities.

In Sultan's early history, the rivers provided a key transportation corridor, accommodating the floating of logs from the surrounding forest. Later, the railroad, routed along the river's edge, established a baseline for the growth of the traditional town center. The train used to stop in Sultan, with passengers and goods making the downtown a lively place. The traditional downtown, however, was built within the Sultan and Skykomish river flood plains. The commercial district was conveniently close to the key transportation corridors, but it was also frequently flooded by the Sultan River's rising waters.

The improvement of US Highway 2 and its increasing popularity as an east-west route crossing Washington State brought new pressures to Sultan. The community, within eight miles of Monroe and 20 miles of Everett, became more attractive to potential commuters seeking the lifestyle Sultan offers. Trucks supplanted rail as the preferred freight transport method, and passenger service ended in favor of the private auto. Sultan's landscape changed, with newer residential development occurring to the north and east of the traditional downtown and the industrial mix evolving to suit trucks rather than rail cars. Downtown gradually became less important, yielding much of its commercial vitality to those properties fronting directly on US Highway 2.

Sultan's century of evolution has resulted in a land use pattern that is uniquely Sultan. Industrial districts, initially formed along the river and railroad corridors, have adapted to focus more on the highway. The community's retail center, once located along Main Street, is now also oriented to the highway and has extended eastward to follow the corridor. Many of Sultan's residents now live outside of the community's central area, separated from the traditional core by high bluffs dividing the lowlands from the eastern plateau. US Highway 2 provides the only practical connection between "new" Sultan and the old, forcing the community's residents to use this single arterial when moving between what has become the town's two distinct parts.

Sultan's land use pattern is almost classically concentric, with its traditional commercial district surrounded by land uses of decreasing intensity. The transportation corridors – initially the rivers, then the railroad and now the highway – have influenced the location of industrial and commercial uses, with a resulting band of these uses extending through Sultan from west to east. Overlaid on this pattern is the system of creeks, flood plain, steep slopes and wetlands that lace Sultan, creating a challenging tapestry of development constraints that limit land development potential.

This plan addresses these issues, and others, through its policy framework. It provides strategies for managing and integrating residential and retail development in distinct commercial centers that are compatible with Sultan's geography. It suggests new ways of designing transportation and land uses in concert to minimize local reliance on US Highway 2. It proposes the eventual reconfiguration of the urban growth area to provide for a more cost efficient and sensible pattern of urban growth. While some of these issues can only be effectively resolved in collaboration with Snohomish County and the 2015 planning update, this plan establishes the groundwork for future policy shifts.

Much of what underpins the plan's land use element relate to the following four topics.

Downtown's future

Residents understand Sultan's floodplain and current economy present challenges to downtown vitality.

Community members expressed thoughts about Sultan's downtown, identifying storefront vacancies, downtown appearance, and the proliferation of absentee landlords as prominent detractors. They also mentioned the programming of local activities, the historic building stock and growing desires to mix commercial and residential uses as positives in the downtown. People mentioned that the downtown may need to go through some level of adaptation, perhaps involving the demolition of some obsolete structures or the construction of residential units above ground-floor retail, as the downtown evolves to meet changes in demand.

The greatest challenge to downtown, however, was identified as its location within the 100-year flood plain and the difficulty that causes for the creation of an active and vital commercial space. While some business owners have found ways to adapt to the cyclical flooding, others feel constrained by it and by the requirements placed on the City to qualify for flood insurance.

Residents and business owners noted that they did not think the City was necessarily the sole actor responsible for turning the downtown around. They understood that economic forces will determine the success or failure of downtown. They did ask, however, that the City help by clarifying a vision for downtown and adopting rules to help achieve it.

Outdoors access

One of Sultan's most important assets is its proximity to a rich and unique landscape. However, residents noted that some areas that were once accessible have been closed, including Department of Natural Resources (DNR) Reiter Foothills and the County prohibited use of firearms on Snohomish County PUD land and private forest areas.

Since the closure of Reiter Foothills ORV Park in 2009, the city has worked with federal, state and other local agencies to reopen access to closed areas and develop new recreation opportunities including Fisherman's Park on the south side of the Sultan River at Mann Road and reconveyance of DNR property, 5 miles north of Sultan off of The Sultan Basin Road, to Snohomish County for a future outdoor shooting range.

Employment

According to business owners, the industrial and manufacturing sector is surprisingly robust in Sultan, with new, smaller industry locating in Sultan because of lower land values, convenient access to transportation and availability of power and other utilities.

Annexation policy

The comprehensive plan clearly defines the urban growth boundary, but some residents were uncertain about the ways in which the City evaluates which annexations are appropriate given their location and time of annexation request.

Property owners initiate annexations, and the City responds pursuant to the State's annexation laws. Part of the consideration of annexations is the provision of utilities and other public services to the annexing property to enable its development to urban levels of intensity. Knitting together the various annexation requests that come in increments, and at intervals, determined by those owning property is a challenge to the City that some interviewees recognized.

3.2 Growth Management Act Requirements

The Growth Management Act requires jurisdictions planning under the act to include land use elements in their comprehensive plans. Under the Growth Management Act, a Land Use Element must include:

- (a) population densities,
- (b) building intensities, and
- (c) estimates of future population growth.

Additionally, the land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. And, wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. In some cases 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.

3.3 Multi-County Policies for Land Use

Sultan's land use goals and policies relate to VISION 2040's Development Patterns, one of the six categories that VISION 2040 uses to organize the regional framework that guide the development of countywide and local planning policies. The Development Patterns section is divided into two subsections (1) Land Use and (2) Elements of Orderly Design. Both sections provide guidance to the City of Sultan in developing its land use chapter; however, the Development Patterns section covers a diverse geographic area from metropolitan cities like Seattle to free-standing cities like Sultan and the rural lands in-between; therefore, not all the policies in the Development Patterns section are relevant to the City of Sultan's comprehensive plan. Below is VISION 2040's overarching multi-county goal for land use and orderly design.

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 a focus of development. Rural and natural resource lands will continue to be permanent and vital parts of the region.

The goals and policies presented in this element provide cross references to the multi-county planning policies. Those policies, as adopted by the Puget Sound Regional Council are included as Appendix G to this plan. This plan's goals and policies must conform to the multi-county planning policies to ensure Sultan remains qualified to receive transportation funding and other program funding as administered by the PSRC. The relevant multi-county planning policies generally fall into the following categories.

- Urban Land
- Other Centers
- Cities in Rural Areas
- Unincorporated Urban Growth Areas
- Regional Design
- Built Environment and Health
- Innovative Techniques

3.4 Countywide Planning Policies for Land Use

Sultan's land use goals and policies relate to the countywide planning policy topic Development Patterns. The Development Patterns policy topic frames how the County and its cities and towns address the physical form, location and servicing of development in their comprehensive plans. The Development Patterns policy topic also includes a technical discussion of the process for expanding Urban Growth Areas within the County. Below is the overarching countywide planning policy goal for Development Patterns:

The cities, towns, and Snohomish County will promote and guide well-designed growth into designated urban areas to create more vibrant urban places while preserving our valued rural and resource lands.

Like the multi-county planning policies, the goals and policies presented in this element are cross referenced to individual countywide planning policies (CPP). Those policies adopted by Snohomish County are included as Appendix F to this plan. Most of the technical aspects and criteria for expanding the Urban Growth Area are not included below, as the City is not proposing UGA expansion at this time. The countywide planning policies generally fall into the following categories.

- Urban Growth Areas
- Centers and Compact Urban Communities
- Unincorporated Urban Growth Areas

3.5 Small Group Meeting Recommendations

The City of Sultan hosted small group meetings throughout this planning process to discuss the plan's various elements, resulting in a series of recommendations that directly influenced proposed planning policy. The summaries of the small group meetings, as compiled for a September 2010 presentation to the City Council, are included in Appendix D. As related to land use, some of the small group meeting recommendations included:

Centers

Sultan should focus its retail and higher-intensity housing development in three predominant centers: Old Owen Road, downtown and Rice Road. These centers should include mixed-use development and be "walkable," with streets, building placement and orientation, and land uses coordinated to make them feel and act as small-scale urban places.

Rural center

Sultan grew up as a center of services for the surrounding rural countryside. Housing, food, financial services, entertainment, transportation and timber processing in Sultan were tied to activity in the forest. The small groups understand that the economic dynamic has changed, but they recommended that Sultan still fulfill the role of rural service center, providing the core services that those living, working and vacationing in the woods need.

Scenic resources

While Sultan's heritage is richly represented by historic barns and mills and its natural surroundings are breathtaking, the small groups also recognize that Sultan's economic and social development will at times require the removal and replacement of old structures and interrupt views of the surrounding landscape. To this end, they recommended that Sultan recognize the value of its heritage but also that it weigh the benefits of progress against the benefits of preservation. This plan's policies include direction for both, acting to preserve what's most significant while still allowing change to occur.

Downtown aesthetic

The small groups recognized that downtown's appearance is important to the community's economic success and continued attractiveness to its residents. They recommended that downtown property owners continue to work together to support an enhanced appearance of downtown, particularly along the US 2 frontage, and that the City implement a voluntary design review program to assist property owners and builders as they consider making changes.

3.6 Population Forecast

The population forecast is an important component of this comprehensive plan because it allows Sultan to project future revenues, identify infrastructure needs, and designate an adequate amount of land for housing and employment. 20-year forecasts, like the one presented in this section, often need adjustments as time progresses; however, they present a formal policy direction from the City because Sultan will create land use, transportation, and infrastructure plans to accommodate the projected growth.

As part of this comprehensive plan update, the City of Sultan contracted with ECONorthwest to provide population forecasting and growth scenarios for the City. The City has an existing population forecast that extends to 2025, which is based on Snohomish County's 2007 Buildable Lands Report, but the City extended the population forecast that to 2030 to meet the requirements of water and wastewater planning. Material in this section summarizes the findings the technical memorandum completed by ECONorthwest, the entire memorandum can be found in Appendix B. The forecast presented in this plan assumes Sultan will meet its population target as provided in the 2007 Buildable Lands Report. The City wishes to reconsider the existing forecast, based on existing growth trends, when the County next updates its Buildable Lands Report and undertakes its comprehensive plan update in 2013. An alternative population growth forecast is also presented in Appendix B.

ECONorthwest developed high, medium, and low growth rates for Sultan to show a range of population growth scenarios. The forecast growth rates are based on official population estimates from the State, Snohomish County's forecast of population to 2025, and historical growth trends. Each of the three forecast alternatives would meet the County's allocations of population to small cities. The medium forecast below and in Table 3-1 is the official population estimate used by the City for its growth and capital facilities planning. A summary of the forecasts presented in Table 3-1 are:

- The Low population forecast projects that Sultan's UGA will grow to 12,398 people by 2030, an increase of 1,279 people between 2025 and 2030. By 2040, the low forecast shows that Sultan's population will reach 15,414 people. The growth rate used in the low forecast (2.2% average annual growth) is based on the County's historical growth rate over the 1990 to 2009 period. The low population forecast assumes that Sultan's growth rate will decrease from 4.5% to 2.2% after 2025 and that Sultan will only grow at the same rate as the County.
- The Medium population forecast projects that Sultan's UGA will grow to 13,409 people by 2030, an increase of 2,290 people between 2025 and 2030. By 2040, the medium forecast shows that Sultan's population will reach 19,500 people. The growth rate used in the medium forecast (3.8% average annual growth) is based on the Sultan's historical

growth rate over the 1990 to 2009 period and is very similar to the City’s growth rate over the last 29 years (3.7%). The medium population forecast assumes that Sultan’s growth rate will decrease from 4.5% to 3.8% after 2025. This assumption seems reasonable, given that Sultan’s historical growth rate has been stable over a long period.

- The High population forecast projects that Sultan’s UGA will grow to 13,881 people by 2030, an increase of 2,762 people between 2025 and 2030. By 2040, the high forecast shows that Sultan’s population will reach 21,634 people. The growth rate used in the low forecast (4.5% average annual growth) is based on Snohomish County’s forecast growth rate for Sultan over the 2006 to 2025 period. The high population forecast assumes that Sultan will continue to grow at 4.5% after 2025. Maintaining this growth rate will require the City to make investments in public facilities. The City may also need to consider urban growth policies to accommodate this amount of growth, such as policies that promote denser residential development or expanding the City’s UGA.

This plan is based on the 2025 population forecast of 11,119, providing a land use plan and policies appropriate for that level of population growth.

Table 3-1: Range of population forecasts, City of Sultan UGA, 2006 to 2040

Year	Low	Medium	High
2008	4,550	4,550	4,550
2009	4,555	4,555	4,555
2010	4,570	4,570	4,570
2015	7,134	7,134	7,134
2020	8,906	8,906	8,906
2025	11,119	11,119	11,119
2030	12,398	13,409	13,881
2035	13,824	16,170	17,329
2040	15,414	19,500	21,634

Source: (OFM, Official Population Estimates, ECONorthwest's Table 8)

Note: Dark gray shading indicates official population estimates from OFM, light gray shading indicates the population forecast from Snohomish County, and no shading represents the adopted forecast.

3.7 2012 Snohomish County Buildable Lands Capacity Analysis

The 2012 Buildable Lands Report produced by Snohomish County analyzed the available land, existing and potential development density, and sought to determine if there will be sufficient buildable lands to support the 20-year GMA planning period. This report set the Sultan UGA population estimate for 2025 to 11,119. The 2012 Buildable Lands report seeks to determine if there is a sufficient amount of suitable land to accommodate the adopted population and employment allocations. This analysis uses the County Planning Policy’s population estimate for 2025 as well as an analysis of the undeveloped and re-developable land. This analysis finds that there would be a shortfall of 2,380 in the UGA and 987 within City limits.

3.8 Snohomish County Revised Countywide Planning Policy

On June 12, 2013 the County adopted Ordinance 13-032 which revised Countywide Planning Policies which included new 20-year GMA growth targets. The new growth targets were developed by a sub-committee of the Snohomish County Tomorrow Planning Advisory Committee consistent with Vision 2040 and the Regional Growth Strategy. These new growth

targets project to 2035 and did not consider the previously adopted 2025 targets but instead were developed solely from the perspective of present-day land use, economic, and policy conditions. Instead of using a range of possible growth outcome this analysis focused on the most likely outcome on a county-wide level based on OFM's findings.

3.9 Carrying Capacity Analysis

The revised Countywide Planning Policies reduced the population target for Sultan and its UGA to 8,393. These lower population estimates removed the carrying capacity shortfall and created a surplus of 346. The population estimates contained in this report were adopted by reference into the City's comprehensive plan in Ordinance No. 1290-18.

All these previous estimates assumed 380 acres of UGA along Trout Farm Rd would develop at an urban density. When the City began estimating the cost to provide sewer to this area the price was much higher than initially thought. An analysis of flood and critical area limitation to this area made it apparent that it would be infeasible for development to pay for this extension. As a result, in June of 2015 the County removed the Trout Farm Road area from the Sultan UGA (Amended Ordinance No. 14-134). As a result, the City's capacity to support additional population has been diminished.

The current available information indicates sufficient capacity in the short term, but the City lacks the ability to accommodate residential growth in the future.

3.7.2 Growth forecast employment capacity

As part of its work, ECONorthwest also forecast the employment for the City of Sultan in 2030. The forecast did not change the underlying assumptions of the 2008 Comprehensive Plan, and since this update does not change the amount of land designated for commercial and industrial uses the forecast employees presented in Table 3-3 below, presents the best available information for employment forecast. This 2011 comprehensive plan updated uses the employment forecast in Table 3-3 to calculate employment land demand for the 2030.

Table 3-3: Employment Forecast based on existing forecast to 2025

Year	Low	Medium	High
2006	1,010	1,010	1,010
2010	1,166	1,166	1,166
2015	1,396	1,396	1,396
2020	1,671	1,671	1,671
2025	2,000	2,000	2,000
2030	2,291	2,394	2,497
2035	2,624	2,866	3,117
2040	3,005	3,430	3,891
Change 2025 to 2030			
Number	291	394	497
Percent	15%	20%	25%
AAGR	2.8%	3.7%	4.5%
Change 2025 to 2040			
Number	1,005	1,430	1,891
Percent	50%	71%	95%
AAGR	2.8%	3.7%	4.5%

The City has sufficient land within its UGA to meet its employment forecast needs, provided the infrastructure is developed to serve these land uses. Table 3-4 shows the vacant and developable commercial and industrial lands within the Sultan UGA by STAZ. A total of 101 acres of commercial and industrial lands are vacant or developable. Approximately 32 acres is what Sultan needs to meet its forecast employment levels.

Table 3-4: Buildable and Vacant Commercial Acreage Sultan UGA

Sultan Transportation Analysis Zone (STAZ)	HOD	UC	ED	Total by STAZ
1	7.02	0	0	7.02
2	0	0	0	0
3	0	0.08	0	0.08
4	0	0	0	0
5	0	0	0	0
6	0	0	0	0
7	0	0	0	0
8	0	0	0	0
9	0	0	0	0
10	0	0	0	0
11	3.74	0	0	3.74
12	1	0	5.09	6.09
13	0.74	0	10.17	10.91
14	0	0	1.24	1.24
15	0	0	0	0
16	0	0	0	0
17	0	0	0	0
18	0	0	0	0
19	0	0	0	0
20	0	0	0	0
21	12.41	0	5.71	18.12
22	16.41	0	0	16.41
23	38.29	0	0	38.29
<i>Total by designation</i>	<i>79.61</i>	<i>0.08</i>	<i>22.21</i>	101.9

HOD: Highway Oriented Development UC: Urban Center ED: Economic Development

**Available or Developable acreage includes those lands identified with a status of: Partially Used, Pending, Re-developable and/or Vacant in the BLR.*

3.8 Urban growth area

One of the features of the GMA is for counties and their cities to designate urban growth areas (UGAs). The GMA defines urban growth areas or UGAs as are areas of land “within which urban growth shall be encouraged, and outside of which growth can occur only if it is not urban in nature”. Generally, urban growth is defined as more intense and dense development that requires public services such as sewer and water. Interestingly the GMA requires that all cities subject to the full provisions of the GMA be within an UGA but it’s the counties that formally adopt UGAs. While counties have the approval authority for UGAs it’s usually through the collaborative process of the countywide planning policies that identify how, when, and where UGAs are approved.

The total land area of the City of Sultan and its UGA is approximately 3,416 acres. Table 3-5 provides a summarized accounting of acres for the various land use designations within the City and UGA. Table 3-5 also shows the percentage of the total amount land that a particular land use designation makes up within the Sultan UGA.

Table 3-5: Sultan Future Land Use – Sultan City Limits and UGA

Land Use Category	Acreage	Percent of Total
City Limits		
Urban Center (UC)	18	0.51%
Economic Development (ED)	177	5.17%
Highway Oriented Development (HOD)	178	5.21%
High Density (HD)	315	9.22%
Moderate Density (MD)	986	28.87%
Low to Moderate Density (LMD)	826	24.20%
Total – City Limits	2499	73.17%
Urban Growth Area		
Unincorporated Sultan -Public/Institutional (P/I)	1	0.02%
Unincorporated Sultan – Medium Density Residential (UMDR)	20	0.57%
Unincorporated Sultan – Low Density Residential (ULDR)	658	19.26%
Total - UGA	680	19.90%
Undesignated (roads, water bodies, etc)	237	6.93
Grand Total	3416	100%

The UGA’s configuration presents challenges, however, particularly as Sultan considers accommodating its forecast population and providing for an effective transportation system, affordable utilities systems and a sustainable residential, retail and employment landscape. There are three portions of the UGA that will need to be reexamined in the next comprehensive plan update process, when Snohomish County is prepared to consider UGA amendments proposed by its local jurisdictions. Those areas are in the extreme northwest along the Sultan River, to the immediate north along Sultan Basin Road, and to the northeast, including both sides of Rice Road as it extends north of US 2. Revising the UGA boundary will help by removing from the UGA land that is virtually impossible to develop to urban levels of intensity along the Sultan

River and by including land to the north and east that would facilitate provision of an efficient utility services system and an effective transportation network.

As mentioned earlier in this chapter and detailed in the chapter on the natural environment, land within Sultan's current UGA is severely constrained. Accommodating forecast population growth will require a fundamental change in the community's development character, a change yet untested in the local fabric and one unlikely to be easily accepted by Sultan's residents. While some move to higher intensity housing is supported by the community, particularly in and around the centers located along US 2, high-intensity, clustered residential development elsewhere in the UGA may be problematic. By including within the UGA property along Rice Road and adjacent to the city's northern boundary, the City would increase the amount of unconstrained land and permit urban levels of development in keeping with the community's character.

Much of the work undertaken in this comprehensive plan amendment process has been geared to help the City understand its UGA constraints and support its work in the upcoming 10-year update with Snohomish County. The City's current utility master plans and the population and economic forecasting included in this comprehensive plan update all look to a horizon beyond 2025, establishing plans and the means to serve a reconfigured urban growth area.

3.9 Future Land Use and Zoning Map

The GMA requires that cities designate land and identify the location of land where for residential, commercial, and industrial uses. Typically this is done using a future land use map, which identifies the desired future developed state for a community by designating parcels of land a certain land use type (i.e. residential, commercial, or industrial). These designations help protect neighborhoods and business by ensuring compatible development patterns. The City of Sultan Future Land Use Map was developed to meet the needs or the housing and employment forecasts in this chapter and Appendix B. The Future Land Use Map seen in Figure 3-C below is also attached to this plan. The City maintains an official Future Land Use Map on file at City Hall.

Often people are familiar with zoning maps because it is zoning regulations that immediately impact individual property owners. While the comprehensive plan addresses long-term vision through public policy, zoning address the specific day-to-day life of how development occurs. Some communities have a future land use map with "land use designations" and a zoning map with "zoning districts". Increasingly, communities, like Sultan, will combine or create a single map with both future land use and zoning.

In Washington this creates a situation that limits rezones to once per year, allowing the community to evaluate the cumulative impacts of rezone requests. Additionally, that process helps insure that the larger community goals for future development are not eroded by incremental zone changes. While the future land use map below represents zoning, the official zoning map and its associated regulations are found in the Zoning and Subdivision Code.

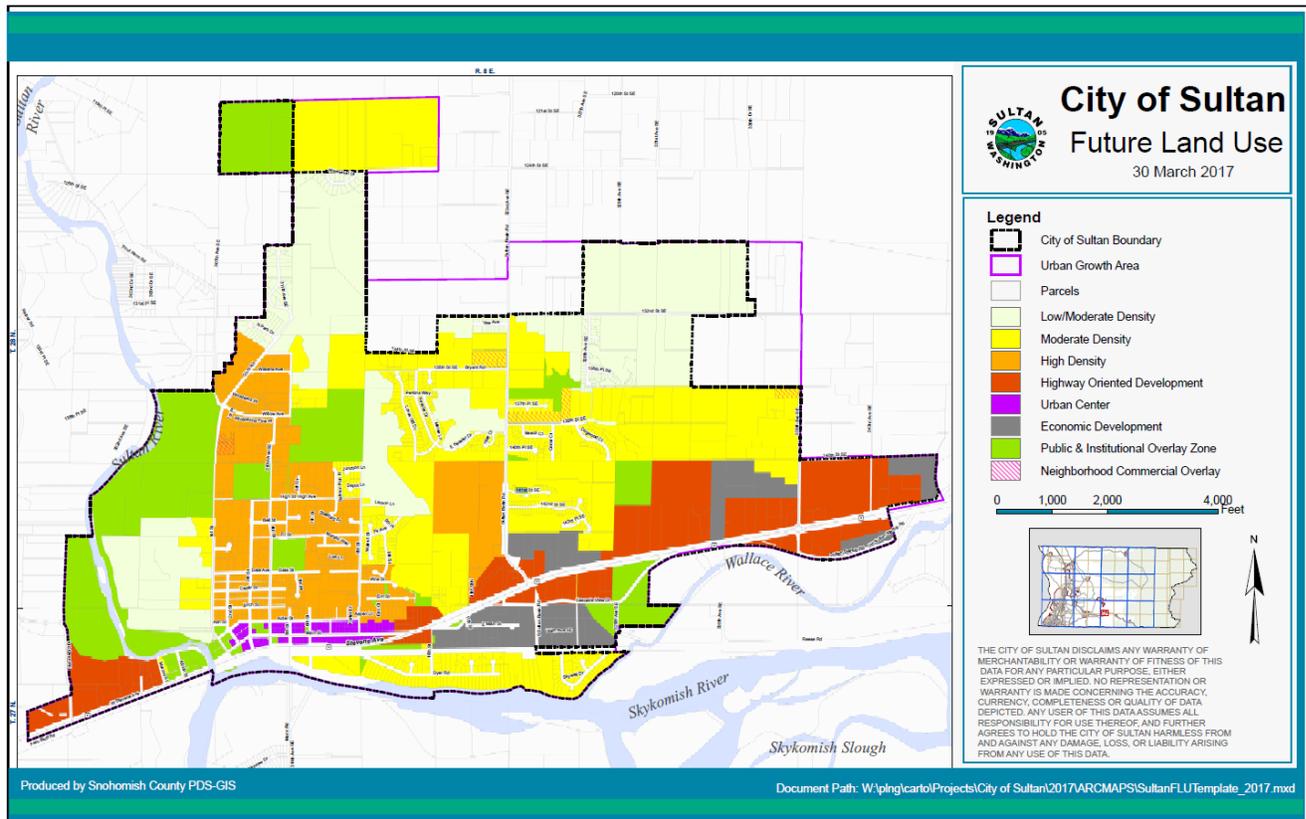


Figure 3-C Future Land Use Map

3.9.1 Land use designations and location criteria

Land use designations are necessary to meet housing and employment forecasts, to ensure adequate provision of public services in keeping with anticipated demand, and to maintain harmony among the many different uses within a city. The City of Sultan has six land use designations that guide different uses to locations most suited for a specific development type and use. Each of these designations are named and described in Table 3-6 below. Table 3-6 also includes the criteria for designating property a specific land use.

Table 3-6: Sultan Future Land Use – Sultan City Limits and UGA

Designation	Description	Location Criteria
Low-Moderate Density	The Low/Moderate (LMD) designation is intended to accommodate residential neighborhoods with active and passive recreational facilities and neighborhood-oriented commercial activities.	Primarily on the outskirts of the city, where residential densities have traditionally been lower (4-6 dwelling units per acre) than in other areas of Sultan.

Moderate Density	The Moderate designation is intended to accommodate medium density residential development, active and passive recreational facilities, small office development, as well as neighborhood-oriented commercial enterprises.	Primarily areas that are, at the present time, largely served by municipal sewer and water lines and have a residential density between 6 to 10 dwelling units per acre.
High Density	The High Density designation is intended to accommodate high density residential development generally attached housing, office development, and neighborhood-oriented commercial development.	Areas of moderately to densely developed areas located primarily in the heart of the city and are proposed to comprise of higher density residential (between 8.7 and 12 dwelling units per acre) development and a wide range of commercial activities.
Highway Oriented Development	The Highway Oriented Development designation is intended to accommodate mixed residential and commercial uses, commercial and office uses, and planned retail center.	Areas that have the potential to accommodate moderate to dense highway-oriented development along Route 2, generally in the southeast area of the City. These areas should be served by municipal sewer and water service.
Urban Center	The Urban Center designation is intended to accommodate high-density residential, commercial, office, and other central business district functions to provide a full range of pedestrian-oriented activities and urban services.	The area typically defined as downtown Sultan generally identified as the area around Main Street from 1 st St to US 2.
Economic Development	The Economic Development designation is intended to accommodate industrial, warehousing, and major office uses. Uses in this designation are generally incompatible with residential uses.	Areas of industrial, warehousing, major office, and major utilities that are generally adjacent to major transportation corridors either rail or road.

3.9.2 Amending the future land use and Zoning map

The Future Land Use map is an important component of the comprehensive plan. According to the GMA comprehensive plans shall not be amended more frequently than once per year. The purpose of this limitation is to allow a city to review the cumulative impacts that amendments will make to the long-term vision for the city. Amendments to the Future Land Use Map are legislative actions and require an open public process. Changes to the Future Land Use map (and by extension, the zoning map) should only be approved if the designation in conformance with the appropriate location criteria identified in this plan and the proposed amendment implements applicable comprehensive plan policies than the current designation. .

3.10 Annexations

Annexation is the process by which an unincorporated portion of the County becomes part of an incorporated community and since the GMA requires all cities to be within an Urban Growth Area annexations typically involve the annexing of unincorporated UGA lands. These lands are found at the northern and western Sultan city limits.

This plan projects that all the unincorporated UGA will be incorporated into the Sultan City limits. Annexation of areas should not cause a detrimental financial impact on the City and urban services at adopted levels of service should be or soon to be in place at the time of annexation. Further, the City should use the location criteria identified in this plan when adopting land use designations and zoning for an annexation area.

3.11 Siting Essential Public Facilities

The Growth Management Act requires that jurisdictions provide a process to consider and locate essential public facilities. Essential public facilities are those that provide critical services but, because of their nature and regional significance, are difficult to site. Jails, airports, wastewater treatment plants, landfills and other similar installations are considered essential public facilities. They create impacts to surrounding areas and are often controversial. But they are also vital in maintaining and supporting the lifestyles we enjoy.

Snohomish County has adopted essential public facilities policy and a regional location process. Sultan adopts by reference the policies included in the Snohomish County comprehensive plan, understanding that consistency in policy will ensure that the location of essential public facilities be considered fairly and equitably regardless of jurisdictional boundary.

As part of its update to its zoning regulations, Sultan will develop and adopt an essential public facilities location process to implement its policy.

3.12 Goals and policies

LU 1 GOAL: EFFECTIVE LAND USE MANAGEMENT

Create an effective land use management process to guide the city’s population growth in a manner that endeavors to maintain or improve Sultan’s quality of life, and unique character.

MPP	CPP	Policies	Programs
LU-35; DP-41	DP-5; DP-33	<i>LU 1.1 Planning unit boundaries</i> Impart a sense of place and preserve Sultan’s local character while accommodating the state’s 20-year growth forecast for Sultan.	LU 1.1.1 Adopt a Comprehensive Plan and development regulations that recognize Sultan's needs and effectively coordinate development efforts.
			LU 1.1.2 Delineate different land uses using natural features, road or other physical improvements.
			LU 1.1.3 Identify and resolve critical transition areas or points of conflict with adjacent properties or incompatible land uses.
DP-35; DP-45	DP-7; DP-10; DP-13; DP-33	<i>LU 1.2 Neighborhood compatibility</i> Promote a compatible mix of residential and commercial land uses to make it possible to conveniently walk or bike to work and shopping; to reduce reliance on automobiles and to reduce green house gas emissions.	LU 1.2.1 Review land uses to limit conflicts between residential and commercial uses such as height, mass, traffic, noise, and other characteristics for residential neighborhood compatibility.
DP-2	DP-5; DP-12; ED-12	<i>LU 1.3 Official land use plan</i> Encourage future development in areas where: growth will be supported with adequate facilities and urban services consistent with capital facilities plan for public facilities and utilities and where adverse environmental impacts can be mitigated; and such development may enhance the area’s vitality.	LU 1.3.1 Define proposed designations of land use. Coordinate all implementing ordinances, programs, proposals and projects in conformance with the intentions of the Comprehensive Plan.

MPP	CPP	Policies	Programs
			<p>LU 1.3.2 Designate an adequate supply of land zoned for housing to support 20-year population allocations as required by Snohomish County Planning Policies</p>
			<p>LU 1.3.3 Designate an adequate supply of land zoned for employment to support 20-year employment allocations as required by the Snohomish County Planning Policies.</p>
			<p>LU 1.3.4 Promote fiscal sustainability by designating adequate land zoned for uses that generate tax revenue for the City.</p>
			<p>LU 1.3.5 Periodically update the comprehensive plan to reflect changes, opportunities and desires.</p>
			<p>LU 1.3.6 Define density based on the land's carrying capacity.</p>
	DP-11		<p>LU 1.3.7 Construct zoning regulations to provide incentives that are used appropriately to further the goals and policies of the Comprehensive Plan.</p>

MPP	CPP	Policies	Programs
DP-14	DP-10; DP-16	<p><i>LU 1.4 Clustering provisions</i> Allow clustering within residential developments to:</p> <ul style="list-style-type: none"> • Encourage a variety of housing types, • Create common open space • Conserve significant characteristics of the land like wooded areas and scenic views • Reduce reliance on automobiles • Make area transit service more viable 	

LU 2 GOAL: REGIONAL COORDINATION AND COOPERATION

Coordinate and cooperate with regional jurisdictions and agencies on rural transition areas, essential public facilities, and annexations.

MPP	CPP	Policies	Programs
DP- 18; DP- 19	DP-8	<p><i>LU 2.1 Rural/Urban Transition Area (RUTA)</i> Prevent properties within the RUTA 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.</p>	<p>LU 2.1.1 Jointly create a Rural/Urban Transition Area (RUTA) with Snohomish County to preserve the existing, undeveloped character of the lands outside of the urban growth area</p>
			<p>LU 2.1.2 Coordinate with adjacent jurisdictions to ensure compatible land uses in areas along contiguous boundaries.</p>

MPP	CPP	Policies	Programs
DP-18; DP-19	DP-8; DP-17; TR-1; JP-1; JP-6	<p><i>LU 2.2 Collaborate with Snohomish County</i> Collaborate with Snohomish County to coordinate the proposed boundaries of the Sultan urban growth area, and suitable zoning protection of the lands within the proposed urban/rural transition area.</p>	<p>LU 2.2.1 Support annexation proposals that meet the following criteria:</p> <ul style="list-style-type: none"> • The annexation achieves the growth, and economic needs and goals for the city as set forth in the comprehensive plan; • The area can be supported with adequate facilities and urban services consistent with capital facilities plans for public facilities and utilities; • There is an adopted land use plan for the annexation area
PS-2; PS-6; PS-23	ED-10; TR-6; TR-10; EFP-1; EPR-3; EPF-5	<p><i>LU 2.4 Regional Participation</i> 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.</p>	
PS-2; PS-6; PS-23	ED-10; TR-6; TR-10; EFP-1; EPR-3; EPF-5	<p><i>LU 2.5 Essential Public Facilities</i> Site essential public facilities consistent with the Growth Management Act, Snohomish County Comprehensive Plan and the Countywide Planning Policies.</p>	<p>LU 2.5.1 Determine a facility to be an essential public facility if it has one or more of the following characteristics:</p> <ul style="list-style-type: none"> • The facility meets the Growth Management Act definition of an essential public facility; • The facility is on a state, county or local community list of essential public facilities; • The facility serves a significant portion of the County or metropolitan region or is part of a Countywide service system; • The facility is difficult to site or to expand.

MPP	CPP	Policies	Programs
			<p>LU 2.5.2 Cooperate with Snohomish County neighboring cities and special purpose districts to share essential public facilities and increase efficiencies of operation.</p>
PS-23	HO-8; ED-10; TR-6; TR-10; EPF-1; EPF-2; EPF-3; EPF-4; EPF-5	<p><i>LU 2.6 Siting or expansions of essential public facilities</i> Siting proposed new or expansions to existing essential public facilities shall consist of the following: An inventory of similar existing essential public facilities, including their locations and capacities; A forecast of the future needs for the essential public facility; An analysis of the potential and economic impacts and benefits to jurisdictions receiving or surrounding the facilities; An analysis of the proposal's consistency with County and City policies; An analysis of alternatives to the facility, including decentralization, conservation, demand management and other strategies; An analysis of alternative sites based on siting criteria developed through an inter-jurisdictional process; An analysis of environmental impacts and mitigation; Extensive public involvement.</p>	

LU 3 GOAL: MIXED USE CENTERS

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

MPP	CPP	Policies	Programs
DP-14; DP-35; EC-16	DP-7; DP-13; DP-14; DP-33	LU 3.1 Create vibrant compact centers that are inviting places to work, shop, live and interact.	LU 3.1.1 Locate centers of retail, commercial, and residential uses nearest highway access and major streets and away from flood prone and critical areas.
			LU 3.1.2 Locate centers where water, sewer, and other utility services are available or planned.
DP-35; DP-50	DP-7; DP-13	LU 3.2 Encourage a mix of commercial, office and residential land uses to locate in centers.	LU 3.1.3 Where feasible and desirable, work with transit providers to incorporate transit amenities into the design of commercial and residential development.
DP-35; DP-50	DP-33	LU 3.3 <i>Encourage mixed-use development that balances residential and business uses with commercial areas.</i>	
DP-14; DP-35	DP-13	LU 3.4 Promote development in centers that is compatible with surrounding residential and commercial neighborhoods.	
DP-35; DP-37; DP-38; DP-39; EC-16	DP-13; DP-32	LU 3.5 Encourage uses that give a sense of community not just commerce for all ages.	LU 3.5.1 Identify and create opportunities to develop parks, civic places and public spaces, especially in or adjacent to centers.
DP-43; DP-55	TR-21	LU 3.6 Encourage linkage of paths and trails from neighborhoods to centers.	LU 3.6.1 Identify bike and pedestrian paths throughout centers to promote pedestrian activity and ease of access to and from housing and retail areas.

LU 4 GOAL: INDUSTRIAL CENTERS

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.

MPP	CPP	Policies	Programs
Ec-19	DP-37; ED-9	LU 4.1 Limit non-industrial use of industrial lands to uses which are complementary to industrial activities.	
Ec-19	DP-37; ED-9	LU 4.2 Protect industrial lands from encroachment by other land uses, which would reduce the present and future economic vitality of industrial lands.	LU 4.2.1 Zone industrial lands so as to minimize impacts on surrounding land uses, especially residential land uses.
			LU 4.2.1 Zone new or additional industrial development where utilities are available or planned for and have convenient access to existing or planned highways or major streets.

LU 5 GOAL: MANAGE GROWTH POTENTIALS

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

MPP	CPP	Policies	Programs
EC-15	DP-31	LU 5.1 Capable areas Allocate urban development onto lands that are capable of supporting urban uses, and to the extent feasible, locate urban development away from lands or soils that have severe environmental hazards – such as the Sultan and Skykomish Rivers floodways.	LU 5.1.1 Identify lands within Sultan and its urban growth area that are capable of supporting urban uses and pose the fewest environmental risks.
DP-34	N/A	LU 5.2 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, and to the extent feasible, locate urban development away from sites that have significant archaeological, historical, cultural or special character.	LU 5.2.1 Identify lands within Sultan and its urban growth area that are suitable for urban uses and pose the fewest impacts to archaeological, historic, cultural, or special character areas.

MPP	CPP	Policies	Programs
PS-4	DP-5; DP-6; DP-8; PS-9	<i>LU 5.3 Serviceable areas</i> Allocate urban uses onto capable and suitable lands that Sultan can provide sewer, water, storm, and other basic urban utilities.	LU 5.3.1 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 6 GOAL: CREATE IDENTITY

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

MPP	CPP	Policies	Programs
DP-33	N/A	<i>LU 6.1 Urban form</i> Create a recognizable urban pattern that distinguishes between urban and rural.	
DP-16; EC-18; EC-21; PS-21; PS-22	DP-9; ED-12; ED-13	<i>LU 6.2</i> 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.	

LU-7 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. (LU 7 was DP 1)

MPP	CPP	Policies	Programs
DP-34	DP-33; DP-34	<i>LU 7.1 Historical/cultural sites</i> Protect lands, buildings or other site features that are unique archaeological sites, historic areas, publicly designated landmark districts or buildings.	LU 7.1 At the request of property owners develop an historical plaque system identifying sites and buildings of interest in Sultan – particularly within the downtown area.

MPP	CPP	Policies	Programs
EC-16; DP-34; DP-37	DP-33; DP-34	<i>LU 7.2 Special social or visual interest</i> Encourage architecturally pleasing, older buildings to be relocated to other, more compatible sites when the structures need to be relocated from present locations.	LU 7.2.1 Identify design and/or financial incentives that can be used to help with building or site modification costs - particularly within the downtown and flood plain.
DP-33; DP-34	DP-31	<i>LU 7.3 Scenic assets</i> 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.	
DP-33; DP-34	N/A	<i>LU 7.4 View corridors</i> Encourage retention of existing buildings or sites that provide unique or special landmarks, horizon references, or other interesting visual values.	
DP-33; DP-34	N/A	<i>LU 7.5 Buffer corridors</i> Preserve pleasing visual corridors along major roads to reflect natural beauty and a semi-rural atmosphere.	LU 7.5.1 Require landscape screens, earth berms, and other natural material or design buffers, particularly about wholesale urban commercial or industrial uses that front or are visible from adjacent residential areas or roads or U.S. 2.
EN-8; EN-9; DP-39	DP-31; ENV-2	<i>LU 7.6 Conservancies and park spaces</i> 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.	LU 7.6.1 Identify lands, sites, improvement that have been or may be held in trust or common for parks, conservancies, recreation, or open space.
En-8; En-9	DP-31; ENV-2	<i>LU 7.7 Open spaces</i> Preserve where possible and desirable, the open or natural space features within potential future land use developments - especially along the shorelines, bluffs, and wetlands.	

MPP	CPP	Policies	Programs
DP- 51, DP- 52, DP-53	ED-11	<i>LU 7.8 Institutional lands</i> Protect lands, sites or improvements that have been improved for cemeteries, or military fortifications or similar public or pioneering purposes.	LU 7.8.1 Develop standards that ensure developments adjacent to sites that house schools and other institutional activities that may be sensitive to use intrusion are compatible with surrounding neighborhoods.

LU 8 GOAL: CREATE VISUAL INTEREST

Create local visual identities and interests, retain natural landscape features, and generally develop a quality urban environment. (LU 8 was DP 2)

MPP	CPP	Policies	Programs
Ec-16; DP-33	N/A	<i>LU 8.1 Visual Images</i> Encourage visual images that organize Sultan’s business district into a cohesive pleasing identity.	LU 8.1.1 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.
			LU 8.1.2 Develop major gateways on U.S. 2 at Rice Road and Sultan Startup Road - to indicate the edge of the developed Sultan urban area and establish a city identity.
			LU 8.1.3 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-37	N/A	<i>LU 8.2 Landscape</i> Retain the natural landscape as much as possible in land development projects, including trees, site contours, natural drainage features, and other characteristics.	

MPP	CPP	Policies	Programs
DP-38	DP-34	<p><i>LU 8.3 Architectural quality</i> Where appropriate, and when downtown property owners desire, implement an architectural design review consultation for building owners and business operators.</p>	<p>LU 8.3.1 Develop architectural design standards for the downtown that provide illustrations of preferred concepts, solutions, materials, styles, and other particulars affecting quality architectural solutions within the downtown.</p>
			<p>LU 8.3.2 Install landscaping along U.S. 2 through the developed downtown and commercial areas – to control parking and access, and improve visual appearances.</p>
			<p>LU 8.3.3 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.</p>
DP-34; DP-37; DP-42	DP-34	<p><i>LU 8.4 Coordinate preservation efforts</i> Coordinate the land and financial resources that are available to realize a more effective, balanced local system of historical and cultural heritage resources.</p>	<p>LU 8.4.1 Work with land trust and other preservation groups to acquire and protect development rights on sensitive lands, environments, viewpoints, habitats, and other important resources.</p>
			<p>LU 8.4.2 With the participation of Snohomish County and the Washington State Historic Preservation 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.</p>

LU 9 GOAL: THE BUILT ENVIRONMENT AND HEALTH

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

MPP	CPP	Policies	Programs
T-11; T-15; T-16; DP-35; DP-43	DP-33; DP-35	<i>LU 9.1 Walkable Neighborhoods</i> Encourage the development of and improvements to the pedestrian network that enhance walkability.	LU 9.1.1 Adopt mixed-use residential, commercial and office zoning where appropriate to support transit use and encourage walkability.
			LU 9.1.2 Work with the Sultan School District to plan for safe walks to school.
			LU 9.1.3 Prioritize the development of convenient walking routes along streams, rivers, and waterfronts.
	DP-11		LU 9.1.4 Adopt sufficient density standards for residential, commercial and retail development to ensure development that supports transit and walkable environments.
			LU 9.1.5 Where feasible, ensure that pedestrian routes and sidewalks are integrated into continuous networks.
DP-43; DP-44	DP-35	<i>LU 9.2 Physical Activity</i> Encourage opportunities for residents to participate in physical activity.	LU 9.2.1 Pursue joint-use agreements to share facilities with schools to provide neighborhoods with convenient and attractive places for recreation.
			LU 9.2.2 Identify opportunities to increase acreage of total recreation areas especially areas that can accommodate youth and adult sports fields.

MPP	CPP	Policies	Programs
DP-47	DP-36	<i>LU 9.3 Local food network</i> Support strategies that capitalize on the mutual benefit of connection between rural economies as food suppliers and the Sultan community as processors and consumers.	LU 9.3.1 Support efforts to protect rural farmland and local access to fresh fruits and vegetables.
			LU 9.3.2 Encourage the use of vacant lots for community gardens.
DP-46; EN-5; EC-7	DP-35; GF-3	<i>LU 9.4</i> Encourage new building construction to incorporate green building techniques and materials.	LU 9.4.1 Develop incentives for new and refurbished buildings to incorporate green techniques and materials into their construction.

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 10 GOAL: SUPPORT INNOVATIVE TECHNIQUES

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

MPP	CPP	Policies	Programs
DP-48	DP-16	<i>LU 10.1 Transfer of development rights</i> 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 10.1.1 Coordinate and work with Snohomish County on developing and participating in a transfer of development rights program.

DP-49; EC-7	DP-16	<p><i>LU 10.2 Higher performing energy and environmental standards</i></p> <p>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.</p>	
DP-50	DP-15	<p><i>LU 10.3 Streamlined development standards</i></p> <p>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.</p>	

