RESOLUTION R2015-16

A RESOLUTION ADOPTING THE SEQUIM 2015-2035 COMPREHENSIVE PLAN UPDATE

WHEREAS, under the Washington State Growth Management Act (GMA), set forth in the Revised Code of Washington (RCW) Chapter 36.70A, the City of Sequim is required to develop and maintain a Comprehensive Plan that is consistent with the goals and other requirements of the GMA; and

WHEREAS, the City adopted its initial Comprehensive Plan on December 23, 1996, and adopted an update to the Plan on August 28, 2006; and

WHEREAS, RCW Chapter 36.70A mandates that all local governments in Clallam County prepare and adopt a 10-year update to their existing comprehensive plan by December 31, 2016; and

WHEREAS, Sequim commenced on its 2016 update in late 2011, guided by an adopted work program and an adopted Sequim 120 Public Participation process that committed the City to opportunities for local organizations and the general public to participate in preparing the update; and

WHEREAS, as recorded in the Sequim 120 process history, over 700 area citizens – residents, business and property owners, and interest groups – participated in the Sequim 120 program and provided constructive, directive input to the process; and

WHEREAS, the proposed Plan reflects the degree of citizen input and scope of participation as presented in the City's adopted Public Participation Program; and

WHEREAS, the Comprehensive Plan Steering Committee (CPSC) confirmed that the products of each Phase in the Sequim 120 Plan Update Work Program reflected the public participation of that phase, were prepared and presented adequately to meet the objectives of that phase, and provided an appropriate foundation for the process to proceed to the next phase; and

WHEREAS, the City prepared and circulated Preliminary Drafts of the 2015-2035 Comprehensive Plan update in various development stages throughout the community over a six-month period prior to similarly circulating a Final Draft prior to beginning Council public hearing on the October 12, 2015; and

WHEREAS, the opportunities to participate and process products were circulated throughout the community, noticed on Public Notice signs on major arterials, presented to community organizations and neighborhood groups, mailed to utility customers, posted to the city's web site through the Preliminary and Final Draft stages, and heard at Planning Commission Public Meetings in August and September, 2015; and

WHEREAS, the Council concurs with the Planning Commission and CPSC finding that the Final Draft Plan satisfies the project criteria for plan effectiveness that guided staff's drafting of the Plan document; and

WHEREAS, the Comprehensive Plan update responds to the comments generated by distribution to the Washington State Department of Commerce and other state reviewing

agencies, particularly the suggested technical revisions provided by Washington State Department of Transportation; and

WHEREAS, the Comprehensive Plan update was reviewed by Clallam County's Department of Community Development and the City considered the comments received from the County in making final revisions to the proposed Plan; and

WHEREAS, the draft Comprehensive Plan update was reviewed under the requirements of the Washington State Environmental Policy Act, addressed in environmental documents related to the update action, and posted on the SEPA register with a Notification of Adoption of Environmental Documents by the Director of Community Development on June 26, 2015; and

WHEREAS, the analysis of comparative environmental effects between the 2006 Plan and the proposed 2015-2035 Plan as presented in the EIS Addendum demonstrate the substantial environmental benefits of the proposed Plan's *Focused Growth* strategy; and

WHEREAS, the proposed Plan meets the goals and requirements of RCW 36.70A Growth Management Act, including the mandated elements and the provision for optional elements; and

WHEREAS, the proposed Plan is consistent with the general direction of the 1992 Clallam Countywide Planning Policies only as they may conform to the WA State Growth Management Act; and

WHEREAS, the proposed 2015-2035 Sequim Comprehensive Plan provides clear direction to enhance the community's health, safety and welfare as the city grows by a projected 3,400 people by 2035; and

WHEREAS, the proposed Plan will be finalized after its adoption with formatting consistencies, photos, and other minimal/scrivener's corrections.

NOW THEREFORE, BE IT RESOLVED that the City Council adopts the Sequim 2015-2035 Comprehensive Plan update, attached hereto in its draft form.

Adopted by the City Council this 26th day of October, 2015.

Candace Pratt

Candace Pratt, Mayor

ATTEST:

Karen Kuznek-Reese, MMC, City Clerk

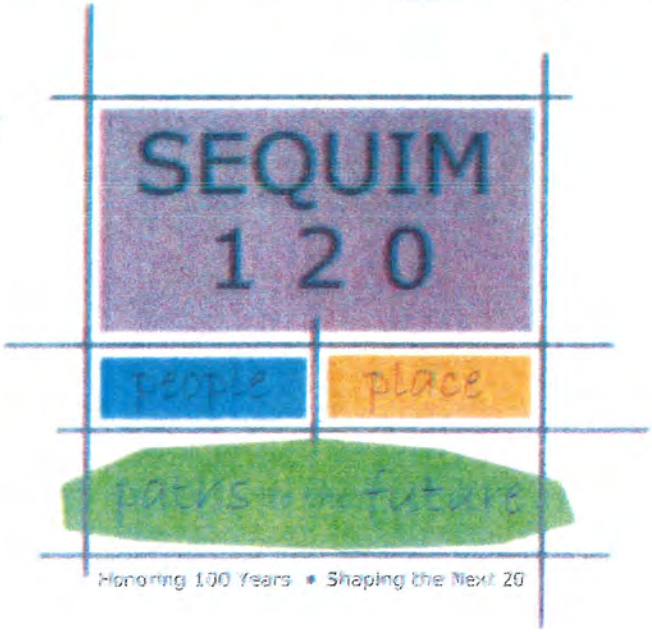
APPROVED AS TO FORM:

Craig A. Ritchie, City Attorney

Sequim Comprehensive Plan 2015

The City's Plan for Growth and Development to 2035

Based on the values and hopes of Sequim citizens and community groups expressed through . . .



Sequim Comprehensive Plan 2015

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How to read this Plan to find guidance for the future . . .

The guidance provided in this Plan to direct Sequim's future occurs at varying levels of detail and directive effect:

Vision – the most general expression of community expectations for Sequim's future, focusing mostly on values, qualities and attributes. The Vision presents a look at what citizens today hope to see and experience in Sequim in 2035.

Goals – express broad community ambitions for growth and development to attain the Vision. Goals are statements of general expectations that the community hopes to achieve.

Policies – direct specific actions, behaviors, or practices to achieve a Goal. Policies explain what the City should be doing or how it should be acting to achieve the related Goal. Policies should express long-term direction on what things should be done over the time-span of the plan rather than tasks which can be done in short time.

Discussions – provide explanations, applications, and other context for the Policies. A policy Discussion may not only describe *what* is to happen but also *where, when, why* and *how* something is expected to happen. A Discussion is intended to be an extension of the related policy and carry the same directive effect. Discussions must be read to understand the full purpose of Policies.

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CHAPTER

1 INTRODUCTION AND VISION

What is Comprehensive Planning?

Planning is a part of everyone's life. We make plans for our careers, vacations, families, and where we wish to live. Planning is how we increase the likelihood that these things will occur in ways we desire. Without plans, we face never-ending uncertainty about future events. Consequently, we end up reacting to one situation after another.

For similar reasons, communities make plans. In urban areas where the landscape is complex and constantly changing, community plans shape the changes that the future brings in desirable ways. The city is a place where people have many varied needs and where citizens live, work, shop, and play. The city is, therefore, the place where material goods, police and fire protection, sewers, water, transportation, recreation, and many other services must be provided. It is through the city's plans that these needs are identified and met.

Comprehensive plan is the name given to identify the community's long-range plan for growth and development. It is comprehensive because it provides guidance for all aspects of the city's growth and development and it is long-range in that it provides direction over a long period, typically twenty-years - an entire generation. The Plan consists of one "umbrella" document that presents goals, policies, maps, illustrations, and implementation strategies that state how the city should grow physically, socially, and economically. It includes all other complementary planning documents that set directions for growth and development for specific sub-areas of the city - Downtown, for example - and for specific functions and facilities to support planned growth - such as for transportation, water, sewer and parks.

The Comprehensive Plan provides the overall scheme of city development - how land can be developed and used, how people can move within and through the city, what parks, recreation, and open spaces are available, and how economic needs are met in centers of shopping and employment. This plan establishes the framework for all other planning activities and documents. By law, decision-makers and managers in city government must follow the direction of the Comprehensive Plan.

When the state enacted the Growth Management Act (GMA) in 1990, it changed the purposes of comprehensive plans prepared under the GMA rules. Requirements to plan for housing, private utilities, shorelines and economic development were added to pre-1990 mandates to address land use, transportation, and capital facilities. The GMA authorizes the inclusion of additional plan topics of specific local interest, and Sequim's Plan includes a chapter on Energy and Environment.

In its operation, the Comprehensive Plan provides the following directions to city-elected officials and staff:

- Locations where growth should occur.
- Quantities and types of housing to shelter existing and future population.
- Transportation, public improvements, and public services that are desired.
- Ways to help create a healthy economic environment and provide job opportunities.
- Actions to protect the natural environment.
- Development patterns to provide cost-effective delivery of public services.
- Timing and conditions for annexation.

The GMA includes provisions to ensure that the city follows these Comprehensive Plan directives. Firstly, the city must regulate land use and development consistent with the Plan; the zoning code, subdivision code, environmental ordinances, and building code must follow the plan's intent. Secondly, the city must make capital budget decisions and capital project investments in conformance with the plan. These two GMA rules give the new Comprehensive Plan a much higher level of importance in guiding the city's growth and development than previous editions of the plan.

The overall purpose of the comprehensive plan is to provide residents with a high quality of life. Cities that are seen as a desirable place to live, work, shop and play generally avoid the problems of other urban areas. New and existing businesses thrive, as do the people they employ. Residents are more likely to own their own home, maintaining neighborhood stability and cohesiveness. Youth choose to stay and make their future because it's a good place to earn a living and raise a family. With their basic needs met, people are more likely to give back to the community through civic involvement. Last but not least, there will be a large enough population base and high enough property values to generate the revenue stream needed for city government to provide the level and quality of public services that people expect and deserve.

What does implementation of the Plan look like?

Plans don't become reality without deliberate actions. Comprehensive plans rely on a great number of public and private actions to achieve the community's ambitions for the future. On the public side, the primary tools to implement a plan are development regulations and capital investments. Both set the foundations of how the community meets its quality of life expectations over time.

Citizens express their desired future in their plans – they get their future in their codes. This is the simple truth of comprehensive planning . . . plans, no matter how good, mean nothing if the development rules don't support them. What good does it do to say in a comprehensive plan that people who live in multi-family housing should have the benefits of convenient living and higher levels of urban amenities if the development codes allow this housing where these features aren't provided? Changes to the zoning code, subdivision code, and environmental codes to bring all into consistency with the directions of the comprehensive plan are not only required by State statutes, they are necessary to make the community's plan a reality.

Bringing an existing zoning code into consistency with a new plan is the primary plan implementation measure. The Growth Framework in this Plan creates substantial reorganization of the desired land use pattern with corollary restructuring of zoning classifications, designations, and development rules. The *Official Zoning Map* is also changed to reflect the new *Future Land Use Map*, potentially changing the allowed uses and type of development on private property. The market response to these changes is monitored over time to see how well the public actions in implementing the Plan are met with private actions in desired development and property investments. At least every eight years (by State law) and in any single year if needed, adjustments to the Plan can be initiated by the City or an individual. Zoning and other development codes can be amended whenever needed, again initiated by the Council or an individual. The expectation is that the Plan's overall direction is crafted so well to reflect citizens' quality-of-life interests that it does not need yearly "tending" to succeed. New zoning, however, may need fine-tuning for several years to attain a good match among the community's planned intents, the application of development codes to projects, and the achieved outcomes.

The comprehensive plan is also the basis for all city capital budgeting and spending related to growth. The Sequim Plan presents the capital needs to support planned growth in the Transportation, Capital Facilities / Utilities, and Parks and Recreation elements. These needs are programmed over the twenty-year life of the Plan with funding sources and construction years identified in an annually-updated Capital Improvement Program (CIP) that specifies the short-term (6-year) priorities as well as longer-term projects. The City Planning Commission reviews the annual updates to insure that proposed activities conform to the Plan and recommends action on the CIP to the City Council.

The Sequim 120 Vision guides this Plan . . .

Sequim will continue to grow and develop as the activity center and civic/cultural heart of the Sequim-Dungeness Valley while maintaining our friendliness, lifestyles, "small-town" convenience, and overall high quality of life. We choose to preserve surrounding rural lands by directing most residential growth into the city to contribute to a more complete fabric of neighborhoods as well as new downtown living. We value diversity and choice by insuring a broad variety of housing, mobility, lifestyle, and economic options to meet the needs of all age groups and family types. We respect that the legacies of our past create a civic duty for a well-planned and well-managed future guided by the quality-of-life interests of all citizens.

Within this Vision, the community desires that . . .

1. growth will occur mostly within the current urban growth area rather than continuing to push outward;
2. rural lands will be preserved for the agro-tourism, food production, visual qualities and open space they afford city residents;
3. new homes will fill in undeveloped residential lands to strengthen neighborhoods by enhancing safety, creating more livable streets, providing opportunities for mutual support, and promoting a social fabric where "small-town friendliness" is experienced every day;
4. a more compact pattern of growth will create a future that is affordable in all ways – physically, environmentally, socially, and economically;
5. Downtown will grow in activity and purpose not only to serve as the heart of the city and surrounding Valley but also to function as the core of a residential neighborhood that is the setting of most multi-family development;
6. greater diversity in age, household type, ethnicity, income, lifestyle, housing, mobility, and economic activity will increase community opportunities, variety, and interest;
7. improved street and path connectivity among places of living, shopping, services, employment, and recreation will increase mobility, convenience and transportation choices;
8. a wide variety of housing types will serve all lifestyles, ranging from single-family homes on large lots to cottage housing, townhomes, accessory dwelling units, assisted living and Downtown apartments and condominiums;
9. higher density housing will be directed to locations where services, convenience, and amenities make it an attractive lifestyle choice;
10. Sequim will be a more "complete" community by bringing unincorporated suburban areas that depend on the City's public services, facilities, amenities, and civic activities within the city boundaries;
11. Sequim's role as a major steward and purveyor of finite natural resources in the Valley will be reflected in a pattern of growth that promotes efficiency in resource utilization and sustainable resource management ;
12. the community's image and identity will be promoted by active management and responsible stewardship of both the human-built and natural environments; and
13. Sequim will grow as a community of all ages, from families with children, to young adults, to singles of all ages, to empty-nesters, to active seniors, to those needing specialized care, and to those nearing end-of-life.

The community values embedded in the Sequim 120 Vision create a story . . . *in 2035, Sequim is still "Small-town and Friendly."*

If this Plan is successful in 2035 – twenty years after Sequim citizens laid out new directions for growth and development – residents and visitors will see and experience a community that is . . .

The heart of a rural Valley

As residents of a growing urban center, Sequim citizens enjoy the legacy of its founding as a rural community at the heart of a productive agricultural landscape. Organic farming and lavender production thrive alongside stands of forest preserved in public ownership. With over 40,000 people living in the Valley, the City plays the role of a much larger city as the venue for shopping, civic life, entertainment, health care, recreation and employment. The city's reach as a service center covers the breadth of the North Olympic Peninsula, a market population of over 100,000 perople. Maintaining the City as a compact, efficient community affords urban dwellers a respite in the tranquility and refreshment of the surrounding countryside. Few communities have equivalent public access to saltwater shorelines, streams, rivers, forests, open fields and protected nature spaces. By living inside the City, people help preserve the rural Valley that is the reason for Sequim's being.

A "connected community"

Sequim is both a socially and a functionally connected community with a transportation system that provides many modes of travel throughout the city. Movement through and among neighborhoods is seamless for all. Walking and bicycling through neighborhoods on streets and dedicated paths is a favored activity for young and old alike. The grid system of street and sidewalks offers multiple route choices from one end of the City to the other, maintaining the convenience of a "small town." Residents *feel* connected, too, with neighborhood streets designed to create friendships among neighbors as well as to promote safety with more "eyes on the street."

A great place to live from childhood through retirement

Once widely known primarily as a community for senior living, Sequim now grows with diversity in age and family type. We are a great place for all ages. The community's success in attracting family-wage employment not only sets a foundation to raise a family but also includes diverse job opportunities for those emerging into adulthood. The city's range of housing – from Downtown condos to cottage housing – appeals to the community's increasingly broad demographic that attracts professional and technical workers as well as those with skills in trades. The city's urban amenities of urban parks, trails and entertainment complement our world-class outdoor recreation.

The Sequim School District is a highly-regarded institution for growing the minds and bodies of the community's youth. The school system is well-supported in the community – levies and bond issues keep operations and facilities in excellent condition. The growth of family households in the city's east end is attracted to the relatively new elementary school and neighborhood park at the center of the neighborhood. The District is preparing to construct another elementary school as a neighborhood focus in the city's southwest corner.

The Senior Living District is a complete sub-community that offers highly-convenient and affordable lifestyle options for retirees and those needing living assistance. Residents travel safely by foot, bicycle, mobility scooter, electric cart / car and shuttle within the District as well as by car to more distant destinations. High reliance on solar energy for powering homes and vehicles and accessing health care and other daily needs facilities within the District both reduce the cost of living to residents.

A community of volunteers who make Sequim better

As the central place serving most needs in the Valley, Sequim relies on its corps of volunteers to help maintain services and keep the community looking fresh and well. Volunteers make up a substantial work force for the City, and the high percentage of seniors supplies most of this effort. Volunteers are visible throughout the city, serving as members of boards and committees, caring for gardens and public landscapes, overseeing parks, and being VIPS (Volunteers in Police Service).

Residents throughout the Sequim-Dungeness Valley are connected to the city not only as their primary venue of services but also for feeling ownership in Sequim's success. Many of the city's volunteers live outside the city limits and participate as members of the community. The ethic of civic volunteerism, flourishing in the Valley for decades, is part of Sequim's identity and continues to produce rewards for those who give their time and energy to meet community needs.

A place that attracts people from everywhere

The nature surrounding Sequim brings people from all corners of the country and all points on the globe to hike, camp, fish, and nature-watch. Lavender fields are plentiful and complemented by wineries, organic farming, and shellfish production which contribute to the region's economic diversity as well as attract tourists. Sequim is a desirable place for visitors to stay while they enjoy the surrounding beauty. The once-dammed, nearby rivers offer pristine stream fishing as well as nature hikes. Adventurous visitors bike the Olympic Discovery Trail from Sequim to rivers, ocean beaches, and mountains within and surrounding Olympic National Park. Annual festivals and weekend markets keep the community alive with activities and visitors from May to Labor Day each year, while quality services such as electric vehicle charging stations, Wi-Fi, and numerous choices for food and lodging insure an enjoyable experience.

A community built of friendly, safe neighborhoods

Sequim grows with the qualities of a traditional "small town" formed of compact neighborhoods where society is close-knit and meeting daily needs for living is quick and convenient. Sequim residents get to know their neighbors as they meet to socialize while walking neighborhood streets for exercise and to access local services. Neighbors also convene at the elementary school, neighborhood park, and neighborhood retail center.

Streets in our newer neighborhoods are narrower to enhance neighborhood friendliness and to reduce vehicle speed and increase safety for motorists and pedestrians alike. Streets are designed for social engagement – sidewalks are conduits for conversations among residents – as well as multi-modal mobility.

Each of Sequim's neighborhoods has a unique community identity that contributes to residents sharing community development objectives and mutual support with neighbors

helping neighbors. Our neighborhoods reflect Sequim's core values of small-town living, friendliness, convenience, safety and connection.

A steward of the environment and a natural landscape

Sequim values its legacy as a place born from an abundance of natural resources and a history of agricultural productivity. People reside here to enjoy living in a city surrounded by a rural landscape that includes natural areas as well as agricultural lands. Citizens care about the city's setting as an interface between the wilderness of the Olympic Mountains and National Forest and the maritime waters of the Straits and Sequim Bay, and we assume stewardship over the water, air, habitat, and other ecological elements between the two.

The availability, wise use, and effective treatment of water are things of great importance to the community. Sequim is a leader in managing the limited water resources of the Valley, exercising conservation through technology and low impact design and practicing it through reuse of waste water. The community's highly advanced water and waste water systems not only serve the urban area to high standards but extend throughout the Valley to redress the failure of water wells and septic systems that otherwise threaten the water resource.

The City shows environmental leadership in attracting clean, high-tech primary industry, in designing streets for alternative modes of transportation, and utilizing solar and other forms of renewable power in City facilities and systems.

An Antecedent to the Vision

Many of the local values reflected in this vision have endured for over 50 years in Sequim. Sometime prior to 1965, Sequim made this expression of the community's desired future:

> *Sequim should be developed . . . to the greatest extent possible, its present character of a small, relaxed, friendly community and to enhance its potential beauty. The municipality's highest and best destiny is to be a center for the accommodation of retired persons, tourism, and recreational activities. In view of the fact that the municipality has no visible characteristics to distinguish it from many other cities in Washington, the municipality and business leaders should develop plans to lend a distinctive character to the community and encourage harmonious development.*

A Way to Assess this Comprehensive Plan

The growth strategy in this Comprehensive Plan came purely from the desires and needs expressed by Sequim citizens who participated in the process. It is not mere coincidence, however, that these new directions for healthy community growth also seem somewhat familiar in their presentation.

Before World War II and the ensuing sub-urbanization of the post-war, "modern" era, communities developed in ways greatly similar to those promoted in this Comprehensive Plan. In 1998, a group of nationally recognized urbanists who are active in planning, designing and building healthier urban places met in the Ahwahnee Hotel in Yosemite National Park to find a response to costs of urban sprawl on American cities. After several days of brainstorming, the group adopted a set of principles – later to become known as the *Ahwahnee Principles* – that state attributes of growth and development that contribute to high quality of life. The participants also started a new political movement called the Congress for the New Urbanism that continues to influence the form of urban places of all sizes and includes elected officials as well as planning and design professionals and urban scholars. These Principles are included here as a way to look at Sequim's Comprehensive Plan in the context of advice that permeates city planning across the nation.

Preamble: Existing patterns of urban and suburban development seriously impair our quality of life. The symptoms are: more congestion and air pollution resulting from our increased dependence on automobiles, the loss of precious open space, the need for costly improvements to roads and public services, the inequitable distribution of economic resources, and the loss of a sense of community. By drawing upon the best from the past and the present, we can plan communities that will more successfully serve the needs of those who live and work within them. Such planning should adhere to certain fundamental principles.

Community Principles:

- All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents.
- Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other.
- A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.
- Business within the community should provide a range of job types for the community's residents.
- The community should have a central focus that combines commercial, civic, cultural and recreational uses.
- The community should contain an ample supply of specialized open space in the form of squares, greens and parks whose frequent use is encouraged through placement and design.
- Public spaces should be designed to encourage the attention and presence of people at all hours of the day and night.
- Each community or group of communities should have a well-defined edge, such as agricultural greenbelts or wildlife corridors, permanently protected from development.
- Streets, pedestrian paths and bicycle paths should contribute to a system of fully connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees and lighting; and by discouraging high-speed traffic.
- Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.
- The community design should help conserve resources and minimize waste.

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- Communities should provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping and recycling.
- The street orientation, the placement of buildings and the use of shading should contribute to the energy efficiency of the community.

Regional Principles:

- Regions should be bounded by and provide a continuous system of greenbelt/wildlife corridors to be determined by natural conditions.
- Regional institutions and services (government, museums, etc.) should be located in the urban core.
- Materials and methods of construction should be specific to the region, exhibiting a continuity of history and culture and compatibility with the climate to encourage the development of local character and community identity.

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CHAPTER

2

URBAN GROWTH

2 URBAN GROWTH

INTRODUCTION

The reason for designating an urban growth area (UGA) outside the City limits is to provide additional land needed to accommodate planned urban growth. Part of the designation process is confirming the ability to provide the full range of urban governmental services at adopted levels of service through UGA build-out in 20 years. By designating the Sequim UGA, the City commits to plan, finance and provide for availability of services for the entire UGA by the end of the 20 years. However, the City may also implement a strategy to schedule service extensions by geographic "tiers" or phases over time for service efficiency and management of service capacity. As the end of the 20-year planning horizon period nears – or with any update of the Plan before then – the City can reevaluate its ability to meet new service demands and, if needed, reassess the land use element to increase service efficiency or consider resizing the UGA. Still, "availability" of future services equates to "affordability" to extend them – cost-to-serve is a primary determinant of establishing the UGA.

For decades, lands designated for urban growth have been consumed by the division of larger acreages into smaller acreages that are neither rural nor urban in size. This practice diminishes the "yield" of the original parcel for urban growth upon which urban services are planned and financed. Another long-term consequence is the prospect of urban growth needing to "leap-frog" over these "unaffordable-to-service" lands, requiring a more costly extension of urban services to reach true urban subdivisions beyond these non-urban parcels. Lands within the UGA either need to be managed for urban development or removed from the UGA and preserved as true "rural" until needed for urban growth. There are no "in-between" choices for a UGA.

Outside the UGA, orderly and contiguous expansion of urban growth is thwarted by piecemeal division of rural lands into small acreage parcels that are difficult to transition to urban transportation and utility systems. Suburban parcelization is a product of market demand – people wish to enjoy a "non-urban" lifestyle yet access the conveniences of the city – but that lifestyle preference comes at a high price. The City cannot extend urban services to these suburban properties as they are outside the UGA, so the development of each new parcel requires a substantial investment in private road access and on-site water and septic systems. The costs are equivalent if not higher than those associated with similar development within the urban service area. As within the UGA, the ability to create non-rural parcels outside the UGA also frustrates if not fully precludes the expansion of the urban area if additional land for urban growth is ever needed.

The growth strategy within the UGA (including the City) is based on an expectation that the history of most growth spreading across the rural valley and the minority of growth occurring in the City will slowly reverse. A new *Growth Framework* retains the UGA adopted in the 2006 Comprehensive Plan, but the form and character of planned growth within the UGA is substantially different with a much greater focus on single-family neighborhood development. Higher-density, multi-family use – whether rented apartments or owned condominiums – is

mostly directed to the Downtown and Senior Lifestyle districts. Commercial districts are located and defined to serve specific markets: neighborhood, community, regional, and visitors. Land use districts are also designated for economic growth, particularly for primary industry where products are made in contrast to the mostly service industry that has lead Sequim's economy for several decades.

The *Framework* includes a Transportation Layered Network that provides for alternative mobility options and improved connectivity and convenience for residents. Walkability is a high-value component of citizens' quality-of-life expectations, and the Plan's attention to paths and pedestrian-friendly streets is a key feature of the neighborhood-focused *Framework*. The value of more social neighborhood streets that are safe and attractive is also promoted.

A Sustainable Future

Sustainability requires that society behaves only in ways that affords the same behaviors to future generations, without end – that choices made today are still available tomorrow. Matters of individual and collective choice are most acutely experienced for decisions involving finite, scarce, or essential things. Air, water, and earth (land) – the base components of physical planning – are among these. How society manages the quantity and / or quality of each is at the core of sustainable growth behavior.

For Sequim, sustainability mostly relates to management of water and land resources – there is only so much of each in the S-D Valley – although air quality is also of importance to local public health. The growth patterns within the Valley over the past two generations have already significantly reduced local choices for future generations. In 2015, the Valley's unincorporated population was over three times that of the City's and still increasing at double the City's annual numerical growth. Even at the predominant 5-acre minimum density that prevails in the Valley, vacant vested lots and parcels that can be subdivided have the capacity for XX additional residences. A minor part of the Valley is preserved as *Agricultural Reserve* with 20-acre minimum lots that retain the size of "rural" lands but sit entirely within the foothills of the Olympics with little agricultural capacity. To the extent that multiple, adjacent 5-acre parcels on more level land are held under a common ownership, they may retain a rural quality – but with each retaining the potential to become another home site.

At some point in time, the Valley's finite land area will no longer have the capacity to absorb demand for non-urban living, but when that time comes will the Valley already have long lost much of its agriculture, its ecological functions, and its attraction for a rural lifestyle? Each new dwelling outside the UGA erodes this future – the "choices" that are offered are not sustainable ones. The answer to the limits of land supply is to change the market dynamic through plans and zoning which redirects residential demand to the City where there is adequate land supply and service capacity. Although this largely requires the County to act sustainably, the City has a corollary sustainability duty to protect urban growth capacity. Both of these roles are addressed in this Chapter and the Land Use Chapter.

Water is a much more acute topic for the Valley's sustainable growth. The Valley's setting within the Olympics rain shadow offers drier weather than most of the region, but that makes the Valley very dependent on the mountain watersheds for water. These are the same sources that support

fisheries and the riparian habitats for many species. Wells drilled into the Valley aquifer and water diversions from streams and rivers for irrigation and potable water have a consequential effect on stream flows. However the "rights" to access water for private or public use are adjudicated, water supply greatly affects both the distribution and amount of long-term growth – there is only so much water, and the demands of man and nature are in increasing tension as more inhabitants are attracted to the Valley. There are solutions to the limits of water supply – desalination of seawater and a greater range of allowable uses of "recycled" water are two – but they come with high financial costs. If Sequim's future is to be "affordable," both in service costs and environmental quality, short-term decisions will need to be more greatly linked to sustainable outcomes.

City-County Cooperation

Sequim's future is not entirely its own to determine. With the inertia of decades of sprawling growth steadily consuming the Valley's rural character with residential development that is neither rural nor urban, shifting growth to the city to preserve the fragile rural that remains is a great challenge – not just to the city but to Clallam County as well. Even with the city's choice to accept more growth within its UGA to preserve a rural landscape outside it, the County fully controls what actually happens outside the UGA through its planning and zoning decisions. That's the Achilles Heel of this Plan – in 2015, twenty-five years after the adoption of the Growth Management Act, two-thirds of population growth within the Valley was still occurring outside designated UGAs, and the City had no direct control to change the trend.

The Growth Management Act mandates regional coordination of growth plans under a prescribed structure of *county-wide planning policies* (CWPPs). CWPPs provide *a countywide framework from which county and city comprehensive plans are developed and adopted* and must address the establishment of UGAs; the methods to set a population growth target and direct its distribution within the county; the assurance for contiguous and orderly and the provision of urban services; and other specified topics of regional planning relevance. The inter-jurisdictional collaboration that is promoted by periodically updating CWPPs is the process to address the Valley's growth future, both urban and rural. *Without such regional consensus, the city can have no hope that the community's Vision in this Plan is ever realized.*

VISION

The Sequim 120 Vision Statement directions most related to URBAN GROWTH include the following:

- Growth will occur mostly within the current urban growth area rather than continuing to push outward;
- Rural lands will be preserved for the agro-tourism, food production, visual qualities and open space they afford city residents;
- Sequim will be a more "complete" community by bringing unincorporated suburban areas that depend on the City's public services, facilities, amenities, and civic activities within the city boundaries;

- The community's image and identity will be promoted by active management of both the human-built and natural environments; and
- Sequim's role as a major steward and purveyor of finite natural resources in the Valley will be reflected in a pattern of growth that promotes efficiency in resource utilization and sustainable resource management.

GROWTH FRAMEWORK

UG GOAL 2.1 COMMUNITY FORM AND CHARACTER: Grow as an urban community that retains the qualities of small-town friendliness and develops on the themes of walkability, connectedness, affordability, rural preservation, economic opportunity and stewardship.

POLICIES

UG 2.1.1 DIRECTIVE FRAMEWORK FOR GROWTH

Follow the direction of the Growth Framework concept plan and its related goals and policies to guide future iterations of the Plan, including the periodic updates mandated by the Growth Management Act, while allowing it adequate time for its directions to take hold and produce results

Discussion: Plans are a reflection of the moment, but their value is timeless. Direction and durability are two characteristics that differentiate effective plans from those that "just sit on the shelf" year-after-year. Adopting a highly-directive growth framework that illustrates the highest-level ambitions for community development and then staying true to it through changes in community leadership is more important than any other plan attribute.

The directive function of a "growth framework" is neutered if it doesn't stay mostly intact while its effect on the community's development is monitored over time. The GMA provides for periodic update of the Comprehensive Plan, and that is the opportunity to reevaluate the framework to confirm that change is occurring as planned and with the desired effects. In the interim between updates, the framework provides a good basis to test changes to specific plan policies. A growth framework is a big idea, and a big idea needs time to germinate and then take hold. A respected framework is consulted often and tweaked seldom.

UG 2.1.2 GROWING WITH PURPOSE

Maintain the integrity of the Growth Framework as a holistic model of a compact, highly-efficient, connected community with a range of lifestyles and mobility options and a commitment to preserving a rural *Valley.*

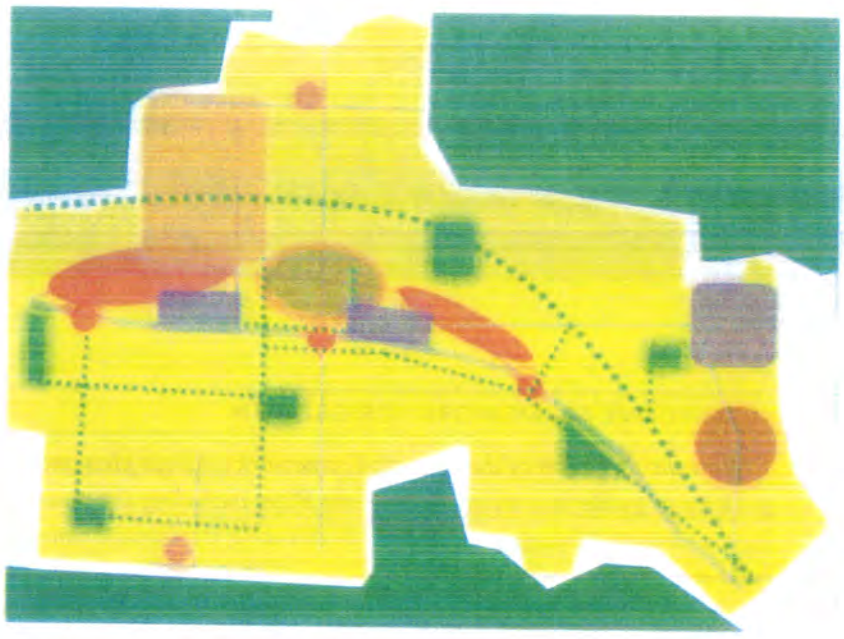


Fig. 2.1.2.1 Growth Framework Map

Discussion: The *Growth Framework* is easy to summarize in a few sentences, but its multi-layered design relies on all nine Plan chapters to fully describe. The holistic nature of its crafting and presentation suggests that each policy direction is dependent on – or at least linked to – others in the Plan. To embrace this interconnectedness is to accept that "everything is connected to everything – if you change one thing, you change everything." This also means that every policy in the Plan is there for a *purpose* that affects Sequim's growth future.

The highest-level directions of the framework are evident in the illustrative map (Fig. 2.1.2.1):

> The yellow background covers the UGA (including the City) to its limits with Low-Density Residential neighborhoods that provide a range of opportunities to fill in with mostly detached, single-family houses (see UG GOAL 2.2). Higher-density, attached housing is focused on two districts – Downtown and Senior Lifestyle – that offer amenities, convenience, and mobility options that are more feasible when serving more residents. Rural lands surrounding the city and throughout the Valley are preserved by directing urban growth to the City and precluding non-rural growth outside the UGA. Retail and service uses are retained along the Washington Street corridor where they are accessible for community and regional shopping. Mixed-use neighborhood centers are a long-term possibility where neighborhoods generate enough market demand with build-out. Large parcels of undeveloped land between Washington and Highway 101 are designated for regional retail, large-scale institutional or high-value light manufacturing use but a mix of housing, retail and employment is also possible.

The service needs of visitors to and through the community are met at the city's three main entrances with nodes of highway commercial uses.

The framework also depicts greater vehicular connectivity among neighborhoods and between east and west ends of the City, but a network of connected pathways offers alternative means of getting from place-to-place. A few neighborhood parks surface as major recreational nodes along connected pathways. [Map needs more detail in a revised version, before release for FINAL public review.]

UG GOAL 2.2 INFILL TO PRESERVE RURAL: Accommodate growth within the urban growth area by filling in lands for urban development while preserving Rural lands for the multiple benefits they provide.

POLICIES

UG 2.2.1 INFILL VERSUS EXPANSION

Fill in the fabric of city neighborhoods and non-residential districts to meet growth demand rather than primarily within the urban fringe and beyond.

Discussion: At the start of 2015, there were over 700 vested platted lots in the city ready for residential development and another 800+ preliminary-platted lots with a potential to be finalized. These vacant current lots and potential additional lots have the capacity to accommodate the City's projected growth to 2035. To the extent that urban land accommodates growth without compromises to community values, the rural area is preserved for the multiple benefits it provides city residents. This takes market pressure off potential adjustments to the UGA, and it uses the capacity of city services to the financial benefit of existing and new customers.

UG 2.2.2 REGULATE FOR RURAL

Reverse the long-standing trend outside the UGA of the great majority of residential growth consuming rural lands for non-rural uses.

Discussion: The initial Countywide Planning Policies (CWPPs) adopted in 1992 existed without amendment for twenty years. Over that period, there were amendments to the GMA and numerous hearings board and court cases that clarified for local governments what it means to be "Urban" and "Rural." The original CWPPs, however, reflected a different philosophy about controlling growth patterns and limiting development in the rural area to truly rural, rather than "suburban," uses.

As recent as 2015 the County zoning code included 15 distinct "Rural" zone classifications, more classifications than all the zone districts in the Sequim code that cover every land use setting from low density residential to mixed use and high tech industrial. Thirteen of the County's fifteen Rural zone classifications allowed a minimum

lot size of 2.4-acres or smaller; eleven offered an opportunity either outright or through special conditions to create 1-acre lots; and four allowed lots as small as ½-acre.

The density permitted in 13 of the 15 Rural classifications contributes to the issue of non-rural development consuming the rural landscape. All 13 allow densities less than one unit per five acres, ten allow one unit per 2.4 acres, and three allow one housing unit per acre.

These standards for rural development undermine the hope of Sequim residents to continue to enjoy the Rural landscape in which they were raised or that attracted them as new residents. One-acre lots – in fact, *anything* under five-acre lots – loses its value for food production, agro-tourism, ecological balance, wildlife habit and outdoor recreation. Even with a change of zoning to 5-acre minimum parcels sizes, hundreds of existing parcels under five acres are vested for residential use. Protecting what is left from similar parcelization not only preserves some of the rural character so important to Sequim, it protects the existing non-urban population from continued degradation of that which attracted them to "the country."

UG 2.2.3 SUSTAINABLE GROWTH

Ensure the community's ability for multi-generational growth by making only those decisions about growth and development that preserve the same choices for future citizens.

Discussion: The Sequim that citizens' value for its small-town, friendly character and its heritage as the heart of a rural valley is at risk as the city's attraction as a place to live brings thousands of new residents to the city and surrounding Valley in coming decades. Even at an optimistic, yet still moderate, planned 2% annual growth rate, the city will grow to be a half-again more populace in one generation and well over twice as large in two generations. If those future generations are to have any hope of a Sequim-Dungeness Valley that retains the functions and qualities of a rural landscape and a city that is desirable for its quality of life including being surrounded by a natural landscape, the range of lifestyle choices cannot mirror those of past decades.

Each new resident who is attracted to the S-D Valley for its rural character and subsequently chooses to build a home on a small acreage or large lot outside the city contributes, inadvertently, to the steady demise of that which brought them to Sequim. In 2014, there were already more people living outside the UGA on parcels and lots that are sub-rural in size (Fig.) than there were living within the City. Many new residents attracted to the Valley by the rural setting then might later have found parts of it to feel more suburban than rural, a pattern set to continue in plans and zoning long in affect and lots in finalized plats vested forever.

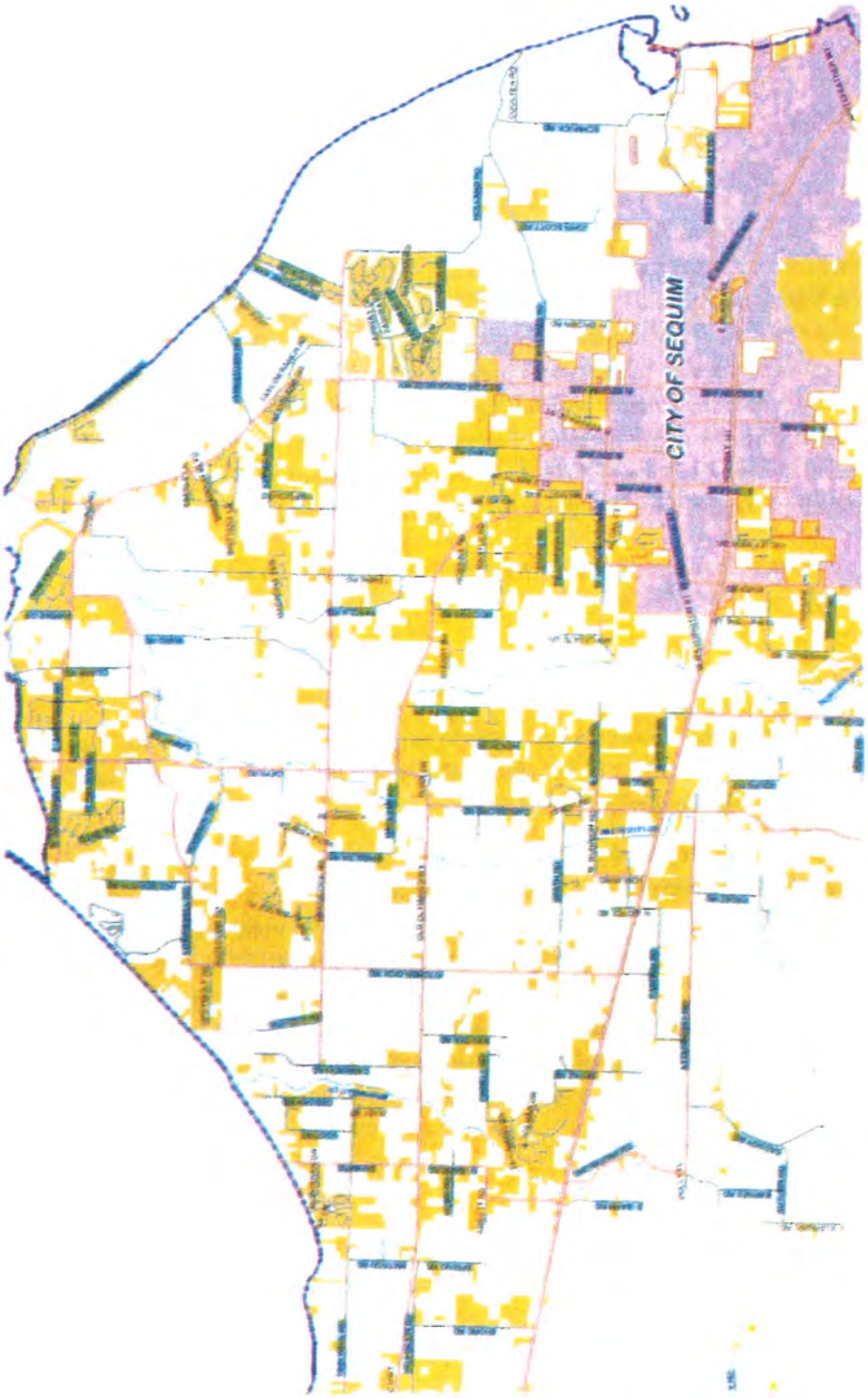


Fig. XX Lots between 0.5 and 2.0 acres outside the UGA

Similarly, those who prefer to live in a city for its conveniences and social connectivity but desire a less urban home setting might prefer to live on an acre or more within the City if given the option. However, there is a limited amount of designated urban land (as well as land of all designations in the Valley), and each one-acre lot within the urban area consumes land at many times the rate of traditional urban residential patterns. For each acre occupied by one house, three to six perspective homeowners have to look elsewhere, maybe even for small acreage sites outside the UGA. This is simply the direct relationship between personal "choice" and the scarcity of land that intersect with decisions of public growth policy. This is at the core of Sequim's future . . . at some time, the Valley may face a "tipping point" for losing its rural character, and it will reach that limit much sooner if the city doesn't absorb the great majority of Valley growth to the extent of its service capacity and planned densities. Even then, the Growth Framework relies on both the County performing its duty to preserve rural lands and the City to remain willing to limit lifestyle choices within the City to urban ones. This is the only way that new residents to the Valley will be assured of a lifestyle choice between rural and city living, not just for the next 20 years, but forever.

[The Plan recognizes equitable ways to live in a home on acreage within the City. See LU 3.1.3]

UG 2.2.4 GROWTH WITH CLIMATE CHANGE

Manage the City's development patterns and water resources to support continued urban growth within the City's UGA while maintaining the capacity of rural lands for agriculture and ecological functions.

Discussion: With projected severe climate change impacts on the Dungeness watershed by 2040, the efficient use of land and the water resources needed to service it are high-level responsibilities of local government. A change as predicted by State DOE intensifies current water needs of people, fish, and farms in at least 45 percent of the state as shown in red in Figure 2.2.4.1. Preserving water for urban domestic consumption, agricultural production, and natural systems is helped by creating smaller urban residential lots to reduce the need for irrigation, stopping the creation of residential-scaled parcels with consequent well-drilling in the rural area, and expanding the capacity and distribution of water reclaimed from city users.

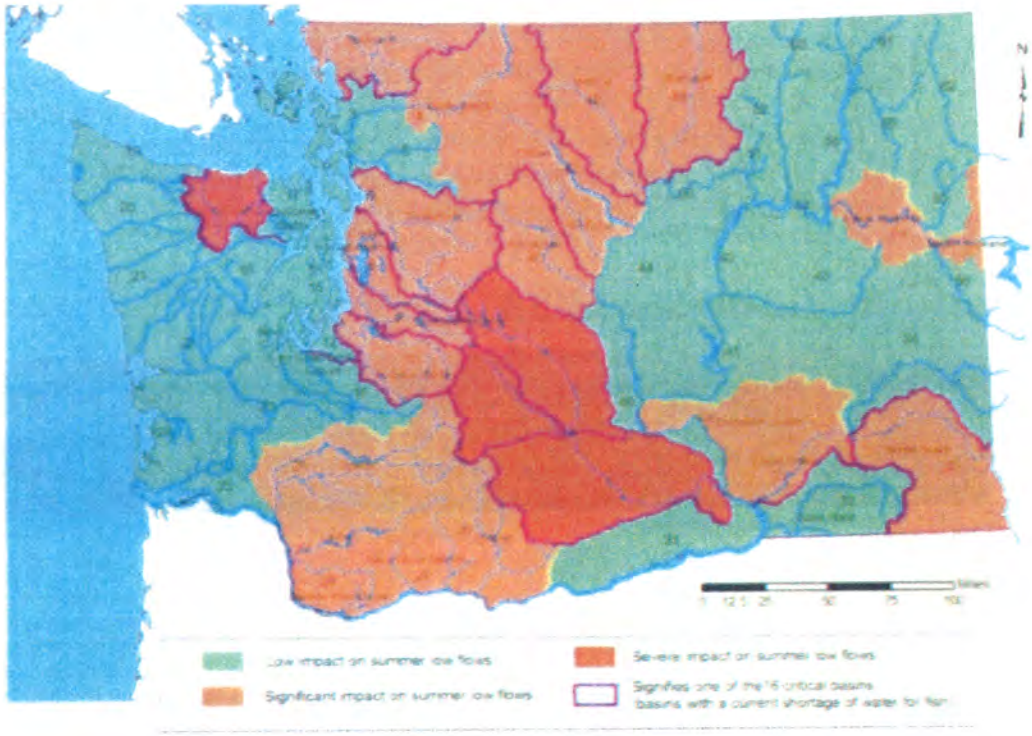


Fig. 2.2.4.1 2040 Projected climate change impact on summer flows by watershed.

Source: Washington Department of Ecology

UG GOAL 2.3 REGIONAL COOPERATION: Insure a sustainable future for the entire Sequim-Dungeness Valley through active regional planning collaboration.

POLICIES

UG 2.3.1 COUNTY-WIDE PLANNING AGREEMENTS

Actively pursue shared, formalized regional understandings on growth, development and service responsibilities – such as maintaining currency of County-wide Planning Policies and inter-local service agreements – to sustain the Valley's high quality of life for both urban and rural living for future generations.

Discussion: People who are attracted to the Valley's setting and lifestyle may choose to live in the City primarily for the conveniences and society of an urban center and for the recreation and amenities of a surrounding pastoral landscape. This attraction is only sustained if both city and county plans tell the same story about the Valley's future. The state requirement for the county to enact county-wide planning policies is the mechanism established to address this need, and, like all planning activities, both the collaborative regional process and the policy document it produces need to be ongoing elements of regional cooperation. State requirements to periodically update comprehensive plans and

UGAs suggest a corollary duty to revisit the county-wide planning policies and update for legal currency and local relevance.

Similarly, inter-local agreements on planning, regulating, and servicing the unincorporated UGA and extending city services outside the UGA on a limited basis are also important instruments that reflect regional cooperation on matters that affect the entire Valley. These, too, exist in the dynamic settings of growth, markets, and community expectations and need to be maintained to reflect changing conditions and updated plans.

URBAN GROWTH AREA

UG GOAL 2.4 POPULATION GROWTH: Prepare for a modest yet optimistic growth future using growth rates and a population target that reflects redirection of Valley growth trends while staying within the bounds of community values and capacity to provide urban services.

POLICIES

UG 2.4.1 GROWTH RATE AND POPULATION TARGET

Based on community values, service capacities and population trends, plan for 3,400 new residents at a 2% average annual growth rate over the 20-year period, 2015-2035.

Discussion: The Comprehensive Plan is a response to a population "target" that is largely determined by four factors: 1) anticipated countywide population growth as determined by the State Office of Financial Management (OFM) as a range of possibility, 2) community values about the amount and character of growth, 3) the capacity of City services to maintain service levels as growth occurs, and 4) a final distribution of growth population by inter-local agreement (*Countywide Planning Policies*) among the County and its Cities that sits within the OFM range. The OFM range is so wide that it provides great latitude in the consideration of community values and the final distribution of population in the Countywide Planning Policies.

Sequim's growth history is fairly typical of cities of all sizes across the country, averaging 1.75% the past three decades and around 1.5% over the 100 years since incorporation. The 2% growth rate – 1/3rd higher than the 100-year rate – is selected to reflect the higher rate of the most recent 30 years as Sequim's reputation as a place has risen to the national level, to recognize the growing percentage of retirement-age population in demographic forecasts, and to respond to the projected above-average in-migration of seniors from other regions.

The annual growth rate is anticipated to be closer to 1% for the first several years of the planning period as the national and global economies continue to fluctuate and financing of home construction struggles to return to long-term levels. By 2025 the nation will be at the crest of the baby boomer wave of seniors and the Sequim growth rate is likely to hit 2%. Nearer the end of the twenty years and depending on the expansion of the local

economy, growth may grow to 3% or more, compensating for the lower-than-normal growth rate at the beginning of the period.

While 2% is both realistic and optimistic, it is subject to a host of variables and unknowns – e.g., in 2015 the WA State Department of Ecology's "Water Rule" for the Valley was still being contested, and its effects on Valley growth were uncertain. For over 30 years, Valley growth outside the City outnumbered that within the City by two to one. The long-term impacts of resource conservation and other environmental protections on these market trends is hard to predict, but to the extent that development restrictions outside the UGA redirect growth into the UGA, the City will more fully utilize its service capacities and benefit by increased service fee and tax revenues, partially off-setting inflationary factors. At a 2% growth rate, the City will grow to over 10,000 in twenty years. An unintended but possible rate of just over 3% will put the City population close to 13,000 in that same interval.

UG GOAL 2.5 GROWTH CAPACITY OF UGA: Protect the City's planned growth capacity by managing lands within the City urban growth area for urban character development and services.

POLICIES

UG 2.5.1 COST-EFFICIENT UGA DEVELOPMENT

Protect the capacity of land within the UGA for urban development that is cost-effective to provide urban services.

Discussion: The cost of extending urban services is mostly determined by the pattern and density of land subdivisions. The City's ability to serve its UGA is based on the UGA developing to urban density and urban infrastructure standards. With all but one of seventeen UGA sub-areas planned for Low Density Residential use, most of the capacity for service delivery is based on the *minimum* planned housing density, 3 dwelling units per gross acre.

Parcels kept within the UGA may not be serviceable with urban utilities, streets, and services until near the end of the 20-year planning horizon. One technique to allow interim land development is to subdivide the land to urban lot sizes and provide a mix of short-term and long-term infrastructure improvements that allows partial occupancy of the plat initially and the necessary service connections from all lots when utilities are eventually extended. In the interim, for example, a four-acre parcel is allowed to be subdivided into 16 quarter-acre lots with the caveat that any lot purchased for a new house must include four additional lots to accommodate an interim septic system (1¼-acre minimum lot area). When public water and sewer are extended to the subdivision, the owner retains the option to live on a "non-urban" 1¼-acre lot but pays the costs for extending infrastructure to all five lots and the costs of maintaining the system across all five lots – the four unoccupied lots can then be sold individually for development at any time. This technique retains equity among system users by prohibiting parcelization that produces non-urban lots that are then subsidized by other system rate-payers to extend and maintain services.

UG 2.5.2: GROWTH CAPACITY OF UGA

Provide regulatory options to ensure lands contiguous to the City needed for urban growth are preserved to develop at urban densities and urban infrastructure standards

Discussion: There are two options for securing a future of at least 3 dwelling units per gross acre within the City UGA. The first is to apply City zoning classifications and development standards to these lands. Under this option, no subdivision of land is allowed unless it creates urban lots meeting the 3 dwelling units per acre minimum density. Since these are unincorporated lands, this entails *the County merging the City low density residential designation and standards into County development codes*. The second option is to remove portions of the UGA from this designation and return the lands to a "Rural" zoning classification that limits new parcels to at least five acres in size. This allows a future reinstatement of these areas to a UGA designation when there is both a City need for additional land for urban growth and adequate market demand to make this attractive for property owners. This option is only viable if the sub-area is not needed for urban growth in the near term and / or not now easily transitioned to urban development. It also entails *the County's concurrent action to remove the UGA designation and apply 5-acre minimum lot size zoning*. Either of the above, or a mix of them, solves the problem that has existed within the UGA since originally designated.

Development within the UGA that is not constructed to the city's minimum design standards for transportation and utility infrastructure eventually poses a significant liability when these projects are annexed and become a city responsibility. The city's duty is to include the entire UGA in the Comprehensive Plan, including land use designations that are affordable to serve and with confirmed service capacity for all urban services. These planning elements are interdependent – the land use pattern affects the cost of service delivery, and the service costs affect the capacities that can be afforded to keep up with growth. If the County allows development of any kind in the city's UGA that is not consistent with the city's plans and standards, the city loses control of that which most determines the ability to provide and maintain services – cost. The viability of external UGAs ever being assimilated to the city through annexation starts with the County recognizing that implementing city infrastructure standards is as essential as applying city zoning to these areas.

UG GOAL 2.6 PRESERVE ADJACENT RURAL FOR UGA EXPANSION: Preserve lands outside the UGA as "Rural" with minimum acreage size that allows cost-effective conversion to urban lands.

POLICIES

UG 2.6.1: RURAL LAND BEYOND UGA

Ensure that rural lands surrounding the Sequim UGA are preserved with minimum parcel sizes that facilitate expansion of the UGA beyond the 20-year planning horizon if needed for urban growth.

Discussion: If rural lands are not preserved as "rural," there are corollary impacts to the cost of urban services to support growth beyond 20 years. When one 5-acre rural parcel is divided into two to four parcels, each developed with homes, the future of those properties is set for the next 50-100 years. If the City needs to expand the UGA, new development will have to "leap-frog" over these developed lands to access parcels that can be subdivided to an urban form. This greater distance to extend services to support long-term urban growth not only makes services more expensive to customers but also adds to the operational costs of the whole system that are shared by everyone.

To maintain the potential for conversion of rural parcels to urban development in the long term, the minimum rural parcel size is five acres. Any division of rural property to parcels smaller than five acres so greatly reduces the practicality and affordability of extending urban utilities and street networks that affordable urban development will never happen. For the next generation of Sequim's growth, this is not an issue – for generations beyond that, it could be.

Five acres is the minimum parcel size to facilitate eventual conversion to an UGA designation, but ten, twenty and larger acreage sizes preserve even greater opportunity for the City to grow efficiently beyond 2035. Although Clallam County, not the City, plans and regulates all land in the Valley outside the UGA, it is in the City's long-term interest to engage the County in joint stewardship of the Valley including revising zoning not only to protect the capacity for eventual urban growth but also to preserve rural use in the interim.

SEMI-URBAN RESIDENTIAL NEAR UGA

UG GOAL 2.6 MAKE THE CITY OF SEQUIM "WHOLE": Attract built-out suburban neighborhoods to merge with the City when there is neighborhood desire / opportunity as well as City capacity to serve cost-effectively.

POLICIES

UG 2.7.1 URBAN AND SUBURBAN COMMUNITIES OUTSIDE THE UGA

Welcome urban / semi-urban residential sub-areas to the UGA that are in great proximity to the City for future annexation to make Sequim a more complete urban community.

Discussion: Three subdivisions have grown up close to or adjacent to the City that are more urban than rural in character and have social connections and some functional dependency on the City. Highland Hills (Bell Hill), Sun Meadows, and Sunland are a part of Sequim's identity and life, but none is formally a part of the City or even within the City's UGA. The total number of households in these subdivisions is 40% of the total number of City households in 2014. Residents of these developments invariably enter or pass through the City to do most anything outside their immediate neighborhood.

Whether or not these subdivisions are joined to the City through changes to the UGA and eventual annexation is not important to the City financially. The City receives the minor part of property taxes even if properties are annexed, and the more revenue-beneficial sales tax produced by consumer spending within the City occurs regardless of place of residence – these 1,300 non-City households patronize Sequim businesses just as City households do. Taxes on residential uses seldom cover the public costs for serving homes with police, parks, streets, and general City services anyway. It is the sales taxes generated by businesses and industries where residents of the entire Valley shop, eat and work that make the biggest difference to maintain general City services.

Sequim is both a city and a *place*. The community that associates with Sequim as a place – all the residents who respond "Sequim" when asked where they live – encompasses the entire Valley. Those residents who reside in the three large urban/ suburban subdivisions close to the City are strongly engaged in Sequim's daily life. They may have children attending school in the city, they may have businesses or work within the city, they likely use parks and other public facilities in the city, they may be members of social or service organizations focused on the city, and they may even serve on city advisory boards and committees as volunteers. Even though their lives are greatly tied to the economic, social and civic realms of the city, there is one thing they cannot be, a citizen of the city. This is a distinction that makes the Sequim, as a city, less complete – much of the broad community that *is* Sequim is not formally a part of Sequim.

With no compelling financial reason to pursue annexation of adjacent and near-by residential subdivisions, the City's posture is one of "neutrality." If there comes a time and circumstance that any of these subdivisions wish to consider formally joining Sequim, the City remains open to evaluate the costs for extending services versus the added civic capital gained with annexation. In the interim, there is no threat of unilateral annexation by the City – State annexation laws ensure that – and even if there is desire by residents to annex to the City, these non-UGA areas must first be designated in the City and County Comprehensive Plans as a UGA. None of this can happen fast or "silently," and any change requires support of *both* County and City elected officials through open public hearing processes.

CHAPTER 3

LAND USE

DRAFT

3 LAND USE

INTRODUCTION

Over 100 years ago, before Sequim was officially a city, a traditional urban pattern of development was already emerging. As the community grew from setting the first travel paths and property lines over the next half-century, the urban form followed the invisible lines of township, range and section – the intersection of Washington Street and Sequim Avenue is the exact corners of quarter-sections. Subdivision of land maintained the formality of the geographic grid with north-south streets following lines of longitude and east-west streets running parallel to latitude. Even then, when undeveloped land in the Valley was plentiful, a typical residential lot in the center of town was around 6,500 square feet in size, and most goods and services were readily accessible to town residents in community businesses spread along Washington Street through the center of town.

By the 1960s, a "new" sub-urban growth pattern was beginning to be the face of the "American Dream," as the advent of freeways and the IRS mortgage interest deduction spawned sprawling subdivisions at the edge (and even beyond) of most cities across the country. Part of the allure of the suburbs was a misperceived sense of greater personal safety, increased privacy and quiet, and houses that were not only new but larger. Sequim's Oak Tree neighborhood started its development during this era, and it is the last residential district developed within the city that adhered to traditional neighborhood design that followed the geographic grid.

Since 1980, Sequim has grown as a "community of subdivisions" rather than a community of neighborhoods. None of the residential subdivisions in the past 35 years has followed the design principles that create real neighborhoods: new developments lack the features that promote safe walking, they have insufficient points of connection to adjacent districts, and they hinder emergency access and multi-modal circulation by limiting route options. Some of these "modern" subdivisions are created on terrain that is not easily developed as a grid – streets are windy, cul-de-sacs are common, and blocks are long – but even most of these also are deliberately designed not to connect to the next subdivision. Best friends or family members may live just a block apart but in separate, disconnected subdivisions. A brief visit isn't just a walk down the block – it's more likely a short trip in the car. Lastly, traditional neighborhoods of large enough scale and population to support a range of services, shopping conveniences, and public places (such as schools and neighborhood parks) where neighbors gather to socialize are absent from all of the city's post-1980 subdivisions.

Being better developed for convenience, walkability, safety and neighborliness requires that residential districts exhibit specific designs and features. While the street pattern is the most influential in attaining these qualities, block size, lot patterns, house orientation, parking in the rear of houses, street section design, and the social character of front yards also make substantial contributions to neighborhood qualities. A well-designed neighborhood connects residents rather than isolates them, presents a "friendly face" to the rest of the community, and contributes to a sense of neighborhood pride and mutual support among residents.

Strong neighborhoods are the building block of strong communities, but there is much more to a city than just housing its citizens. Residents of Sequim and the surrounding Valley rely on the city for shopping, services and many other activities. For daily shopping, Sequim serves more than 30,000 people, and for major purchases, the city's regional "big box" stores serve at least 100,000 people. The *Growth Framework* reorganizes commercial uses in settings appropriate to the market they serve with a consolidation of community commercial uses along the Washington corridor to reduce their "strip commercial" presence and adds capacity for additional regional commercial to the existing concentration of big box retailers on W. Washington. While neighborhood-serving commercial use is a desirable feature within neighborhoods, the market conditions for their success – substantial population density within a ¼-mile walking distance – is many years away. When the market does emerge, appropriate site development and building design to ensure a good fit within neighborhoods is critical to acceptance and success.

General commercial districts have accommodated tourism-related facilities for decades with no locational association between lodging and other community assets such as entertainment or restaurants. Visitors who are just passing through may bypass Sequim entirely for lack of seeing convenient food and lodging from US 101. Tourism and visitor services are addressed as dedicated land use settings in the *Growth Framework*.

Contractor storage yards, warehouses and other heavy commercial uses are a part of every "complete" city, including Sequim. These uses have special locational needs to avoid impacts to other businesses and residents, and they are best sited with similar uses. This Plan provides for these uses in the few settings where these are the predominant uses rather than mixed in with other commercial activities, both securing their future within the city and avoiding negative consequences to their surroundings.

The *Vision* recognizes other needs that the land use fabric of the city has not accommodated as well as it might. A more economically-diverse city needs better-defined venues and districts to attract new sectors of industry and the living-wage jobs they provide. These districts are carved out of the large, vacant and underutilized parcels along E. Washington Street and in designated areas with the capacity for large-scale, planned development. The only non-residential property outside the City and within the UGA is the Battelle site overlooking Sequim Bay – this site continues as an opportunity for complementary high-tech light industry on 50 undeveloped acres.

VISION

Parts of the Vision guide the city's future Land Use patterns:

3. New homes will fill in undeveloped residential lands to strengthen neighborhoods by enhancing safety, creating more livable streets, providing opportunities for mutual support, and promoting a social fabric where "small-town friendliness" is experienced every day;
5. Downtown will grow in activity and purpose not only to serve as the heart of the city and surrounding Valley but also to function as the core of a residential neighborhood that is the setting of most multi-family development;
6. Greater diversity in age, household type, ethnicity, income, lifestyle, housing, mobility, and economic activity will increase community opportunities, variety, and interest;

8. A wide variety of housing types will serve all lifestyles, ranging from single-family homes on large lots to cottage housing, townhomes, accessory dwelling units, assisted living and Downtown apartments and condominiums; and
9. Higher density housing will be directed to locations where services, convenience, and amenities make it an attractive lifestyle choice.

FUTURE LAND USE

LU GOAL 3.1 FUTURE LAND USE: Pursue the community's Vision by adhering to the directions of the Future Land Use Map as a detailed expression of the growth strategy that is a primary foundation of the Vision.

POLICIES

LU 3.1.1 FUTURE LAND USE MAP

Utilize the Future Land Use Map (FLUM) to direct growth and development consistent with the Growth Framework and Vision and to provide a basis for land use regulation, transportation planning, and capital programming.

Discussion: The FLUM in **Fig. 1** is a formal representation of the city's desired land use pattern to accommodate growth and development to 2035. It is the complete map of planned land uses within the city and its associated Urban Growth Area. The FLUM depicts land areas for living, shopping, working, and recreating and how they combine to serve all aspects of community life. As a basis for all land use and development regulation, the FLUM is considered in its entirety to decide changes to specific land use categories or designations of permitted uses.

A summary explanation of the thirteen land use designations that comprise the FLUM is presented in **Figure 2.** This chart lists the major land uses planned for each designation, the density range if the designation includes housing, and a potential zone classification. Not all types of land uses are presented on the FLUM. For example, there are public and quasi-public uses and facilities that are commonly located within low-density neighborhoods to meet local and community needs but are not specifically located on the map. Among these are potential uses such as fire stations, elementary schools, neighborhood parks, branch libraries, power substations, utility pump stations, and community centers. These uses and facilities are anticipated to locate on sites of opportunity and develop as good neighbors to their environs, an expectation of compatability that is assured through a conditional use permit process in the zoning code.

RESIDENTIAL USES

LU GOAL 3.2 LOW-DENSITY RESIDENTIAL: Maintain Sequim's "friendly, small-town" qualities by fostering the growth of low-density, single-family neighborhoods that are social, walkable, and safe.

POLICIES

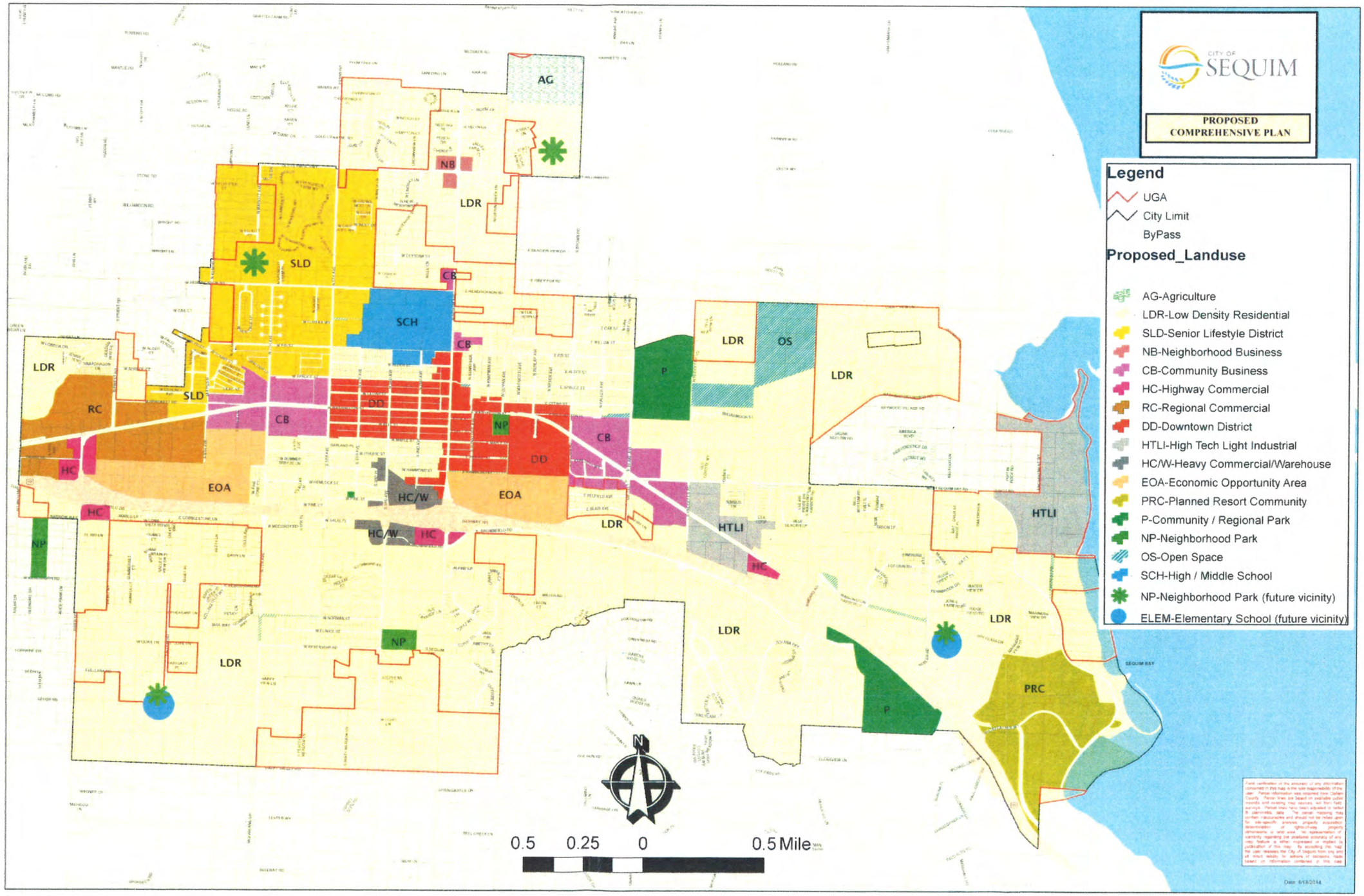
LU 3.2.1 SINGLE-FAMILY NEIGHBORHOODS

Protect the character and lifestyle of single-family residential neighborhoods by limiting multi-family housing to special housing populations such as low-income or subsidized senior housing as conditional uses.

Discussion: Sequim is largely a community of single-family houses predominantly developed as detached structures. This reflects both its modest growth as the center of a rural Valley where land availability for constructing houses on individual lots was great, and its lack of economic sectors and urban features that attract demographic segments that prefer compact, urban living, i.e., residing in higher-density, multi-family buildings that are set within activity centers. Although several decades of zoning allowed market-rate (non-subsidized) multi-family housing on hundreds of acres of higher-density residential, commercial and mixed-use land, only a handful of such multi-family developments exist in the city. Still, the threat posed by even the *potential* of higher-density development undermines the confidence of residents regarding neighborhood stability in any low-density neighborhood, even if there is little market for higher-density housing.

Multi-family housing and *higher-density* housing are not synonymous. Multi-family is any single residential structure consisting of four or more living units – it is a structure *type*. Higher-density housing relates to the number of units per area of land, and its meaning is relative to its development context – a development in Sequim is higher density if it averages more than eight units per one acre of land which is generally the top end of low-density, single-family development in town. It is uncommon to attain an average density of more than 8-10 units per acre without building (*attaching*) units within the same structure. So, in Sequim, higher density invariably exists in multi-family structures.

There are two ways to address the uncertainty of past zoning practices that allowed market-rate apartments and condominiums seemingly randomly throughout city neighborhoods. Firstly, higher density is of value when connected to other community objectives, such as contributing to Downtown as a mixed-use neighborhood, and making those venues attractive for multi-family living relieves future market pressure on lower-density neighborhoods. Secondly, precluding higher-density, market-rate housing throughout the city's predominantly single-family neighborhoods and the strip commercial patterns that form their edges increases neighborhood stability by reducing land speculation and deferred property maintenance.


CITY OF SEQUIM
PROPOSED COMPREHENSIVE PLAN
Legend
UGA
City Limit
ByPass
Proposed_Landuse
AG-Agriculture
LDR-Low Density Residential
SLD-Senior Lifestyle District
NB-Neighborhood Business
CB-Community Business
HC-Highway Commercial
RC-Regional Commercial
DD-Downtown District
HTLI-High Tech Light Industrial
HC/W-Heavy Commercial/Warehouse
EOA-Economic Opportunity Area
PRC-Planned Resort Community
P-Community / Regional Park
NP-Neighborhood Park
OS-Open Space
SCH-High / Middle School
NP-Neighborhood Park (future vicinity)
ELEM-Elementary School (future vicinity)
AG
NB
LDR
SLD
CB
SCH
RC
HC
EOA
DD
NP
HC/W
HTLI
OS
P
PRC
SEQUIM BAY
N
0.5 0.25 0 0.5 Mile

Residents who live in multi-family developments are often there not by choice of a desired lifestyle but as a matter of economic necessity. Past city plans have placed higher density development seemingly randomly throughout the community – there is no apparent connection to the reasons people may *want* to live in attached, multi-story housing, e.g., where there are services, amenities and conveniences that are not viable in low-density settings. This history was exacerbated by commercial zoning that allowed multi-family projects along four miles of Washington Street frontage and on other commercially-zoned properties. Except within the Downtown district, these are not good settings for higher-density living.

There is inadequate market strength to support higher-density residential development where it has been encouraged by zoning for decades. Most recent multi-family housing serves specific populations – seniors and lower income earners – in projects that have rent price controls. Market-rate multi-family demand is likely to continue to be soft except where the setting provides a lifestyle that is otherwise unavailable in Sequim. Downtown and the Senior Lifestyle neighborhoods are such settings. A focus of market-rate multi-family on these two venues supports community objectives for creating more housing options for the senior 50% of the population and adds density Downtown where it is most beneficial for economic vitality.

LU 3.2.2 RESIDENTIAL INFILL DEVELOPMENT

Encourage residential infill development – new housing that fills the "voids" in the fabric of existing residential districts – both to preserve surrounding rural lands from sprawling development and to increase the efficiency (and, thus, affordability) of providing the full range of desired urban services.

Discussion: Infill development accomplishes two of the "higher-level" ambitions of citizens as they experience the City's growth: accommodating new residents that might otherwise seek housing outside the UGA which consumes the rural landscape that is the reason for Sequim's being, and to avoid the higher cost associated with the extension and maintenance of utility systems and road networks and the provision of urban services that are reflected in tax rates or lower levels of service. The UGA has the capacity to absorb twenty years of population growth with new housing filling in ("infill") the many voids of undeveloped land within residential areas without changing the character of these places.

Another benefit of more fully utilizing the capacity of land within the existing UGA to accommodate growth is to slow increases in service costs, if not maintain current pricing or even reduce per capita costs. Much of the street and utility infrastructure has capacity greater than 2015 demand and can handle additional users without significantly greater cost. The more customers connected to city water and sewer, for example, the lower the per capita cost. The same is true for system maintenance – it is much more cost-effective to fully utilize the existing service networks than extend these systmens to reach development at the urban edge, adding increased costs to maintain these broader networks.

This infill strategy is not intended to come at the expense of the established neighborhood character in terms of allowed density. A zoning mechanism that includes a formula basis to limit

the density of each infill project to not greatly exceed that of the immediate neighborhood – for example, by not more than 20% – is a simple means to maintain existing neighborhood character

LU 3.2.3 RANGE OF LOT SIZES

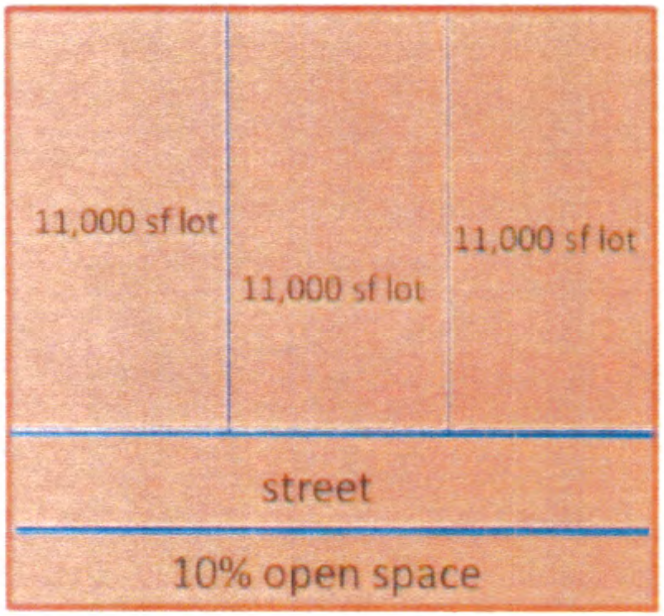
Allow a range of lot sizes in low-density neighborhoods to meet the lifestyle interests of citizens while still maintaining minimum densities to keep Sequim's future both social and affordable.

Discussion: The City's rural history is reflected in residential densities that range from groupings of small acreages to subdivisions comprised of small lots. Ironically, the small-lot pattern is found predominantly in the central area around Downtown – it was platted when the city was the heart of a very agricultural valley. Later, annexations of larger acreage parcels created a mixed landscape of semi-rural parcels desired for a non-urban lifestyle with urban convenience and small-lot subdivisions desired for greater affordability and lower property maintenance.

The planned residential density range, city-wide, is 3 to 6 units per gross acre (meaning that this number of units can be built per acre before land for roads, interior paths, drainage ponds and similar subdivision facilities is deducted). This range translates to low-density residential lots no larger than 1/3rd-acre in size and no smaller than 5,400 square feet in size, provided that each new plat is expected to meet the minimum average gross density of 3 units per acre. Other factors could affect these limits. If lots include unbuildable critical areas such as wetlands or steep slopes, these land areas are excluded from the measure of net "buildable" lot size. Lots with such critical areas conditions may be many times larger than 1/3rd-acre and still fall within the 3-6 unit-per-gross-acre range. This is a common approach in protecting wetlands and habitat or avoiding geologically hazardous conditions such as steep hillsides. A variant of this technique is to maintain the development-sensitive lands in common ownership, still benefiting adjacent homeowners with a less urban setting. (See Figure x.x.x Net vs Gross Density)

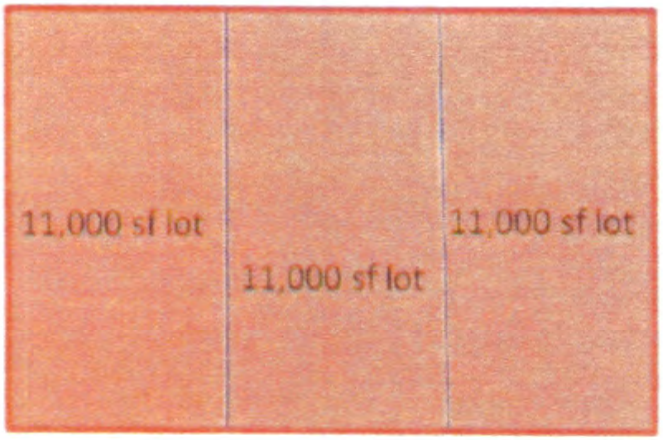
Maintaining Sequim's affordability as a place to live is among the high-level values of residents. The community's conversations about the future often reflect concerns about rising cost of city services, especially water and sewer rates. Lot sizes do affect costs. A typical 300'square urban block comprising two, one-acre lots consumes the same land as twelve 7,100 square foot residential lots. Yet in the case of utility customers, the former produces only 1/6th of the latter – while service revenues are only 1/6th, the cost of system maintenance is the same. Who covers for the large-lot lost revenues? It is shared by all customers. Similarly for roads, public safety and other public facilities and services, costs increase the more dispersed the service population is. Still, even with the 1/3rd-acre maximum lot size, people who desire a less urban lifestyle can buy additional lots to have a larger property. This is considerably more equitable to other ratepayers and taxpayers as each additional lot is still charged fees and taxes for road and utility service, systems maintenance, and other governmental services.

Limiting the maximum size of lots for equity, affordability, and rural preservation may still not mollify an individual's perceived "right of choice." To some, the allure of the Valley is the opportunity to live in the privacy and tranquility of a one-acre home site with access to the conveniences of city living. This choice represents an important quality-of-life value, and for much of Sequim's history, it has been accommodated with seemingly benign consequence.



LOTS PER GROSS ACRE

1 Acre = 44,000 sf
3 lots + r.o.w / 10% open space
This is "3 lots per gross acre."



[Net density is units per area of occupied land after deductions for r.o.w. and other requirements.]

LOTS PER NET ACRE

1 Acre = 44,000 sf
3 lots on 33,000 sf is same net density as 4 lots on 44,000 sf or "4 lots per net acre."

However, as the consumption of land in small acreages for residential use throughout the Valley incrementally changes the rural landscape, the risk increases to what has been part of the Valley's (and Sequim's) attraction.

Unbounded choice is both friend and foe – it is the heart of the dilemma that this Plan's guiding value '*We make no choices today that we deny to those who follow us*' hopes to resolve. Despite the city's resolve to stop new non-rural parcelization outside the UGA as expressed in the Urban Growth chapter, there are hundreds of existing parcels in the Valley on which to build a home on acreage from a little over an acre in area to 20-acre parcels and larger. Many of these are not much farther from the center of town than the city's east end. Living close-in but outside the UGA as a lifestyle choice – for good or bad for the city's future – remains an option in the greater Sequim community.

The UGA, too, offers the opportunity to live on an acreage parcel within an urban setting as a basic property right. In 2015, there were well over 200 parcels over an acre in area within the City UGA (inside and outside the city limits) that are designated for Low Density Residential Use. A single house can be built or maintained on any of these properties.

Finally, efficient utilization of land within the city UGA has a direct relationship to the preservation of rural and nature lands outside it. The dwelling unit "yield" for each acre of land within the UGA affects the degree of "pressure" on undeveloped rural land – the greater the unit-yield per acre within the UGA, the lesser the pressure on the area outside the UGA to create new home sites. Land within the UGA developed as one-acre lots consumes urban land at six times the rate of land subdivided at an average lot size of 7,200 square feet (or six lots per net acre). Not only are oversized lots within the urban area more costly to all taxpayers to serve, they also threaten the "survival" of the surrounding rural landscape over time if they don't covert to more land-efficient parcel sizes.

LU 3.2.4 "SMALL-TOWN, RURAL" NEIGHBORHOOD CHARACTER

Maintain the prevailing low-rise, low-density character of established neighborhoods and preserve the image of a "small-town, rural" community through subdivision regulations and design standards.

Discussion: Most of the city's residential neighborhoods are characterized by one-story, detached single-family homes on traditional urban lots. This is part of the legacy of Sequim's "small-town, rural" identity. New homes built within existing, established neighborhoods maintain these qualities when kept to the same scale of building height, structure separation and lot size – heights limited to eighteen feet, setbacks similar to those of neighbors, and lots that are maintained as originally subdivided. This housing form responds particularly well to the market for retirement living with designs that avoid stairs both internally and to access outdoor living spaces.

The design of subdivisions and visual quality and character of development also contribute to the legacy of being "small-town, rural." Subdivision regulations and city-wide design standards that reflect this character are critical to meeting community expectations to grow with quality.

LU 3.2.5 SINGLE-STORY INFILL DEVELOPMENT

Protect the character and privacy of existing, predominantly single-story residential neighborhoods by restricting infill development to single-story homes.

Discussion: The Oak Tree neighborhood (generally between Sequim Avenue and Blake Avenue north of Cedar) is representative of the City's pre-2000 housing – structures that are predominantly one-story cottage or "rancher" in design. This is a preferable home design for the seniors that comprised half the population in 2015. The marketplace, not city codes, drove this development pattern – remarkably, for decades the zoning code height limit for residences was the same as commercial structures, 35 feet high throughout the city. In the rare circumstances of two-story houses within predominantly one-story development, privacy is also a matter of public interest. Enjoyment of rear-yard privacy is compromised whenever regulations permit the unexpected such as the addition of an uncharacteristic second story on the adjoining home or a new two-story infill home. A height limit of 18 feet is appropriate to ensure the continuation of the one-story height pattern to preserve rear-yard privacy and maintain the identity of Downtown as the central neighborhood with its more intense (and higher) development.

An eighteen-foot height limit does accommodate "split-entry" house design in which part of the structure consists of a daylight level (split half-above and half-below ground level) with a second floor above. The split-entry design is popular with families to separate bedrooms and create areas of individual privacy.

LU 3.2.6 SCENIC VIEWS

Preserve the scenic experiences enjoyed by City residents, including the Valley, the Olympics and other local and regional views and vistas.

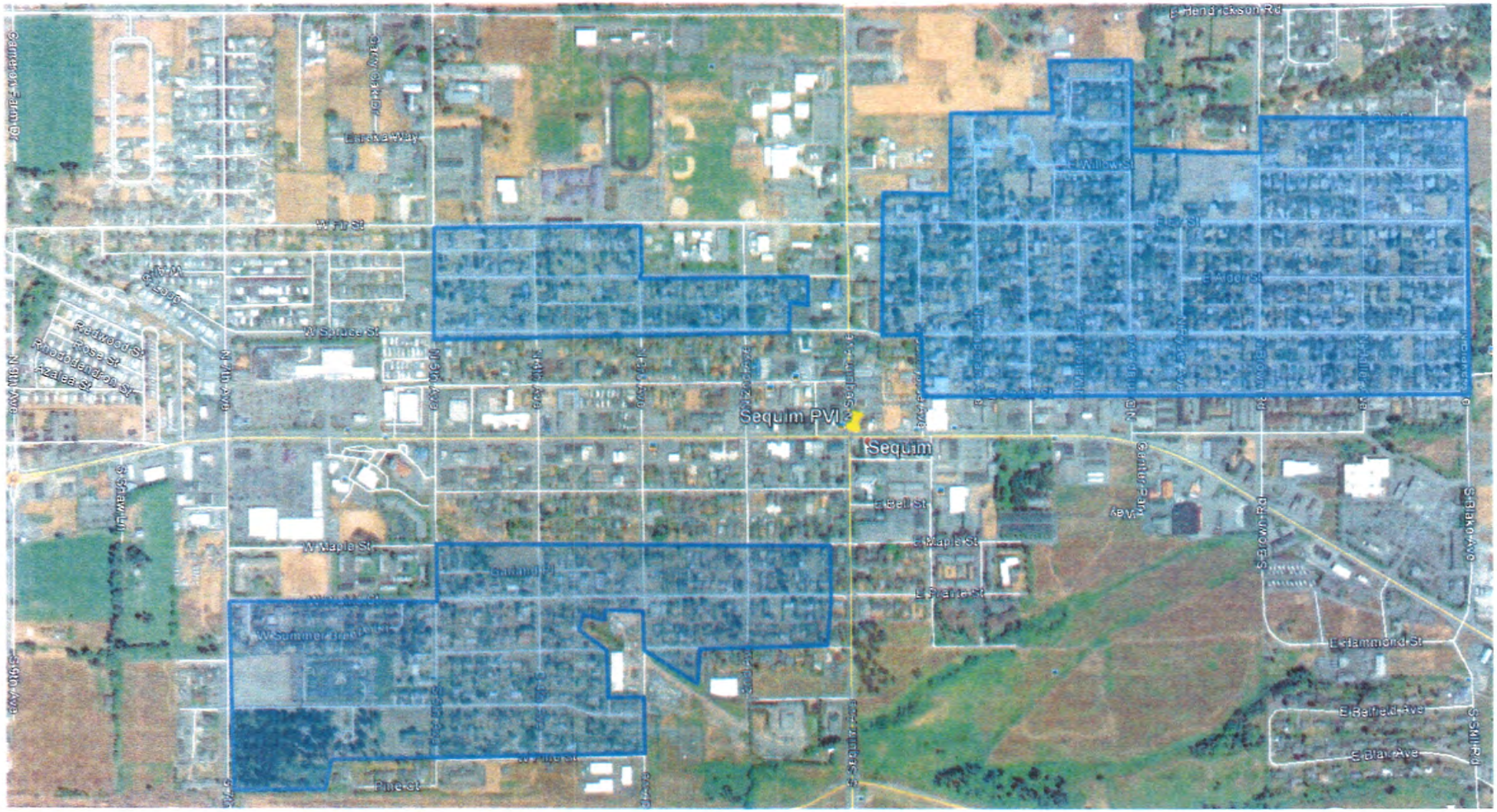
Discussion: View preservation is one of the most contentious regulatory arenas in local government – it entails a delicate balance of competing individual interests. Some homes are purchased just for the view, and view homes command a higher price. Sequim offers panoramic vistas to Mt. Baker and Vancouver Island from higher elevations in the south of town, more limited salt-water views overlooking Sequim Bay, Olympic Mountain views from most neighborhoods, and territorial wood land views at the city's edges.

The best way to preserve the view experience which adds to Sequim's attraction as a place to live or visit is through controlling the City's urban form. The *Growth Framework* protects existing single-family neighborhoods from higher, bulkier multi-family buildings and presents techniques to transition between districts of higher buildings and neighborhoods of single-story homes.

LU 3.2.7 COMPATIBLE LARGE-PARCEL NEIGHBORHOOD DEVELOPMENT

Designate areas of new single-family residential development that allow one- and two-story homes that don't impose on the character and privacy of existing single-story neighborhoods.

Low-Density Residential 18' Maximum Height Districts



Discussion: A substantial number of large parcels (well over a 100) exists within the UGA. Development of these parcels for one- and two-story detached homes on individual lots maintains the City's small town rural heritage and avoids intrusion on the privacy of established, single-story neighborhoods. Within these new subdivisions, a 25-foot height limit allows conventional 2-story development and contributes to the identity of Downtown as the more intensive urban center and visual heart of the community.

LU 3.2.8 PUBLIC AND SEMI-PUBLIC USES

Provide for various public and semi-public uses within neighborhoods to meet specific neighborhood or community service needs while insuring that building appearance and scale, traffic, noise, lighting, and other potential impacts to neighbors are mitigated.

Discussion: The composition of a "whole" neighborhood typically includes more than places of living – parks, a school, churches, utility substations, fire stations, and community centers are among the uses and facilities that, along with residences, comprise most mature neighborhoods. These specific uses are not indicated separately on the Future Land Use Map as they are inherent to the range of land use activities within the Low-Density Residential Land Use category. Siting of such uses is subject to specific property conditions: parcel size, types of adjacent uses, access to various modes of transportation or utility systems, and other locational factors. When these uses are proposed for development, they are approved via a zoning permit call a *conditional use*. As a listed conditional use in the low-density residential zone, it is assumed that the use is appropriate within a neighborhood setting provided that building scale, traffic and other potential impacts to surroundings are mitigated through conditions of approval. The focus of conditional use review is to insure that the use or facility is a good fit within the neighborhood, not whether it is an appropriate use within a neighborhood.

LU GOAL 3.3 RANGE OF LIVING ENVIRONMENTS: Ensure that the City grows with a range of urban living environments to attract the diverse lifestyles, age groups, and family types that make Sequim more interesting, creative, productive, inclusive and capable of adjusting to demographic and market changes.

POLICIES

LU 3.3.1 MARKET-RATE MULTI-FAMILY

Focus all market-rate multi-family development within Downtown and in the existing district of senior living and health care facilities in the city's NW quadrant.

Discussion: For several decades, zoning allowed higher-density residential development throughout the city in locations that are disconnected to services and transportation options. The zoning pattern was more a reflection of market speculation than purposeful community development. With little reason to make a choice of multi-family living other than the price of

rent, much of the higher-density zoning districts failed to attract a market. The exceptions are mostly subsidized housing developments.

People who can choose housing primarily based on lifestyle rather than on affordability may choose to live in attached housing at higher densities because of the amenities, conveniences, and mobility options created in the context of well-focused density. For example, directing higher density development south of US 101 – where there are few public spaces or facilities, no conveniences such as retail and services, and no paths, trails or transit to avoid making every trip by car – may respond to a need for affordable housing, but it isn't a setting that relates to lifestyle. Affordability isn't what it could be either, as the cost of car ownership is a significant part of lower-income budgets and most every need must be accessed by car.

Multi-family also does not directly translate to rental occupancy. Condominiums created in multi-family structures are an assembly of individually-owned units, usually occupied by their owners. Townhomes are a type of low-rise, multi-family structure with units attached horizontally at common walls – modern versions of old-city row housing – and each unit owned separately creating a condominium structure. These, too, are usually developed at a higher density than detached, single-family homes to increase affordability and to decrease property maintenance. An apartment building is a multi-family structure with a single owner, so all units are rentals.

The two plan districts designed for higher-density lifestyles are the Senior Lifestyle District (LU 3.3.3) and the Downtown District (LU 3.3.4). Also see Housing policy 6.1.8 for group housing for special needs populations.

LU 3.3.2 COTTAGE HOUSING

Introduce "cottage housing" development to locations where it provides a transition in density between Low Density Residential districts and more intensely-planned districts, offers a housing type alternative in the Senior Lifestyle District, or where it is an element of a planned residential community within a Low Density Residential neighborhood.

Discussion: Cottage housing is a purpose-built residential project that appeals to residents who desire highly-social, shared spaces; low-maintenance; and a space-efficient lifestyle. Although the single-family structures are detached, the project density ranges from 10 to 16 units per acre, two-to-four times greater than standard Low Density Residential developments. Homes typically fall within a range of 500 to 1,200 square feet, sometimes with a partial second story adding a few hundred square feet. Although the total project land area ranges from around a 3,000 to 4,500 square feet per unit

average, each private lot area ranges from 2,000 square feet to 3,500 square feet. These lots are considerably smaller than the minimum lot area for standard single-family development, 5,400 square feet. In respect to the "closeness" of homes within the project, structures have finely-detailed exteriors to create visual appeal, side window placement is done with privacy in mind, and front entry / sitting porch features are oriented to a common space within the site's interior to welcome interaction with fellow residents. Parking is sited around the project's periphery, either directly behind each home or in group parking courts, with or without individual garages.

In Sequim, cottage housing projects are appropriate only where they 1) create a transition in density between Downtown and surrounding single-family uses, 2) add a low-maintenance, detached home option to the range of housing types in the Senior Lifestyle Neighborhood, or 3) are a component of a planned community within Low Density Residential neighborhoods. Approval of all projects requires administrative approval under the provisions of the Cottage Housing section of the zoning code.

See the Chapter 6 Housing, Policy H 6.1.3, for the role that Cottage Housing plays in expanding housing / lifestyle choice in the community.

LU 3.3.3 SENIOR LIFESTYLE DISTRICT

Enhance and foster continued growth of lifestyle options for seniors in a neighborhood setting that provides a broad range of housing types, services, mobility options and health care facilities to support "living-in-place" through the many stages of senior life.

Discussion: As Sequim has grown as an attractive place to live in retirement, the median age has steadily increased to around 60. This number is expected to increase in age as the senior demographic nationally grows to 30% of the population within a generation. The demand for senior living in Sequim can only grow.

The area of retirement housing and health care facilities in the northwest corner of the City not only has capacity for more senior housing and care facilities, it also offers an opportunity to broaden the housing options and services for people looking forward to or already enjoying retirement. Among the possibilities are cottage housing and townhouses for active residents, co-op housing for a social setting with mutual support, carriage houses and accessory living units for affordability and on-site care-giving, and an expansion of semi-independent living and assisted care facilities to meet the changing demographic.

The foundation of a "Senior Lifestyle District" already exists along N. 5th and N. 7th Avenues. There are two major medical clinics, many specialist clinics, the Sherwood residential complex, an ambulance company, several churches, and substantial undeveloped acreage. New housing of any type that fits a senior lifestyle profile and market niche adds to the potential of this district to function as a neighborhood that provides the full range of senior needs and activities.

To make the district a complete neighborhood, retail and service uses that fit the scale and market of the district are appropriate to meet residents' daily needs. Small restaurants, convenience retail, and health and beauty services are typical neighborhood businesses that reduce the need to make longer trips (Fig. x.).

Outdoor recreational facilities designed to keep seniors entertained and active are also a key element to the district's success. A neighborhood-scale park with active and passive recreation for seniors and activities for inter-generational enjoyment is included as a concept in the Parks and Recreation Chapter.

The opportunity to develop a wide range of housing types and supporting health care and service uses is great on vacant or mostly underutilized parcels within the district boundaries, including several of ten acres or larger (Fig. x.)

LU 3.3.4 DOWNTOWN NEIGHBORHOOD

Attract higher-density housing to Downtown to increase its social vitality, economic growth, and identity as a lifestyle neighborhood as well as heart of the Valley.

Discussion: The 2011 Downtown Plan relies on the creation of a higher density residential neighborhood within the city center. This is reflected in the Vision statement that Downtown will "function as the core of a residential neighborhood that is the setting of most (of the city's) multi-family development." The Plan is a long-range commitment to bolster the social and economic vitality of the district by attracting young professionals, singles, "empty-nesters," and active seniors to Downtown with a lifestyle that has lower property maintenance, access to restaurants, small stores, cultural activities, and other amenities and conveniences not available elsewhere.

The *2011 Downtown Plan* provides the detailed direction for this neighborhood's growth and development and is included here by reference as a sub-area plan element of the Comprehensive Plan.

LU GOAL 3.4 TRADITIONAL NEIGHBORHOOD DEVELOPMENT: Reflect Sequim's legacy as the small town center of a rural valley in the building of city neighborhoods that have the qualities of the city's pre-1980s traditional neighborhoods.

POLICIES

LU 3.4.1 TRADITIONAL NEIGHBORHOOD QUALITIES

Apply the characteristics and form of traditional neighborhoods to new subdivision designs to restore a neighborhood fabric of increased convenience, society, safety, and mobility.

Discussion: Many of the elements of Sequim's Vision are reflected in the structure and character of pre-suburban neighborhoods that can be applied to the design of new subdivisions. The following design features help create residential districts that are walkable, friendly, more safe, and more convenient. A good minimum density for enjoyable walking is four units per net acre which provides a greater variety of visual and social experiences than afforded by more dispersed density. Street patterns also affect walking, and shorter blocks with more frequent intersections not only provide many times more trip options for walkers, the uncontrolled intersections tend to make motorists more cautious. The pattern of the street layout is fine-grained to disperse rather than concentrate local traffic. Front-yard setbacks are modest – no more than 20' from the sidewalk edge – and garages are behind the house or at least set back from a home's primary, street façade. Homes and non-residential structures are oriented to the street to connect the private realms of living and business to the social realm of the street. Great consideration is given to building scale and character to ensure new development is a good neighbor to existing uses. Similarly, local streets are designed to be neighborhood-friendly with narrow travel lanes to reduce car speed and provision for bicyclists on arterials and separated sidewalks with pedestrian buffers on all streets. Street lighting and street trees are both amenities and safety features providing protection from crime and errant drivers, respectively. Places for local residents to convene for outdoor activities, to attend events, or to have spontaneous, encounters with neighbors – gathering places such as schools, parks, squares, and urban gardens – are venues where a spirit of friendliness is common.

3.4.2 NEIGHBORHOOD IDENTITY

Designate neighborhoods with specific boundaries that reflect residents' identification of the city sub-area in which they live, socialize, share experiences, and associate with others in the pursuit of common interests and function as the foundations of a friendly, safe, walkable community that has the social and physical characteristics of a small town.

Discussion: However citizens define their "neighborhood," it is the setting of their most personal quality-of-life experiences. Until 50 years ago, the neighborhood was the place where people did their daily shopping, sent their children walking off to school, made lasting friendships among neighbors, and conversed over the backyard fence about issues or activities of the day. In contrast, a 2011 Report of the Pew Research Center revealed that 57% of American households

did not know the names of their immediate neighbors. Some part of that shift in neighborhood "intimacy" is due to the continuing shift in American lifestyles, and some part is due to the way that we build neighborhoods more around our reliance on the car than what we can access if we just use our feet.

The predominant land use within the city is residential, mostly single-family use but also areas of higher density for senior housing or special needs housing within mixed-use districts. Most Sequim residents can't walk within these areas to places where they regularly shop, work, or recreate, and distance between homes may discourage the formation of close social networks. Yet, there is a foundation to create neighborhoods with convenience, friendly character, amenities and safety.

What constitutes a neighborhood is a matter of community scale. A typical neighborhood in a larger, mature city like Port Angeles or the much larger Tacoma may be comprised of thousands of residents, maybe even more than the entire Sequim population. When Sequim residents describe or map their neighborhood, it is likely to be the subdivision in which they live or even a much more limited geography such as the block or street on which they live. The subdivision "neighborhoods" are a convenient way to identify place of residence, but they display the same single-purpose function of a street neighborhood – neither include places to shop, dine, be entertained, or receive professional services. None of these "neighborhoods" has a public neighborhood park or an elementary school as a place for neighbors to convene.

Four city major residential sub-areas are easily identified within the City and its UGA: 1) the east end that is comprised of many post 1980 subdivisions with substantial capacity for single-family growth, 2) the SW quadrant between Sequim Ave. and River Road south of US 101, also with substantial single-family growth capacity 3) the NW quadrant generally west of 3rd Street and north of Cedar that comprises a mix of densities and a substantial presence of senior living and care facilities [and planned as a Senior Lifestyle Neighborhood, see LU 3.3.3], and 4) Downtown [see LU 3.3.4]. Designating these areas as *neighborhoods* creates the opportunity for sub-area planning to include neighborhood residents in decisions about development of new, neighborhood-scale public facilities (including transportation features) as well as to contribute to a greater sense of local identity and mutual support. The boundaries of neighborhoods are best set when there is a reason to initiate a sub-area plan – likely a few more years of residential infilling – but in the interim, **Fig. x** shows a concept for designating four sub-areas as neighborhoods.

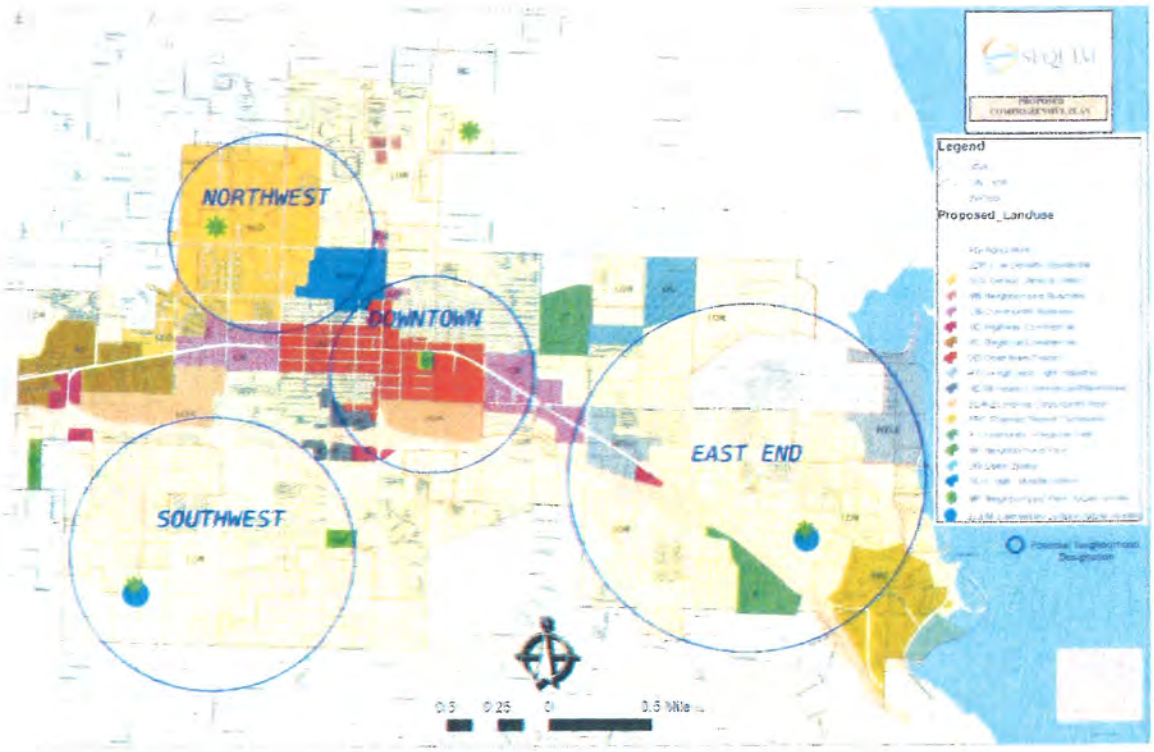


Fig. x Potential Neighborhood Designations

As the community grows and new residential projects fill in the vacant spaces among existing subdivisions, adherence to neighborhood-building principles creates neighborhood identity, promotes mutual help and volunteerism among residents, increases the immediate market for neighborhood-serving businesses and services, and nourishes a culture of "small-town friendliness." Some of these qualities and structural features are present in the central area that developed prior to 1980. This neighborhood relied greatly on Downtown and the Washington Street commercial strip for shopping, activities and services prior to the US 101 By-pass, and with higher-density growth within the Downtown District, both the neighborhood's reliance on and support of Downtown are likely to resurface. The Downtown "central neighborhood" has capacity to grow with new multi-story, attached housing and smaller lot and cottage housing with redevelopment surrounding Downtown, producing an eventual neighborhood population of up to 5,000 residents. The southwest quadrant and east end of the City are also prime residential growth areas, each with the capacity to be low-density neighborhoods of 3,000 to 5,000 residents with a neighborhood park and elementary school at their heart.

LU 3.4.3 "FRIENDLY" HOUSES

Promote a sociable neighborhood by ensuring "street-friendly" housing design with open front yards, sitting porches / terraces, and view windows that connect the home and the street.

Discussion: Every residence's front yard is the interface between the privacy of the home and the public realm of the sidewalk and street. *Friendly* front yards provide the opportunity for neighbors to become acquainted, experience spontaneous social exchanges, and discuss neighborhood matters of mutual interest. One of the best features in home design to contribute to a social front yard is a front, sitting porch from which the life of the neighborhood and its residents are observed. Once a common feature in houses across the country, a front porch is re-emerging in modern houses as developers respond to market interest in living in more social – and safer – neighborhoods (Fig. x). For house architecture that doesn't lend itself to a traditional covered porch, an at-grade, open terrace (adaptable to any house style) serves the same purpose. In 2013, 63% of single-family houses – nearly 2/3rds of all new houses nationally – had porches for sitting, a 50% increase over the 42% just twenty years earlier. The intent of this policy is to make the social feature of a front porch or terrace an element of every new home, but implementing regulations need to acknowledge atypical site conditions and the context of infill projects with provision for alternative design solutions that meet the policy's direction.

Windows that provide strong visual connection to the front yard and street also promote neighborhoods that are not only friendlier but safer ("eyes-on-the-street"). Fences, too, play a role in maintaining a friendly neighborhood – back yard fences no more than 6' high provide privacy from neighbors yet preserve the view of mountains and sunsets, and front yard fences no higher than 3 to 4 feet high avoid the feeling of visual disconnection to neighbors and maintain the ability to have eyes-on-the-street for safety.

Subdivision design plays an important role in forming safe, sociable neighborhoods in two other highly-visible ways: 1) avoiding house back yards that "back up" to streets (see polcity LU 3.4.4) and 2) providing private parking / garage access from the rear of the lot rather than the street (see policy LU 3.4.5).

LU 3.4.4 "TRADITIONAL" RESIDENTIAL LOTS

Promote the creation of standard platted lots that contribute to the neighborhood's friendly, social character, make efficient use of land area, and fill in the regular pattern of blocks and streets with private rear yards and more public front yards.

Discussion: The irregular platting patterns of the last couple of decades create streets and lot layouts that inhibit a connected community that provides opportunity for social interaction while walking along neighborhood streets. In the images in Fig. 3.4.4.1, the neighborhood organization is more like a puzzle than an orderly neighborhood – it appears that there was no attempt to make streets connect at circulation-efficient (and neighborhood-friendly) intervals. The front of some homes looks into the rear yard of adjacent homes. Some of the lots produced by platting that fills any available space are out of character with adjacent plats. The lots may be significantly smaller but the houses are not reduced in size proportionately.

Fig. 3.4.4.1 Non-standard lots and blocks

Traditional neighborhoods are platted with lots that have a standard street frontage, access to a rear alley for parking / utilities / services, front yards that contribute to a social street, and rear yards that provide space for private activities. Front yards are sized for lifestyle – maybe larger for neighborhoods with lots of children, smaller to reduce maintenance for those seldom at home – but all are designed to promote interaction with neighbors.

One of the most unfortunate features in some subdivision designs is to array lots on the perimeter backing up to surrounding streets. This invariably produces a continuous wall of fences against the street, creating a "no-man's land" sidewalk between this fence wall and the street edge. This is the antithesis of a friendly, connected community – the wall visually precludes all sense of a shared neighborhood – and it detracts from safety as well. If there is an accident or other need to seek help, there are no options in the immediate vicinity, and there are no eyes on the sidewalk and street from the adjacent housing. The sidewalk and home exist in two fully separate realms as if there is no relationship between the two. Back yards against streets are to be avoided.

LU 3.4.5 FRIENDLY, SAFE NEIGHBORHOOD STREETS

In all new residential subdivisions, create local access streets that enhance neighborhood friendliness, safety, and visual quality.

Discussion: Walking is one of citizens' biggest community interests, and residential areas are naturally the primary venue for casual walking. Walking is how neighbors most frequently interact – those casual chance encounters that define a friendly place. The primary elements to attract walking are safety and comfort, and both fall within the scope of subdivision design.

Narrower residential streets are safer than wide ones, and curbside parking further reduces speeds. While the street accommodates bicycling as well as motorists, sidewalks separated from the street by pedestrian buffer strips and street trees enhance the comfort and safety of walking. Street trees not only protect walkers from cars, they also improve air quality, provide shade and add visual appeal to the neighborhood. (Fig. x.)

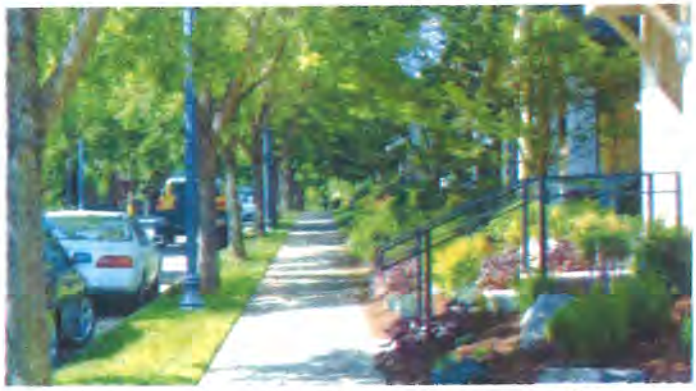


Figure x. Sidewalks when garages are on alleys.

Alleys were common features in traditional Sequim plats but disappeared along with the demise of the grid pattern. Alleys provide great benefits to the social character and attraction for walking in neighborhoods. Garages, both attached and detached, which are accessed from an alley leave the front façade of the house to display a friendly face to the street and neighbors. The front yard provides a complete area for landscaping rather than being consumed by paved driveway, and view of the neighborhood ("eyes-on- the-street") is likely from the full length of the home. Pedestrian safety is increased by removing the chance to back into someone on the sidewalk or a cyclist in the street. Walkers also have a more consistent walking surface with the removal of driveway aprons that otherwise often intersect the sidewalk.

Parking courts in the interior of blocks are an alternative to alleys that run the length of a block. A parking court is a shared access – commonly a mid-block driveway from a local street to an area carved out of the block's interior – that serves garages and other parking at the rear of homes. Utilities are feed from the street down the driveway to the central "court" and then split to individual home services. The generally circular courts have an adequate diameter to allow access for refuse service.

Insuring the inclusion of rear access to properties in new plats also improves the visual quality of the neighborhood. Today's two and three-car homes invariable have a double garage and some have a three-car garage. When these are part of the house and accessed from the street, it is the stark doors of the garage rather than the architecture of the home that catches the eye of passersby (Fig.x). One day out of every seven, refuse containers dominate the visual character of the street. Alleys and parking courts solve both these visual consequences of platting that relies on the street for garage access and garbage service. A garage orientation to the alley makes the street façade of the house appear more inviting as a structure of living rather than a place to store cars.

The objective is to minimize auto-oriented character in house design and front yards in low density neighborhoods. This isn't applied as an absolute rule as topography, and the context of infill development may pose constraints on how car access is provided to houses. There are more options than alleys and parking courts to achieve the social quality and visual character of "car-less" front yards. It is this objective rather than any one solution that guides the preparation of revised subdivision regulations.

For plats that are designed for greater lot yield, lower property maintenance, or just less cost, specifying garage accesses from an alley or parking court as an option rather than requirement is an acceptable trade-off to increase efficient utilization of urban land. Plats at the higher end of the planned density range of 4-8 units per net acre are the best candidates for garages accessed from the street. In these developments, setting the garage far back from the house street façade and "softening" the presence of the driveway in the front yard maintain the attraction and friendly character of the home (Fig. x).

The Transportation Element (Chapter 4) includes the cross-section designs for streets and alleys that reflect the desire for friendly, safe streets.

LU 3.4.6 NEIGHBORHOOD BLOCKS

In all new residential subdivisions, create block configurations that promote walking, provide mobility options, increase travel convenience, and enhance transportation safety.

Discussion: Numerous comprehensive studies by traffic engineers have proven the benefits of grid street patterns to transportation safety, efficiency and convenience. The same attributes accrue to the residential blocks the street grid creates – the formality of geometric rectangles (and even the ones that "bend" for topography or wetlands) as groups of housing lots provides good access for emergency services, efficiencies in delivery and maintenance of city services and utilities, and the convenience of multiple routes for walking, cycling or driving.

Figure x. A modern residential grid design that adjusts for wetlands.

Among the benefits of a grid pattern to neighborhood life are the greatly increased routes within the neighborhood and points of connection to adjacent neighborhoods and the community. This disperses neighborhood car traffic to multiple routes so that residents share quieter, safer streets – "quieter" and "safer" because the more frequent interval of intersections instills a more cautious driving behavior and slower speeds. Walking is also enhanced due to the many route options compared to subdivisions designed with loops and cul-de-sacs. For example, some city subdivisions have only one walking route while the Oak Tree neighborhood has dozens.

The benefits of the grid erode if residential blocks get too big or long. A common traditional block size is 300'x300'. This size derives from the subdivision of a square mile (one "section" of land) into 160-acre quarter sections, each of those into four 40-acre parcels, each of those into four 10-acre parcels, each of those into two 5-acre parcels, and finally each of those into two 2.5-acre parcels. A standard 2.5-acre parcel is 330' by 330'. These are exactly the dimensions for a 300'x300' block plus half the traditional 60' residential street rights-of-way surrounding it. This is a common pattern (if not the precise dimensions) of "pre-suburban' city neighborhoods all across America, including Port Angeles, Port Townsend, Bremerton and most other communities that were established more than 60 years ago.

Sequim's slow but steady development as the center of a rural community apparently stopped one subdivision increment short of being "great" as most blocks are a 660-foot double-length interval, and the shortest are at 500 feet intervals. This is the predominant residential pattern in the central area north of the highway between 5th and Blake avenues. Residential blocks from 250 feet to 450 feet long create a good balance among land efficiency, neighborhood quality and mobility.

Figure x. A Sequim 660' "double-block" on the right and a better 500' block interval on the left.

The grid model doesn't have to be implemented as a plat of squares or rectangles. While traditional, "pre-suburbs" neighborhood grids were largely geometric, the benefits of a grid are also realized by adhering to small blocks defined by intersecting streets, even ones that curve to adjust to terrain, to calm traffic, or to create a sense of streetscape "enclosure." Figure XX shows a master plan for an actual community with an informal grid layout that meets the objectives of the grid model.

Fig. XX An "informal grid" that works.

LU 3.4.7 CONNECTED NEIGHBORHOODS

Restore the city's traditional pattern of street continuity through the community and especially within neighborhoods by applying the grid street model to new divisions of property.

Discussion: Neighborhoods are the unit of community that is the most expressive of community character. As Sequim grows at even a modest pace, neighborhoods are where the desired qualities of small-town, friendly, and walkable are most likely to be retained. Residential subdivisions that follow the model of each development being a separate "community" don't foster these qualities as well as traditional neighborhood designs in which each new subdivision connects to the streets of the previous ones.

Lack of internal connectivity is clearly evident in Fig.xx that shows three adjacent single-family plats along W. Sequim Bay Road. As built, a resident at 'A' must travel 4/5ths of a mile to visit a friend at 'B,' but if the plats are connected by a grid – streets added along the blue dashed line – the trip is only 1/5th mile. As a "neighborhood" activity, a walk from A to B is nearly a two-mile trek and half of the walk is on an arterial. The prospects are no better to the west, east and south of these subdivisions – most of the new development is staged to be of similar "enclave" designs that mostly connect to adjacent projects by car.

New subdivisions are expected to connect to adjacent subdivisions to maintain a pattern of connected streets. While it is difficult to do this retroactively, sometimes opportunities exist in

plats with vacant lots or tracts (but, not without procedural difficulty to amend an existing plat). The objective to promote connectivity is a foundational design criterion for every new plat developed next to vacant parcels with subdivision potential. Where extremes in terrain, presence of critical areas, or existing development makes full connection impractical, measures to achieve the benefits of a grid are still worthwhile pursuits even if a full level of connectivity is not attained.

Also see Transportation policy TR 4.3.1 that discusses the value of a grid street system for imprived connectivity, safety, and mobility for all modes of transportation.

COMMERCIAL USES

LU GOAL 3.4: COMMERCIAL TO SERVE LOCAL AND REGIONAL DEMAND: Provide designated land and urban services to meet the demand for retail, business / professional / personal services and other commercial activities that serve the community, the Valley, and the northern Peninsula region.

POLICIES

LU 3.5.1 NEIGHBORHOOD BUSINESS

Protect locations that have future potential for Neighborhood Business centers that not only provide shopping, eating and entertainment convenience to neighborhood residents but also serve as venues for spontaneous social encounters among local residents where "small-town friendliness" is experienced.

Discussion: With a substantial addition of infill residential development over time – probably at least another twenty years – single-family neighborhoods may have the market population to support complementary places for residents to shop, eat, and recreate within the neighborhood. Development of these commercial uses as a well-defined Neighborhood Business (NB) center more oriented to the neighborhood than the general community limits impacts to surroundings and is critical to a center's acceptance and success. Design standards in the city code are essential to ensure a good neighborhood fit.

The intersection of Sequim Avenue and Old Olympic Highway provides a case history of both the potential and challenge to create viable Neighborhood Business that works in the scale of a community of 7,000-10,000 people. The strip mall at the NW corner of the intersection has 13 tenant bays plus a free-standing coffee shop, but in late 2014, most of the property was vacant. The project as developed (Fig. x) followed the zoning code requirements of the day with no variances of code standards. The building is set back from the intersecting arterials with the majority of customer parking between the building and the streets. This has been the model of strip commercial development in cities across the country for decades, and it is designed primarily to serve car traffic. When codes are designed to promote this form of development, the resulting imposition on adjacent properties is hard to avoid. In this instance, the homes along the north property line are denied views of the Olympic Mountains, and rear yards and south-facing windows are left in shadow for many months. The scale and continuous flat rear façade of the

building presents a very alien view to the residents. These are the consequences of any code that facilitates this form of development.

A better plan model allows small-scale businesses to embrace their neighborhood setting with a street-friendly design that caters to local pedestrians and cyclists rather than commuting motorists. The project above is re-imagined to be street-friendly in the concept plan in Figure x. The revised design keeps the businesses close to the sidewalk with street-side primary entries to make shopping more interesting and convenient to pedestrians. Large, street-facing windows promote the business activities inside to those passing by on foot, bicycle and vehicle. Parking is in the rear, providing increased separation between the mass and height of the building and the homes to the north. Secondary entries on the parking lot side are included for some businesses. Site ingress / egress is also improved with greater separation from the intersection and crosswalks.

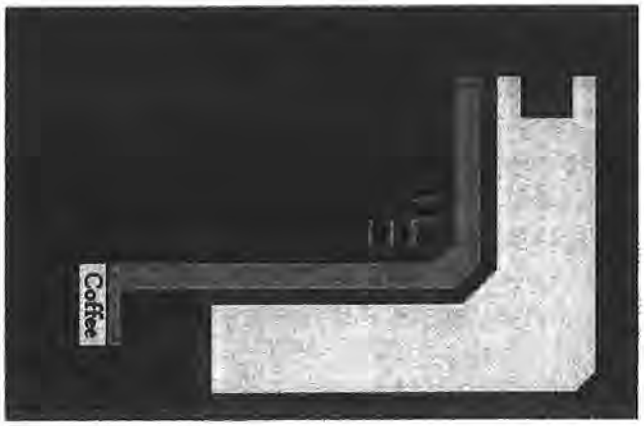


Figure x. Street-friendly design

In the latter part of the planning horizon, NB center locations are encouraged to become small, mixed-use centers with low-rise, higher density residential use as a major component. More intense residential use adds market demand for neighborhood business and may enable transit service to these locations. Shared-use parking is encouraged to increase the development intensity of the site for both residential and commercial uses.

No new drive-through facilities, including gas stations and similar auto-oriented uses, are allowed except along principal arterials where they are subject to size limitations and design guidelines. Buildings are oriented to the street with parking in the rear to encourage walking and to provide easy pedestrian connections.

Center locations are separated by at least one-mile from other business areas and are five to ten acres in size including the higher-density residential components. To provide convenient accessibility from the surrounding neighborhood, new centers are located at the intersection of arterial streets, preferably with most of the center sited on one or two corners.

Center locations are established through a sub-area planning process. In the interim as market demand grows to support a center at potential locations, it is important to limit higher intensity development that is economically difficult to redevelop. In most cases, the best control is to maintain low-density residential zoning that allows the property owners a reasonable use of their land until the market for neighborhood-oriented business is strong enough to support a viable NB center. The key to developing market demand for neighborhood-serving business is to monitor regional demand for attached housing in a neighborhood setting other than Downtown or the Senior Lifestyle District. With little expectation that this demand will emerge within the 20-year planning horizon, no new NB center locations are shown on the Future Land Use Plan Map, but

with any proposed major residential development in the peripheral neighborhoods, there is opportunity to include a center and higher density housing as components of the project with a corollary update of the Comprehensive Plan as a product of sub-area planning.

LU 3.5.2 COMMUNITY BUSINESS

Provide for the major retail and service needs of the community and Valley in locations outside the Downtown District directly accessible from Washington Street.

Discussion: Even with the relocation of regional through-traffic from Washington Street to the US 101 Bypass, the Washington corridor has remained the primary spine of commercial uses that serve the entire Sequim-Dungeness Valley as well as visitors. Although traffic volume dropped off significantly on E. Washington when the Bypass opened, the east end of town has great capacity for both residential and non-residential development. Much of the Washington Street frontage east of Brown Road is vacant or underutilized, and the demand for additional general commercial uses is tied to the development of new housing that is planned for the east Sequim. Community Business is designated for both sides of Washington Street west of Rhodefer Road to Brown Road to serve anticipated east end growth.

Washington west of Fifth Avenue is a retail corridor that serves the community, the Valley and a regional market of over 100,000 people, and most of it consists of strip malls, "big box" regional retailers, and freestanding national chain stores. In 2015, there were over 20 acres of developable commercial land within the W. Washington Street corridor with direct access to the arterial. Over half of this capacity fronts on Washington just east of Priest Road and backs up to residential uses, and the remainder is parcels that are too small for regional-scale retail. These parcels are a good fit as Community Business that serve as a complement to regional-serving "big box" stores.

LU 3.5.3 REGIONAL RETAIL

Promote infill development of the regional retail district bounded generally by River Road, 7th Avenue, Washington Street, and US 101 with national retail and "big box" uses that attract customers from throughout the North Olympic Peninsula.

Discussion: The introduction to "big box" stores to the community in 2003 came with varying degrees of local acceptance at the time, and not all citizens agree that these super-sized national retailers fit with Sequim's "small-town, rural" character. These businesses have proven to be critical to the City's operations by producing tax revenues to help carry the City through the economic recession from 2007 to 2013. Residents also benefit by competitive pricing and local availability of major consumer items, reducing trips to other markets to make retail purchases.

The Regional Retail district bounded generally by River Road, 7th Avenue, Washington Street, and US 101 is nicely consolidated at the west end of the community where it is easily accessible from US 101 and community streets to the east that feed into Washington Street (**Fig. 3.5.3.1**). This containment works well to keep the identity of Downtown as well as maintain cohesion among the retailers serving the entire region. If demand increases for national retail outlets, it will be due to substantial growth across the entire northern Peninsula, not just the few thousand

projected in Sequim the next 20 years. The 85-acre EOA between the Sequim Village Marketplace (Costco, Home Depot, et al) and US 101 provides opportunity for expansion if needed.

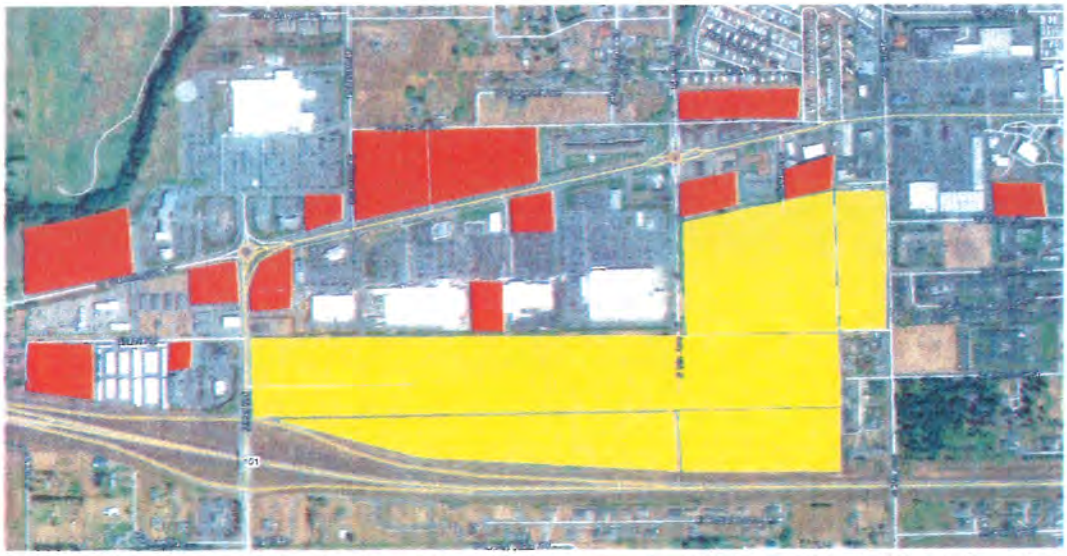


Fig. 3.5.3.1 Capacity for Regional Retail Expansion in 2015. (Red is infill; Yellow is a designated Economic Opportunity Area and subject to sub-area planning.)

LU 3.5.4 HIGHWAY COMMERCIAL

Expand the city's capacity as a regional center of tourism and visitor stays by providing a broader range of lodging, restaurant, and tourist service facilities at the primary accesses to the city from US 101.

Discussion: A significant portion of the city's economic base is tourism. Attracting tourists to "stop-and-visit" is among the city's economic goals. The three city connections on US 101 are the prime locations to capture the business of visitors on their way to the national park or other tourism destinations. The River Road connection is a full interchange with good access to food and lodging facilities north of the freeway. Acreage to the NE of Marlow Drive and River Road is easily accessible to east-bound traffic and provides capacity for additional tourism services including a gas station. Similarly, the full interchange at Sequim Avenue and undeveloped lands flanking the arterial between Brownfield Road and the on-off ramps is convenient to motorists. The third connection where westbound traffic can exit to Washington has no similar eastbound convenience – designation of lands for tourist commercial facilities in this vicinity is an appropriate planning element whenever a full interchange is created.

LU 3.5.5 HEAVY COMMERCIAL / WAREHOUSE

Provide locations for heavy commercial and warehouse uses that accommodate business activities that are incompatible with residential and other commercial uses, yet necessary activities within an urban community.

Discussion: Contractor yards, freight companies, shops for light fabrication, distribution warehouses and similar intense non-residential uses are a part of most population centers. There is a concentration of such activities in a fairly cohesive area between Sequim and Third avenues (including much of the west frontages on Third) on both sides of US 101. This is a stable district that provides essential community services and is retained in the Plan as currently occupied with a small expansion between Brownfield Road and US 101 just east of Third.

ECONOMIC EXPANSION & DIVERSITY

LU GOAL 3.6 ECONOMIC EXPANSION & DIVERSITY: Enhance the community's capacity to sustain its quality of life as it grows by expanding the range of economic activities and employment opportunities.

POLICIES

LU 3.6.1 EMPLOYMENT OPPORTUNITY AREAS (EOAS)

Designate "Employment Opportunity Areas" that are comprised of large, underdeveloped lands with good access to US 101 and other infrastructure as venues to expand and diversify the city's economic base and increase living-wage employment opportunities.

Discussion: The city has more than 100 acres of undeveloped or underutilized land that are well-located to add to the community's economic base and increase employment opportunities. Rather than speculate on the market for additional regional retail and Sequim's attraction for high-tech and other light industrial use, Employment Opportunity Areas are designated on the Land Use Plan map that rely on subarea planning / master-planning processes to direct the range of land uses, guide site and building designs, ensure effective transitions to adjacent districts, and set out the program of capital improvements to serve the site. Subarea planning is initiated when there is an opportunity to work with a major landowner / project proponent to pursue a large development that fits the setting and contributes to the economic base.

LU 3.6.2 HIGH-TECH LIGHT INDUSTRIAL

Increase opportunities for new primary employment and local economic diversity by creating new districts for High-Tech Light Industrial use within the existing urban fabric where services and transportation are available.

Discussion: Sequim is a place that people settled to live off the land and continue to choose for its quality of life. The local economy reflects decades of activity dependent on natural resources and agriculture that inclementally shifted away from productive industries such as dairy farming and forestry. Primary employment in economic sectors that produce commodities is almost non-existent in Sequim. Employment is largely in government, schools, health care, retail, and business and personal services. As children born and raised in Sequim grow into adulthood with specialized technical skills or knowledge, a future in the community is unlikely.

Citizens of Sequim express a desire for more specialized employment such as the higher-wage jobs in high-tech light industry. High-tech industry can make things, design things, or think of things, and for some types of production, it doesn't matter where the business locates – distribution doesn't rely on traditional modes of shipping, there is no dependence on immediate availability of material resources, and a local consumer market is unnecessary.

Three factors need to be addressed to attract high-tech industry: land designated for High-Tech Light Industrial (HTLI) use; infrastructure including a dependable water supply, a wastewater treatment system for light industrial uses, a transportation network connected to modes of shipping for production involving making things, and availability of broadband; and a maintaining a community that meets the lifestyle interests of young professionals, families, singles, senior managers, and skilled workers.

The Future Land Use Plan map retains high-tech employment opportunities at the Battelle NW site within the city's UGA east of town and adds a new HTLI district flanking E. Washington Street just east of Rhodefer Road. The Battelle site offers approximately 50 acres of opportunity for low-impact, high-tech industry, but prospects for development are totally controlled by the corporate landowner. Utility services and upgrades are also needed for major development. The 40-acre E. Washington district, however, is comprised of multiple-owner, fully-served parcels and well-located on the community's primary E-W arterial.

In addition to the Battelle and E. Washington plan districts, HTLI development is also a potential for the two designated Economic Opportunity Areas (EOA) situated just north of US 101. The EOA just east of the Sequim Avenue exit is about 50 acres and the one east of the River Road exit to 7th Avenue is about 85 acres. Both of these have access to utilities and excellent connection to US 101 with intersection improvements.

Only the River Road EOA site does not sit adjacent to a residential district. The others that do have an inherent duty to be good neighbors to homes. Standards for high-quality, low-scale design and mitigation of noise, glare and other operational factors are among the community expectations to make HTLI use both a good neighbor and a positive contribution to the city's visual quality.

The total land area designated in the Plan for HTLI development is approximately 225 acres, equivalent to eleven Sequim Walmart sites.

LU 3.6.3: MIX OF RESIDENTIAL, SERVICES & EMPLOYMENT

Create a mix of residential, services, and employment where combining uses vertically or horizontally in a planned development increases the community's economic base and job opportunities while allowing for the lifestyle benefits of living near work.

Discussion: Traditional "mixed use" development combines land uses that are commonly separated into single-purpose zones but can be integrated on a unified site through master-planning and design controls. Most mixed-use projects combine higher-density living with related retail and services uses and / or major employers.

Mixed use is inherent to the Downtown District in which projects combine residential and non-residential uses either vertically within the same building – apartments over shops, for example – or within a planned development – condos on the same site as businesses that serve residents' needs. This type of interdependent relationship among places to live, work, and shop is common to highly urban cities and not generally viewed as "small town." However, within the framework of sub-area planning of Economic Opportunity Areas (see Policy x.x), mixed-use on a limited scale is a possibility for larger sites that don't impose on Low Density Residential neighborhoods. The inclusion of major employment in projects is somewhat dependent on the degree of connection between the career fields of project residents and the types of jobs offered.

AGRICULTURE

LU GOAL 3.7 AGRICULTURAL CAPACITY: Retain the ability of rural lands to feed Valley residents and provide additional capacity for urban farming in the City as long-term health and economic benefits to the Sequim-Dungeness Valley.

POLICIES

LU 3.7.1 AGRICULTURAL CONSERVANCY LAND

Retain designated Agricultural Conservancy land for its long-term benefits to a growing urban community as open space and for food production.

Discussion: The GMA defines agriculture as a "natural resource land," and specifies that natural resource lands must be protected to preserve their productivity. There is one unique parcel of land in agriculture use in the city, preserved in perpetuity as "Agricultural Conservancy" land by an easement from the landowner to the city. The 50-acre parcel is just east of N. Sequim Avenue situated against the north city limits. Its agricultural use is managed by the property owner.

LU 3.7.2 URBAN FARMING

Provide opportunities for urban farming on communally-owned parcels, within planned residential developments and on public lands dedicated to passive activities and uses.

Discussion: Small-scale growing of fruits, vegetables and herbs within urban areas is an incidental use at many single-family residences. This is the closest connection possible between food supply and food consumption, and the foods are therefore the freshest available.

Not everyone lives in a place that can create an individual private food garden. In planned developments such as Cottage Housing, a food garden is an option for the common space commonly included in the interior. For larger residential projects, gardens are an option to meet code open space requirements that are levied to meet the needs of project residents. At a neighborhood or city-wide scale, community food gardens are valuable "land banks" for private undeveloped land that waits for improved market conditions and can be an optional element for inclusion in public park master plans.

PLANNED RESORT COMMUNITY

LU GOAL 3.8 RESORT LIVING WITHIN THE CITY: Promote the creation of a planned resort community with immediate access to the amenities of Sequim Bay.

LU 3.8.1 MASTER-PLANNED RESORT COMMUNITY

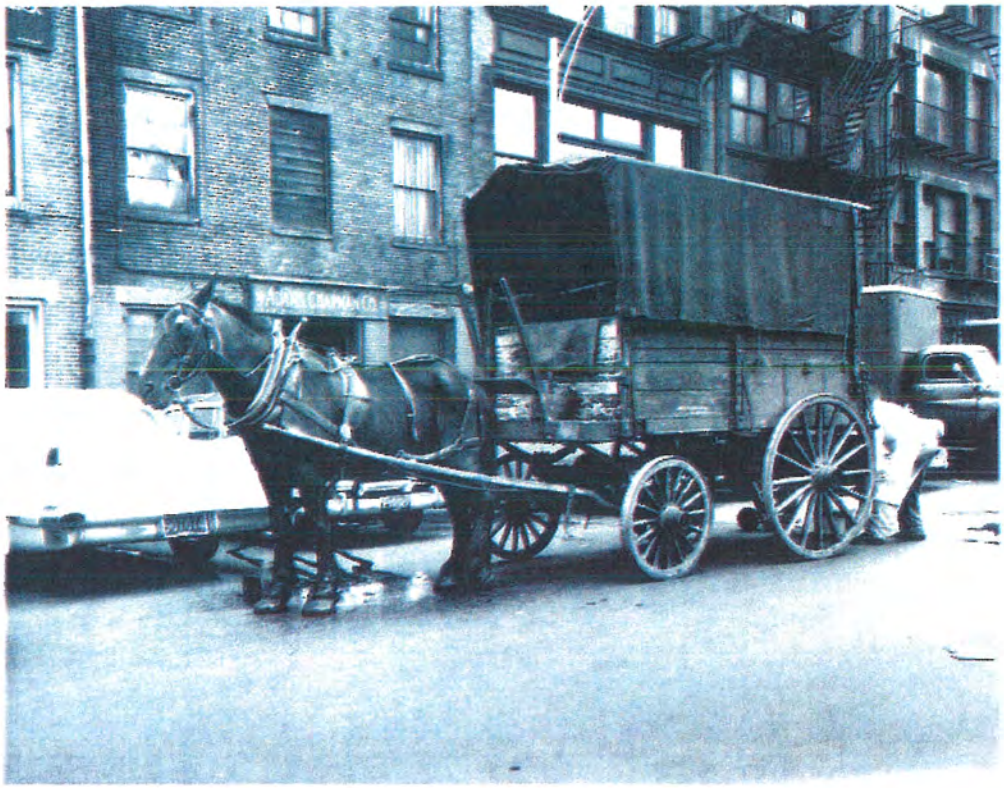
Realize the dream and potential of the Wayne Enterprises property overlooking Sequim Bay for creating a planned resort community that includes a mix of year-round and seasonal residences, tourist accommodations and the commercial uses to serve them, utilizing a sub-area planning process.

Discussion: In 2007 Wayne Enterprises initiated plans to develop a major year-round resort community on 166 acres between US 101 and West Sequim Bay Road and overlooking Sequim Bay and the public marina. The project started through the public review and permitting processes just as the housing market collapsed and availability of project financing dried up. Although no approvals or permits were issued for any part of the proposed development, the great area of the proponent's land holdings, the setting intersected by Johnson Creek and Whitefeather Way, and the immediate proximity to Sequim Bay offer a great opportunity for a master-planned development targeting a range of resident and visitor markets.

There is a range of community benefits that warrant continuing an opportunity to create a master-planned resort community on this property. Primary-home residences fill in the residential ("neighborhood") fabric of the east end between the city's central area and Sequim Bay. Seasonal-occupancy vacation homes and tourist lodging extend Sequim's visitor season to year-round attraction. Commercial uses that meet the needs of resort visitors are also convenient to boat live-a-boards and residents of the surrounding neighborhood.

With continued low-density residential development taking advantage of the great growth capacity of the city's east end and a new context of environmental protections to consider for Johnson Creek and the saltwater shoreline, a new planning process is needed when prospects for development improve. The scale of the project is appropriate for subarea planning covering the entire area east of Keeler Road and north of US 101. This will ensure that the resort community is not fully isolated from the Sequim community and that roads and services meet the needs of the entire neighborhood. A detailed resort master plan is an appropriate element of the subarea plan.

CHAPTER 4 TRANSPORTATION



[PLACEHOLDER IMAGE

4 TRANSPORTATION

INTRODUCTION

To achieve Sequim's transportation vision, the Transportation Element goals and policies are designed to guide development of the transportation network. The City envisions a future transportation system that provides for all modes of travel by offering a robust network of roadways, bicycle, and pedestrian facilities. Streets are a dominant feature in the City – they form the backbone of the transportation network, but also shape how community members respond to their environment, in terms of physical activity and social interaction. Most of Sequim's streets were designed with vehicular mobility as the primary objective, with little in the way of streetscape amenity. While there are a growing number of dedicated non-motorized facilities (sidewalks, bike lanes, and separated trails), the City's non-motorized facilities still have a number of gaps.

The City's key mobility challenges are listed below.

Vehicle Mobility

Traffic congestion along Washington Street through downtown is related to its intersection with Sequim Avenue. Since traffic on Sequim Avenue is only interrupted at the Washington traffic signal and the roundabout at Old Olympic Highway, many east-west travelers concentrate onto Washington. Lengthy queues can be seen year-round at the intersection of Washington Street with Sequim Avenue. The peak summer months bring significant congestion to Washington Street. During key festivals, queues can extend the entire length of Washington, and in some cases, back onto US US 101. The lack of controlled intersections along Sequim Avenue serves as a barrier to east-west mobility. Shifting some traffic away from Washington by improving other Sequim Avenue intersections is a primary transportation goal.

Outside of the core area, particularly in new developments, the roadway network includes many cul-de-sacs and dead end streets. Vehicle trips that should be relatively short require users to travel longer distances. This design funnels traffic to a few key roadways instead of spreading traffic across multiple roadways. Future land use and roadway development should focus on connecting roadways that currently dead-end to provide a more connected network of roadways.

Transit Service

Clallam Transit and Jefferson Transit provide fixed-route and dial-a-ride (Clallam Transit only) in Sequim. These services are limited, running only every hour or so and primarily only on weekdays. As a result, bus services tend to be underutilized. While public transit is a vital social service for those who do not drive, discussions with Clallam Transit indicate that funding uncertainty makes additional transit service in Sequim unlikely.

Bicycle and Pedestrian Mobility

In examining the bicycle and pedestrian network, Sequim benefits from its location on the Olympic Discover Trail (ODT), a well-established street grid in the city center, existing bicycle facilities, and a community that is interested in active transportation. Challenges lie in creating more safe routes for cyclists into and through Sequim and providing a cohesive and ADA-compliant sidewalk network that improves mobility for pedestrians and mobility scooter users. Network development includes multiple routes for ODT users to travel through Sequim as well as access local destinations.

Trips Generated by Growth Outside the Urban Growth Area

For several decades, twice as much population growth has occurred outside the urban area as within it. Since this pattern has continued in an era of Growth Management that intends quite the opposite growth dynamic, the ramifications of continued growth of this level outside the city's urban growth area are significant. If the non-UGA Valley just experiences the same 2% annual growth as planned for the city, there will be over 3,500 new homes dispersed throughout the Valley by 2035. This magnitude of growth generates 25-30,000 additional car trips per day on rural roads, and most of these trips are destined for places in Sequim where the bulk of services and urban amenities are provided. These are travel volumes that adversely impact city mobility that city capital financing resources cannot resolve. To many in Sequim, quality of life includes managing traffic to minimize the inconvenience of congestion; to maintain arterial capacity to accommodate local connections; and to avoid collateral damage to neighborhood street safety from suburban traffic seeking "short-cut" alternatives to arterial routes. Without intervention by the county through its plans and zoning to reverse the two-thirds "rural" / one-third urban growth split, the city's Layered Network cannot perform as designed to meet these mobility expectations of Sequim residents. The transportation impacts of Valley growth outside the UGA, if left unaddressed, jeopardize much of the good directions in this Chapter.

This Chapter is based on the *Transportation Master Plan (2013)* that provides more direction, details, and explanation of the City's current and future transportation systems and is an inherent part of this Comprehensive Plan.

VISION

Parts of the Vision guide the city's future Transportation systems:

- a more compact pattern of growth will create a future that is affordable in all ways – physically, environmentally, socially, and economically;

- improved street and path connectivity among places of living, shopping, services, employment, and recreation will increase mobility, convenience and transportation choices;
- new homes will fill in undeveloped residential lands to strengthen neighborhoods by enhancing safety, creating more livable streets, providing opportunities for mutual support, and promoting a social fabric where "small-town friendliness" is experienced every day;
- greater diversity in age, household type, ethnicity, income, lifestyle, housing, mobility, and economic activity will increase community opportunities, variety, and interest; and
- the community's image and identity will be promoted by active management and responsible stewardship of both the human-built and natural environments.

MULTI-MODAL TRANSPORTATION

TR GOAL 4.1 MULTI-MODAL TRANSPORTATION: Provide a safe, balanced and efficient multi-modal transportation system that adequately serves the future growth and development of the City.

POLICIES

TR 4.1.1 MOBILITY WITH GROWTH

Maintain the community's ability to make trips within and through the city with a transportation system that provides safe, convenient and efficient circulation even as the urban area grows by forty percent in 20 years.

Discussion: One of the qualities of a "small town" is the ability to get to destinations quickly and with little inconvenience. This usually means that routes are direct and the travel time somewhat predictable. In very small places, these are not an issue – there's just not enough separation among community destinations to create hindrances. As places get more populous and cover more area, however, the convenience and efficiency of the transportation system come under increasing stress. The solutions are several: 1) provide a range of mobility options, as provided in the Layered Network (Policy TR 4.2.1), 2) insure citywide connectivity by maintaining the functional characteristics of a grid – block size, interval of intersections, and street continuity, and 3) fully utilize the city's capacity for new housing that fills in existing residential districts that are in proximity to the community's primary destinations.

TR 4.1.2 NON-MOTORIZED MOBILITY CONNECTIVITY

Promote the development of safe and convenient pedestrian, bicycle, and mobility cart systems that encourage multi-modal access to and from residential neighborhoods, parks, schools, civic buildings and the City's commercial and employment areas

Discussion: The Layered Network is designed for high connectivity among the community's major activity districts and residential neighborhoods by providing options for alternative modes of transportation. Each layer plays a critical role in achieving a multi-model transportation future

that offers mobility choices. For Sequim's active senior population, the grid of sidewalks and pathways facilitates walking for health and affordable connectivity, and for those reliant on mobility scooters to access needs, there is a route system designed to meet those needs as well. Cars and bikes have network layers, too, with all layers combining to meet the diverse circulation needs of residents.

LAYERED NETWORK

TR GOAL 4.2 TRANSPORTATION NETWORK: Provide a complete transportation network that safely accommodates all modes of travel while increasing efficiency and safety for all users.

POLICIES

TR 4.2.1 LAYERED NETWORK

Develop and maintain a Layered Network recognizing that not all streets provide the same quality of travel experience and as such, classifies streets as Boulevards, Urban Avenues, Downtown Main Streets, School Connections, Active Alleyways, Local Streets and Rural Transitions.

Discussion: The Network focuses on developing an inclusive transportation system that reinforces a core Vision element of a more walkable community, facilitates multi-modal accessibility, and provides for overall network function. It recognizes that it is difficult for a single roadway to meet the demands and expectations of all modes at any given time. In response to this challenge, the Layered Network creates a transportation system to meet the needs of all users.

TR 4.2.2 VARIETY OF STREET USES

Ensure the Layered Network continues to provide for all varieties of street uses including: regional mobility and cross-town trips, commuting, shopping and recreational travel, property access, vehicle storage, parking, transit use, walking, biking and use of mobility carts.

Discussion: The Layered Network is a multi-modal transportation strategy that evolves as the community grows and demand increases. Some of the modes in the Network are expected to become more popular as new homes fill in the city's loose residential fabric outside the central area. As new residential plats are proposed, the city's subdivision review process provides the opportunity to reflect the types of mobility demand in planning, designing and budgeting for capital improvement projects that support these modes.

TR 4.2.3 WELL-CONNECTED NETWORK

Guide development of new Local Streets to form a well-connected network that provides for safe, direct and convenient access to the existing roadway network for automobiles, bicycles and pedestrians.

Discussion: To insure performance of local streets over time, design of new residential development is expected to be consistent with the Future Roadway Network. Loop streets and cul-de-sac subdivision elements that create discontinuities in the Network are to be particularly avoided except where topography or development-sensitive areas make Network connectivity prohibitive. Network connectivity is a foundation of healthy neighborhoods that rely on the street grid for all modes of circulating within and beyond the neighborhood (see Policy LU 3.4.7).

TR 4.2.4 CONSISTENCY

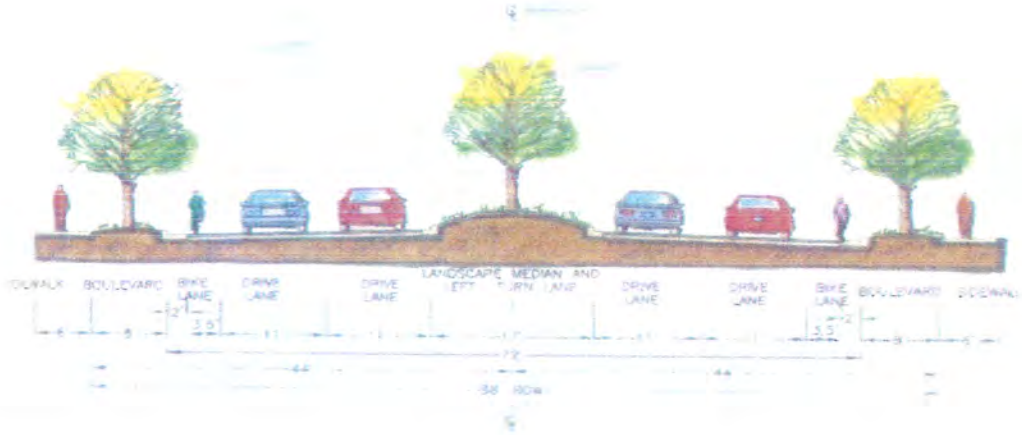
Require all urban development and improvements to be consistent with the Layered Network, Bicycle Network, Pedestrian Priority Routes, Mobility Cart Network and ADA requirements.

Discussion: The development review process provides the opportunity to ensure new developments meet all requirements necessary to create a successful layered network. The city's transportation planning history is one of missed opportunities, and part of that history is the lack of definitive expectations adopted in the Comprehensive Plan. *Consistency* is a discipline that is incumbent on city officials to respect by conducting development reviews consistent with this Plan's directions.

TR 4.2.5 DESIGN STANDARDS

Develop and enforce design standards consistent with the Layered Network for all arterial and local street types.

Discussion: Building streets to match the images in the Comprehensive Plan entails applying adopted design standards to project design and development. These standards are found primarily in the subdivision code and the Transportation Master Plan and may be a product of sub-area or master planning for specific districts. As mobility norms change over time and with the introduction of new transportation technologies, standards need to be updated to reflect new demands and behaviors.



SYSTEM DESIGN

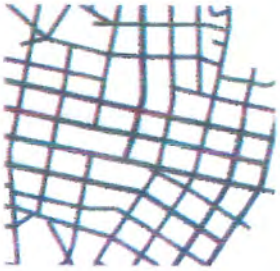
TR GOAL 4.3 MOBILITY BY DESIGN: Form a street network system that provides better connectivity, safety and mobility for all modes of circulation.

POLICIES

TR 4.3.1 GRID STREET SYSTEM

Employ a grid of blocks defined by local access streets in the design of new subdivisions to avoid concentration of vehicular trips, improve safety to neighborhood streets, enhance community connectivity, and provide route options for all modes of travel.

Discussion: A well-connected street grid enhances traffic flow and provides safe and convenient access for all (including people travelling on foot, by bicycle, and mobility scooter). This is particularly important in the more urban portions of the city, where it is anticipated that people will be traveling by means other than a personal automobile. However, even outside of the city center, it is critical that the transportation system be constructed to encourage the most efficient travel patterns possible.



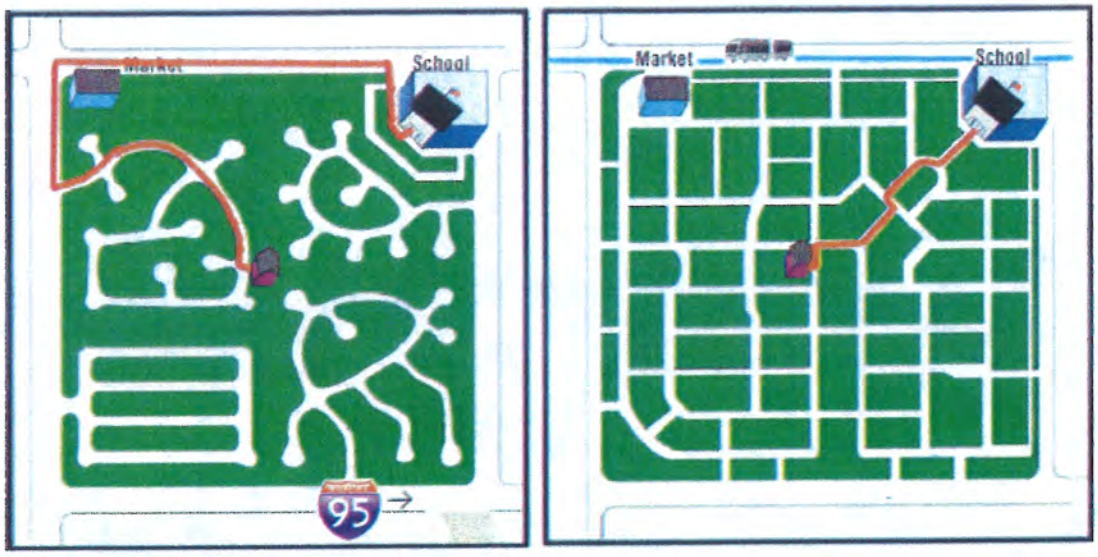


Fig. x. Subdivision design related to connectivity

Every major subdivision in Sequim since 1980 has the form of the drawing on the left in Fig. x. with loop streets and cul-de-sacs. A trip within the neighborhood is a 3-5 times greater distance than a pre-1980s subdivision with the traditional neighborhood form in the drawing on the right that follows the classic grid system. The traditional neighborhood design disperses traffic, creates shorter trips, and provides better neighborhood and community connections.

Fig. x. provides another real-life example in a big city, but the differences in form and the resulting consequences apply to cities and towns of any size.

Fig. x Subdivision design impact on mobility

On the following page, Fig. x provides measurable design guidelines for creating a well-connected street grid. In order to be sensitive to the surrounding neighborhood context, two sets of guidelines have been established – one developed for Sequim's city center and another for the City's more rural and suburban districts. Many of these guidelines have been successfully implemented in other cities to create more walkable and connected communities.

Fig. 4.3.1.2 Connectivity Design Guidelines

Metric	Purpose	City Center[1]	Outside City Center
Arterial Intersection Spacing	Intersections that are appropriately spaced encourage walking while maintaining reasonable traffic flow.	500-700 feet	500-1,000 feet
Residential Intersection Spacing	Intersections that are appropriately spaced encourage walking and biking.	200-400 feet	300-450 feet
Cross Circulation Routes	Encourage travel by non-auto modes by shortening travel distances between uses.	Provided on all commercial blocks that are longer than 500 feet, connect surface parking lots wherever feasible	No standard, but used to provide connections for pedestrians and bicyclists at cul-de-sacs and dead end streets, connect surface parking lots wherever feasible
Cul-De-Sac Length	To increase connectivity, cul-de-sacs should be prohibited in the city center and discouraged elsewhere. Where approved, cul-de-sacs should be limited to a maximum length.	Not permitted	200-400 feet and must be approved by city engineer
Intersection Angles	Intersections that meet at right angles prohibit excessive vehicle speed and improve safety for all modes. Within the city center, all intersections should be "squared up".	90°	60-90°

[1]The city center is the area bounded by: Fir Street (north), 5th Street (west), US US 101 (south), and Blake Street (east).

TR 4.3.2 CALM NEIGHBORHOOD TRAFFIC

Apply design features to calm vehicular traffic within neighborhoods while maintaining a balance between the competing needs of community mobility and safe neighborhood streets.

Discussion: While a connected street grid distributes traffic flow onto multiple routes and minimizes travel distances for walking and biking as well as car travel, the grid also creates a potential for non-local, cut-through traffic and increased vehicle speeds on wide residential streets with long blocks. Traffic calming techniques address these potential problems while retaining all of the good attributes of an interconnected roadway system.

Traffic calming utilizes physical features to alter driver behavior as a means to improve safety for all roadway users and reduce impacts to adjacent land uses. It is a well-established practice worldwide, backed by substantial quantitative evidence of its benefits in reducing travel speeds and enhancing safety.

TR 4.3.3 ALLEYS

Incorporate alleys in new residential subdivisions to create safer pedestrian environments, eliminate vehicle-backing onto local access streets, provide convenient access to utilities and services, and decrease overall impervious surface area.

Discussion: Alleys were a feature of most residential subdivision designs for most of a century. Then came the mid-1950's advent of the suburbs with enclave subdivisions that strove to establish identity uniqueness – mostly a marketing strategy – at the sacrifice of connectivity to adjacent development. Since travel distance to work, shopping, school, church – *everything* – was farther, cars assumed a much greater presence in everyday life. The form of suburban houses and the character of neighborhood streets evolved to fit this higher standing of the automobile. The double-car garage and matching double-width driveway had little effect on neighborhood life; families retreated to large, fenced back yards for recreation and entertainment as the front yard and street lost the qualities for social engagement. With garages now attached to and extending the structure of the house and accessed from the street, the need for alleys waned into near non-existence in this era of "modern" subdivision design.

One of the changes this brought was the introduction of utility services at the street rather than from an alley. This was cheaper for developers, but it came at a cost: green service boxes sprouted throughout the new development with vaults and pedestals a ubiquitous visual element of a suburban streetscape. Without alleys, garbage cans joined these other alien elements every week or two.

The other major introduction to the residential streetscape this induced is the car, truck, boat, trailer, etc. parked in the driveway that is cut out of the traditional front yard – accumulated vehicles (and "toys") came out from hiding benignly in the back yard to become a statement in the front yard. However, it isn't a change that every neighbor has appreciated, and vehicles of all kinds parked in the front yard continue to be a point of conflict in most communities several decades after this shift away from alleys.

Saving the street for visitor and overflow parking is good for safety. Curbside parking narrows the travel width, slowing vehicle speeds. The presence of cars creates (along with street trees) an added safety barrier between errant drivers and walkers. Safety is also increased by eliminating the danger of backing from a front yard driveway onto a street, a risk to pedestrians as well as passing cars. The included driveway curb cut also disrupts the continuity of a flat sidewalk if there is a missing or narrow planter strip, creating a potential hazard to walkers, those on mobility carts, or kids on trikes.

The contribution of alleys to community friendliness is included among the qualities of good neighborhoods (see Policy LU 3.4.5). Alleys create an environmental benefit, too, especially if done as in Figure 4.3.3 (also see Policy EE 9.x.x.). The inclusion of alleys in residential project design is part of the platting requirements and development standards in subdivision regulations. Not all urban conditions and factors of the natural environment are conducive to alleys in all parts of every development – crafting criteria to provide for variation from an absolute requirement for alley-inclusive development is a part of revising subdivision regulations to implement the intent of this Plan.

TR 4.3.4 ENHANCE DOWNTOWN TRAFFIC FLOW

Enhance traffic flow through the Downtown District by prioritizing projects that improve East-West travel alternatives as identified in the Layered Network.

Discussion: Improving east-west mobility along alternative routes through the central area, such as on the Fir Street and Prairie Street corridors, allows a shift in traffic patterns away from

Washington Street. Although congestion on Washington Street largely occurs in the Downtown Core and is most acute at a mid-day peak hour, the alternative routes address perceived inconvenience for all motorists who make routine cross-city trips during normal 8-5 office hours.

TR 4.3.5 CROSS-CITY CONNECTIVITY

Maintain convenient cross-town street connectivity by creating alternative routes to Washington Street that are complimentary to the planned land use patterns of intersected neighborhoods.

Discussion: An effective street grid system supports access to commercial zones while preserving the character of neighborhoods. The street design on the alternative routes maintains the required operational performance without compromising Downtown neighborhood character if great attention is given to streetscape elements that enhance living such as good lighting, wide pedestrian buffer strips with consistent street-tree planting, resident on-street parking, and crosswalks at intersections.

TR 4.3.6 PRESERVATION FOR COMPLETE STREETS

Obtain and preserve public right-of-ways or easements from developers for the implementation of the Bicycle Network, Pedestrian Priority Routes and Mobility Cart Network on "complete" streets that serve all modes of personal transportation.

Discussion: The best opportunity to begin a *complete street* project is at the time that adjacent property applies for development approvals. If the need isn't secured then, it will only be more difficult to meet in the future after development has established a new set of physical conditions and new infrastructure as well as potential inflation of real estate values. It is important to secure these rights from even small projects that contribute small increments to full complete streets as in many cases these pieces eventually join to make a whole segment within the mode systems.

TR 4.3.7 CROSS-CIRCULATION EASEMENTS

Identify locations for cross-circulation easements between buildings in the Downtown Core that will help create a more walkable environment, provide shorter travel distances between destinations and promote a safe and enjoyable experience for pedestrians, bicycles, and mobility cart users.

Discussion: The attraction of a downtown is the access it provides to window-shopping, entertainment, eating, and other community life while enjoying chance social encounters. These are activities done while walking – free-flowing, mid-block, non-vehicular access throughout the Downtown adds to walking convenience and expands the area of the walkable district. Cross-circulation easements also increase access to off-street parking off Washington Street as well as to businesses without a high-exposure location on Washington.

TR 4.3.8 VEHICULAR LEVEL OF SERVICE (LOS)

Develop and maintain all City streets and intersections, and US 101 within the city limits, to provide a minimum of LOS D, except for Washington Street which is required to meet a minimum of LOS E.

Discussion: For most city streets, LOS D accommodates a high density of motorist traffic while maintaining a stable flow. This is a typical standard for small-to-mid-size urban communities that balances the costs of more travel lanes with the minor stresses of sharing the road with more cars. At LOS E, Washington Street operates at near-capacity, with speeds reduced to a low but uniform speed. The lower speeds are consistent with the function of Downtown to be the center of a residential neighborhood as well as a place that people walk to patronize businesses.

The LOS standard for US 101 is D for urban Highways of Statewide Significance which describes 101 within the City limits.

TR 4.3.9 PRIVATE STREETS

Include public rather than private streets in the design of all new subdivisions for the citywide benefits that public streets afford and to reduce the potential long-term public liability of private streets.

Discussion: Creating subdivisions that include only public streets enhances neighborhood and community connectivity, creates shared public spaces for neighbor interaction, increases routes for community walking, and affords greater dispersion and more route options for vehicles (which enhances safety). Streets are a primary structural element of community growth that determines the community's form, operation, and character, and if streets are not public, the effectiveness of this role is diminished.

Residents as well as visitors are confused by the distinction between public and private streets when, as is common, there is no visible distinction between the two. A requirement that all streets be public communicates to all citizens that they are welcome to move freely *within* as well as through their community. This quality ties to the community value of being friendly – residential streets are the most common opportunity to experience friendliness as the community grows.

The decision to create private streets within new subdivisions is usually one driven by developer cost. The public street design standards often require wider travel lanes, width for on-street parking, formal curbs and gutters, and sidewalks on both sides, sometimes with the added specification that sidewalks be separated from the curb by a pedestrian buffer strip (with street trees for comfort and safety). When there is no city standard for private streets, some or many of these features are ignored in the design of subdivisions. There is a public "cost" to these

exclusions . . . reduced pedestrian safety and comfort, lower community visual quality, and higher levels of required street maintenance.

By 2015, 40% of streets in Sequim were private. Some of these posed significant maintenance liability due to inadequate construction. Understandably, when streets begin to fail, some homeowners look to the city to make repairs. Even when the city has no legal duty or even authority to maintain private streets, the burden felt by residents is significant. This issue grows with the increasing age of the private street system, and lack of homeowner association reserves – if there even *is* an active association – and deferred maintenance add to the financial liability that homeowners face.

The city's subdivision regulations are the instrument to instill the public streets requirement in all new developments.

TR 4.3.10 ROUND-A-BOUTS

Utilize round-a-bouts in lieu of signalized intersections in arterial street design to maintain traffic flow in non-residential districts of the city.

Discussion: Round-a-bouts are cost-effective investments to maintain the flow of traffic on arterials without the expense and delay of a signal to control traffic at arterial intersections. The raised structure and circular pattern also slow traffic so that accidents that do occur generally happen at slower speeds and at less direct angles than standard signalized intersections – it's rare for two cars to collide at high speed at a round-a-bout.

Round-a-bouts do impact pedestrian travel as crosswalks are set away from the circle of the intersection to avoid competing for the attention of drivers who are watching other cars merge into the circle. The priority in round-a-bouts is vehicles, not walkers. Where arterials pass through residential neighborhoods and the mode priority requires deference to pedestrians over vehicles, traffic-facilitating round-a-bouts are inappropriate. Within neighborhoods, including those that include a mixed use neighborhood center (see Policy LU 3.5.1) in the future, the preferred design of arterial

intersections includes sharper corner radii to slow vehicle speeds and crosswalk locations that minimize crossing distance corner-to-corner-to-corner.

Note that "round-a-bout" as used in this Plan is not the same feature as a "traffic circle." Traffic circles are much smaller features introduced to an intersection, even on residential streets, as a traffic calming device. Size is determined by curb-to-curb street width and the access needs of emergency response and city service vehicles. Traffic circles are not precluded in Sequim neighborhoods but are considered on a case-by-case justification of need.

TR 4.3.11 SPECIAL PLANNING AREAS

Conduct sub-area planning for specified areas that pose opportunities to re-think the interface between future development patterns and multi-modal transportation to expand mobility choice, connect the community, or enhance the performance of the Layered Network.

Discussion: Among the locations that offer an opportunity to improve community connectivity, enhance transportation choice or improve the Layered Network are the 30-acre school district site, the community business / high-tech light industrial planned areas surrounding the intersection of Rhodefer and Washington, and the extension of Rhodefer over US US 101.

TR GOAL 4.4 PEDESTRIAN MOBILITY / MOBILITY CARTS: Enhance community health and improve active living for pedestrians and those in mobility carts by establishing a sidewalk and path network consisting of a variety of designated connected, safe and buffered walking / mobility cart environments.

POLICIES

TR 4.4.1 PEDESTRIAN AND MOBILITY SCOOTER PRIORITY NETWORK

Create a Pedestrian and Mobility Scooter Priority Network as one of the Transportation System layers to realize the community's Vision elements for a walkable community and maintaining mobility options for all citizens.

Discussion: Sidewalks in Sequim are shared by pedestrians and mobility scooter users. A priority network layer was developed for these modes and is shown in **Fig. x.**. The pedestrian/mobility scooter priority layer provides connections to Sequim's downtown core, commercial and retail zones, medical facilities, schools and parks, the ODT, and residential neighborhoods.

TR 4.4.2 PEDESTRIAN AND MOBILITY SCOOTER LEVEL OF SERVICE

Utilize the adopted Transportation Master Plan to guide the design of future developments and capital projects to be consistent with the Layered Network, including Pedestrian and Mobility Scooter Priority Routes *levels of service and American with Disabilities Act (ADA) requirements.*

Discussion: The priority routes are served by a variety of street types, but all of them include provisions for sidewalks or shared use paths. All facilities are constructed or improved to meet current ADA standards. Sidewalk and trail projects within the pedestrian / mobility scooter layer receive higher priority than projects outside this area.

Fig. 4.4.1.1

FEHR + PEERS

Pedestrian and Mobility Scooter Priority Network, Sidewalk Gaps and Recommended Shared Use Paths

TR 4.4.3 GOOD SIDEWALKS

Apply minimum standards of safety and comfort in the design of all new sidewalks to promote walking as alternative transportation, as good for personal health, and as a place of friendly encounters.

Discussion: Walking is among the greatest quality-of-life values embraced by the Sequim community. It is recognized by seniors as contributing to long life and to others as a basic means of getting around the community. Places that attract walking by designing sidewalks for safety and comfort are generally regarded as places of higher value.

Sidewalks are a feature of all "complete streets" that are inherent to the *Layered Network* system. Building sidewalks for safety is a fundamental design criteria, and it starts with the inclusion of a "pedestrian buffer strip" (planter strip) to separate walkers from the threat of errant drivers. Separation, itself, is little more than perceived safety, regardless of the width of the buffer strip. *Real* safety appears in the form of street trees, and the required space to grow a tree – typically between 3 to 5 feet – determines the width of the buffer strip.

Mature street trees establish a physical barrier as well as a psychological edge against the street. The trees define the realm between the planter strip and house as the domain of people and the area outside of it the domain of cars. Trees also provide added comfort in warmer weather by shading the sidewalk and reducing urban warming, and they improve urban health by cleaning the air.

The planter strip separation from the street edge provides room for a driveway transition to the street (the "ramp") without changing the grade of the sidewalk, also making it safer for walking and mobility carts.

Fence placement and design is another feature that affects the safety and comfort of walking in a neighborhood setting. The role of good fence standards in neighborhood development is presented in policies LU 3.4.3 and LU 3.4.4.

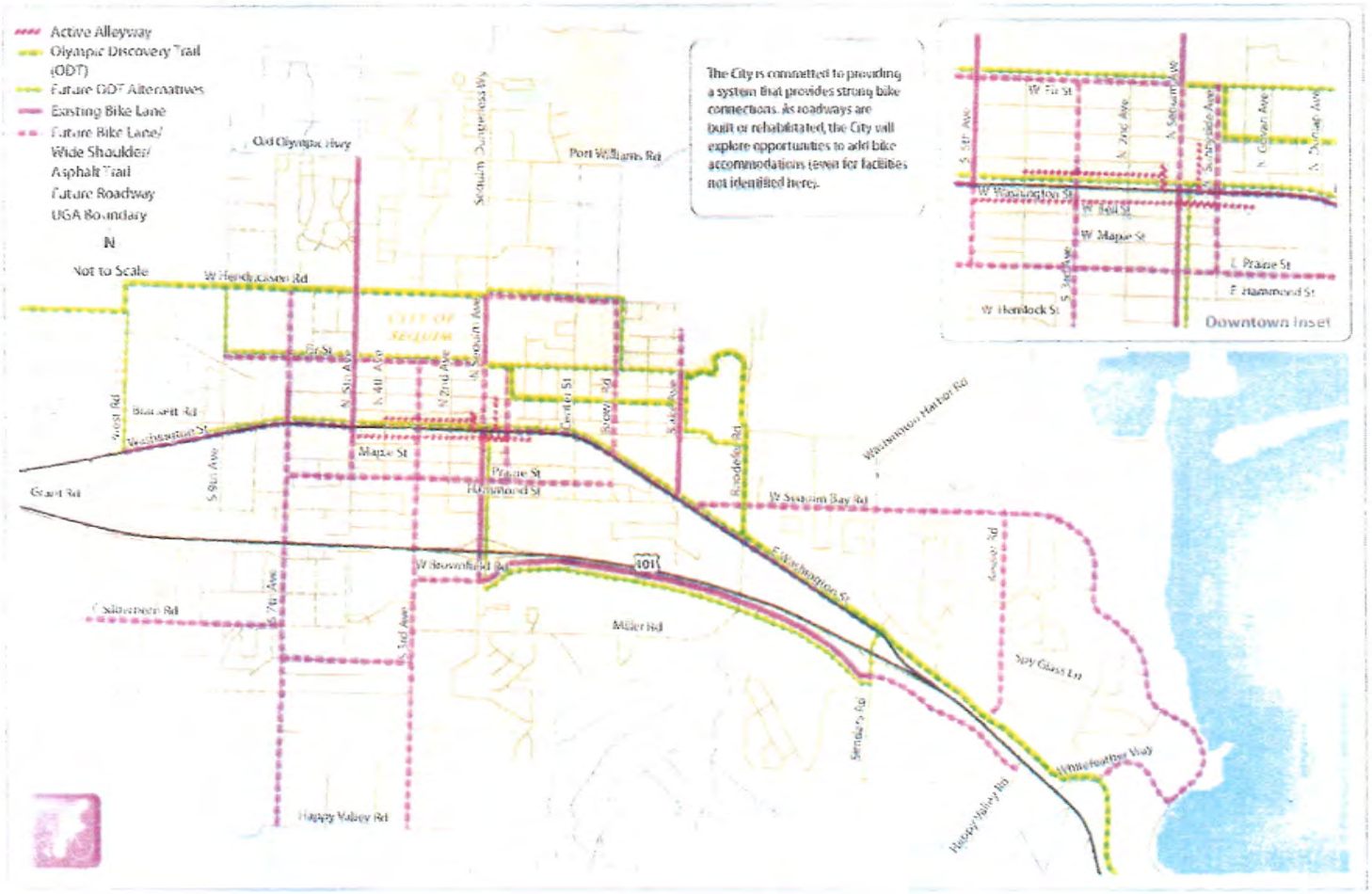
TR GOAL 4.5 BICYCLE MOBILITY: Create a bike-friendly community with a bicycle network that meets the needs of a wide range of users

POLICIES

TR 4.5.1 BICYCLING TO CONNECT

Establish the Bicycle Network Layer to create a full system of connectivity to major community facilities and points of activity as well as recreational trails for leisure trips.

Discussion: The bicycle network provides connections to the Olympic Discovery Trail, schools and parks, and the downtown core from the residential neighborhoods across the city. It also provides regional connectivity to the north and south of Sequim along 7th, 5th and 3rd Avenues. The ultimate bicycle network is intended to form a network of paths, lanes, and shared streets that collectively provide "ODT Alternatives" that allow cyclists to proceed through Sequim using various routes, including some that pass through downtown Sequim (Fig. 4.5.1).



FEHR PEERS

Future Bicycle Network

ES-3

TR 4.5.2 BICYCLE MOBILITY LEVEL OF SERVICE

Provide bike lanes, separated paths or "sharrows" on all facilities in the Bicycle Network.

Discussion: Within the densest parts of the city, including residential neighborhoods and the downtown core, the bicycle plan envisions increased use of "sharrows," bike lanes that *share r.o.w.* (share-row) with vehicles. In more rural portions of the city, including south of US US 101 and along West Sequim Bay Road, the ideal solution is a separated path that runs parallel to the existing roadway. All of the planned roadway types incorporate a context-appropriate bicycle accommodation, including bike-lanes, sharrows, wide-shoulders, and off-street trails.

TR 4.5.3 AMENITIES TO PROMOTE CYCLING

Make bicycling more attractive as an alternative transportation mode by providing amenities for riders at centers of work, transit, shopping, recreation, government agencies and other nodes of activity.

Discussion: By providing multiple routes through the City accessing residential and commercial areas as well as bike racks at primary destinations and wayfinding signs to guide cyclists to them, bicycle travel becomes a preferred transportation mode for many. Security is a primary consideration for using bicycles as alternative transportation, and codes that include racks or lockers at major destinations and places of employment as a standard requirement increase cycling as a mode choice.

TR GOAL 4.6 TRANSIT: Create a public transportation system that provides an alternative to vehicle travel and mobility alternatives for users without a vehicle at their disposal.

POLICIES

TR 4.6.1 TRANSIT INFRASTRUCTURE

Encourage transit system use by providing bus turnouts, transit signage and bus stop improvements where the demand from adjacent land uses warrants such investments.

Discussion: One of the city's roles in supporting transit utilization is to accommodate riders' needs for safe, comfortable bus stops where ridership is high. A primary means to meet needs is to insure that there is adequate space within the city's *complete streets* standards and to recognize opportunities to provide facilities when reviewing proposals for new private development.

TR 4.6.2 PLANNING & OPERATION

Coordinate with Clallam Transit and Jefferson Transit relative to the planning and operation of public transit services and facilities within the City.

Discussion: Maintaining regular coordination with transit agencies, including the review of transit plans, provides opportunities to connect transit resources to Sequim's *Directed-Growth* strategy, particularly the planned growth in the Senior Lifestyle and Downtown Neighborhood districts. Although availability of transit service has had little effect on the city's urban form or the choices residents make about where to live, transit service as alternative transportation is attractive to those in the market for Downtown living and seniors who choose the Lifestyle district.

TR GOAL 4.7 COMMERCIAL & FREIGHT TRANSPORTATION: Maintain a road system for transporting freight within and through the city that meets the shipping needs of the entire Valley as well as city.

POLICIES

TR 4.7.1 MAINTAIN FREIGHT ROUTES

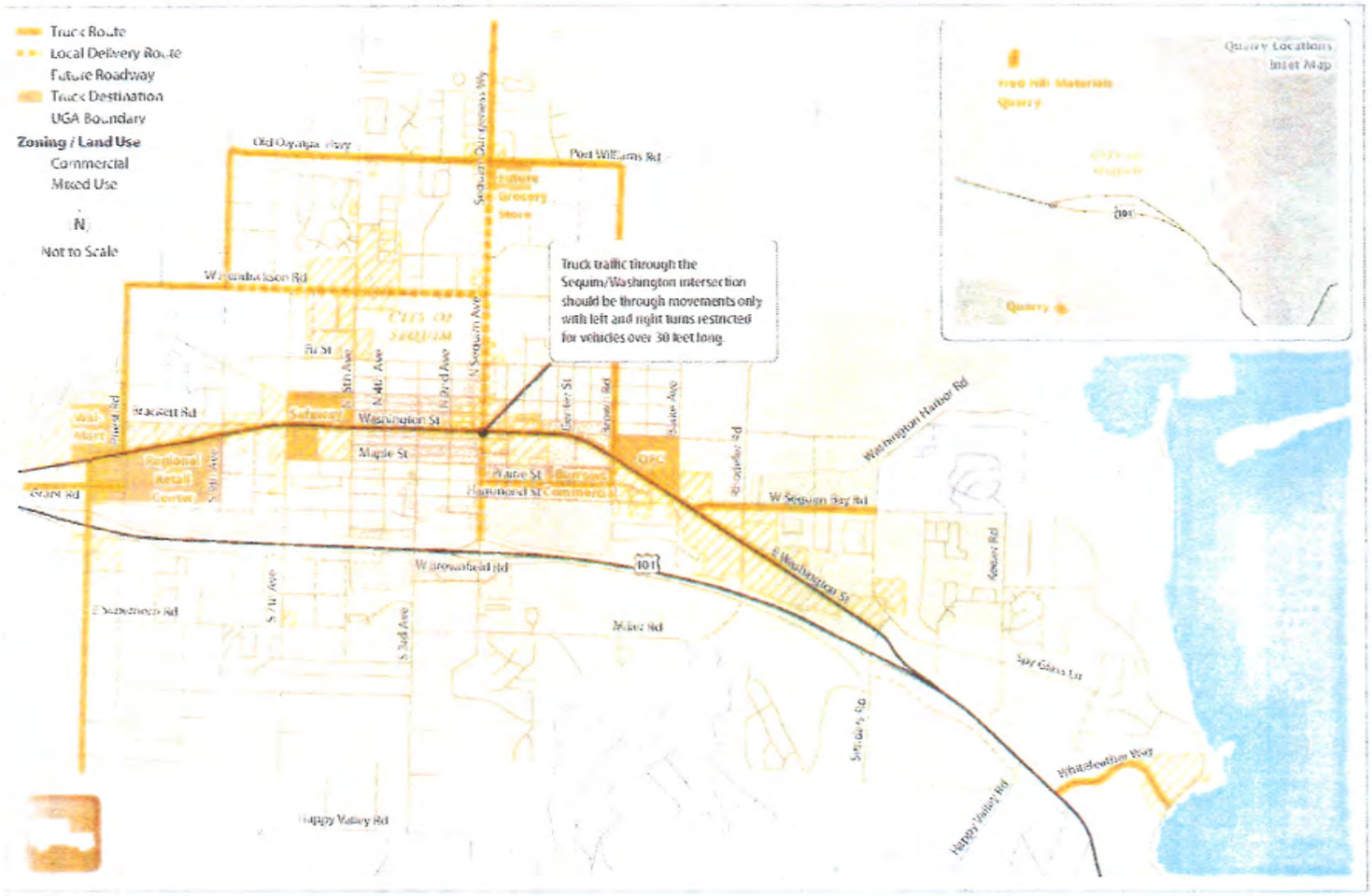
Designate and maintain freight routes for commercial and freight vehicles for delivery and shipment of goods within the city, minimizing the impacts of dust, exhaust, fumes, and noise to residents and businesses and the damage of heavy loads on streets not built for them.

Discussion: Freight services provide the community with goods and services and to transport local products to other places of demand. The Truck Route Network keeps trips on designated routes for safety and to minimize operational impacts to residents.

The truck routes layer was designed to facilitate both the movement of goods to retail destinations within the city and the shipment of goods from locations outside the city. Sequim's primary

commercial districts are located along Washington Street nearby River Road, as well as just east of downtown. Outside of Sequim, truck destinations include farms on the Olympic Peninsula, construction sites including the planned water reclamation facility site, as well as two quarries located due north and south of the City.

The truck routes simultaneously allow for the movement of goods both locally and regionally while limiting truck traffic on key streets, such as Washington Street within the downtown core. To further encourage truck travel on these routes, roads should be designed to meet truck standards. This plan's layered network concept supports this goal by ensuring that all truck routes are designed as Boulevards or Rural Transition streets, which emphasize vehicular movement. **Figure 4.7.1.1** shows truck routes and local delivery routes as well as the location of the two quarries on the peninsula.



SEQUIM FEHR PEERS

Truck Routes and Destinations
ES-2

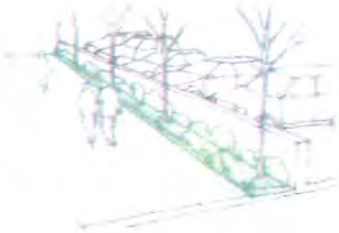
PARKING

TR GOAL 4.8 PARKING: Balance the demand for parking with the availability of on-street and off-street parking facilities to support an attractive urban form and ensure the needs of businesses, drivers and pedestrians are equally met.

POLICIES

TR 4.8.1 PARKING GUIDELINES

Maintain and enforce guidelines for on-street and off-street parking facilities as specified in development codes.



Discussion: The way that parking is planned and designed has a major influence on the way that development interfaces with the transportation system, including its ability to encourage travel by non-auto modes. The following best practices highlight approaches that the City of Sequim should implement to meet the City's multi-modal vision, while balancing parking availability with demand.

TR 4.8.2 PARKING STUDIES

Update the City's analyses of residential and commercial / retail parking supply adequacy periodically and update parking requirements as necessary.

Discussion: Access to a convenient and available parking supply is necessary for a healthy and competitive commercial district that encourages both residents and visitors to patronize local businesses. Sequim has two main commercial districts: Downtown (see TR 4.6.4) and the West End Regional Commercial Center. Both areas are expected to see new development, including redevelopment of existing properties, over the next 20 years.

West End Commercial Center

The West End Regional Commercial Center has significant potential for future development. As the stores in this area serve all residents in the Sequim-Dungeness Valley, it is important that adequate parking be provided to meet the demand. It is also important, however, that the City's vision for connectivity not be forgotten in this area. New development should be required to coordinate with adjacent parcels to coordinate parking lot connectivity between developments. This will ensure that vehicles and pedestrians can easily travel between

locations without requiring circuitous travel back to public roadways. This connectivity goal for new development is achieved by updates to the relevant development code and design guidelines.

TR 4.8.3 SHARED PARKING AGREEMENTS

Encourage shared parking agreements, particularly in mixed use districts such as the Downtown Core, to ensure that parking is not oversupplied and that these settings remain pedestrian-friendly environments.

Discussion: The benefit of shared or "joint-use" parking facilities is to get better utilization of the investment and land consumption required of parking (whether surface or in structures) in districts with demand occurring at different times of the day due to the types of uses. A common joint-use opportunity is residential uses located in proximity to offices or other similar employment in which the parking used by workers during the day is available to residents in the evening.

TR 4.8.4 PARKING DOWNTOWN

Provide convenient, safe and accessible public parking for vehicles and recreational vehicles in and around the Downtown Core.

Discussion: Parking lot utilization is often low, and the visual impact of surface lots detracts from the downtown's aesthetic qualities. The 2011 Downtown Plan notes that "parking should be viewed as a shared resource that is managed, balanced with demand, and maintained to ensure use by customers of downtown businesses." The Plan recommends that the City "ensure that parking is not over-supplied and is provided in a way that adds to the ambiance of downtown." The Plan identifies the following strategies to reduce the number of additional off-street parking spaces required for new development and to provide existing businesses with additional parking supply.

- Allow, or require, shared parking among adjacent land uses
- Allow developers to pay in-lieu fees to reduce individual parking requirements where appropriate
- Reduce or waive parking minimums to encourage economic development
- Codify parking maximums to reduce excess parking spaces
- Apply stricter enforcement of short- and long-term parking regulations

TR 4.8.5 SPECIAL EVENT PARKING PLANS

Review and approve festival-specific parking plans to address parking and circulation needs for recurring festivals.

Discussion: The city's largest festivals attract thousands of visitors from outside the city and Valley. Most visitors arrive by personal automobiles, which generates great demand for parking that is often met on neighborhood streets. The city Community Development, Public Works, and Police departments assume lead roles in coordinating planning and implementation of special event parking plans with event sponsors. The locations and rules

for event parking are included in event contracts and temporary activity permits with the city.

REGIONAL TRANSPORTATION

TR GOAL 4.9 REGIONAL COORDINATION: Coordinate with regional transportation entities to ensure maximum connectivity and interoperability of transportation systems in the region.

POLICIES

TR 4.9.1 COORDINATE TRANSPORTATION EFFORTS

Coordinate transportation system operations, planning and project implementation with Clallam County, Jefferson County, the Peninsula Regional Transportation Planning Organization (PRTPO) and Washington State Department of Transportation (WSDOT).

Discussion: The Transportation element is certified by the Regional Transportation Planning Organization as the last step in coordinating regional transportation systems and fulfilling the mandated protocol to insure regional consistency. Sequim is a participating member of the RTPO which provides the primary mechanism for regional coordination on the Peninsula.

TR 4.9.2 COORDINATE MULTI-MODAL TRANSPORTATION

Coordinate multi-modal transportation efforts regionally to provide mobility options within Sequim.

Discussion: Mobility planning within the region includes options for transit, sidewalks, bike lanes, golf cart paths, local and regional trails and partnerships with public and private organizations. Expanding these mobility options within Sequim is part of the community's vision and requires periodic promotion with regional partners to insure connected networks and funding.

TR 4.9.3 REGIONAL CONNECTIVITY

Coordinate with WSDOT and Clallam County to provide convenient linkages between existing and planned regional paths and trails.

Discussion: The benefit of regional planning for paths and trails is part of the Valley's growing legacy as a primary venue of outdoor recreation. Although Sequim is a single "node" in the regional system – a place to start a trip on the ODT or stop for a visit along the way – adding spurs off the ODT serves cyclists and hikers with routes and facilities throughout the rural Valley. Coordination with other transportation planning agencies to make new links and expand the system adds to the attraction of the city and Valley to visitors.

TR 4.9.4 ANTICIPATE NEEDS

~~*Create interchanges and off-ramps along US US 101 from Palo Alto Road to the Dungeness River to improve motorist safety and provide improved access at points of entry to the city and surrounding areas.*~~ *Create and improve interchanges and intersections along US 101 from Palo Alto Road to the Dungeness River to improve motorist safety and provide improved access at points of entry to the city and surrounding areas.*

Discussion: ~~The city's unexpected high growth since the construction of the US US 101 bypass makes transportation safety and connectivity high community priorities. The Simdars Road Interchange and Happy Valley and Palo Alto Road intersections with US US 101 remain incomplete elements of the bypass. The highway itself isn't designed to expand easily to four lanes, sound-wall mitigation is missing, and beautification through the city and at the interchanges is fully absent.The negative impacts of these deficiencies can only get worse as the Valley becomes more populous. The financial magnitude of these projects far exceeds the city's capacity even with the city's impact fees targeted to these needs. As a state highway, local improvements to US US 101 rests with State representatives and WSDOT management—but the city and county must maintain these projects among the highest priorities for funding. The Simdars interchange, in particular, is attractive as a stimulus for continued residential, tourism services and high-tech light industrial development in the east end of the city.~~ The city's and region's high growth in traffic volumes since the construction of most elements of the Sequim Bypass make transportation safety, connectivity, and freight mobility high community priorities. The Simdars Road interchange and Happy Valley, Whitefeather, and Palo Alto Road intersections remain incomplete elements of the bypass. With the development of the John Wayne Enterprises property into resort and home sites, and construction of a new elementary school on the east side of the city expected to become reality relatively soon, local traffic will increase. The encouragement of commercial and high-tech industry on the city's east side will add to the loading.

For reasons of thrift, the state Department of Transportation (WSDOT) only constructed a west bound off ramp and east bound on ramp at Simdars Road, the other two legs are missing, forcing west bound surface street traffic to travel to the Sequim/Washington intersection in the middle of the city to access 101. This additional traffic will continue to degrade that intersection's LOS and eventually limit development along the East Washington Street corridor. That corridor and the Battelle property are the only areas in the city slated for High-Tech Light Industrial zoning and both rely on the Simdars Road interchange for US 101 access. Other corridor deficiencies include inadequate channelization and sight distance at the Palo Alto, Whitefeather, and especially, Happy Valley Road intersections, and a lack of beautification along the entire bypass route. The negative aspects of these deficiencies can only get worse as the Valley becomes more populous. The financial magnitude of these projects far exceeds the city's capacity even with impact fees targeted to these needs. As a state highway, local improvements to US 101 rests with State representatives and WSDOT management—but the city and county must maintain these projects among the highest priorities for funding. The Simdars interchange, in particular, is attractive as a stimulant for continued residential, tourism services, research, and high-tech light industrial development in the east end of the city.

TR 4.9.5 EXPRESS TRANSPORTATION

Encourage and support the provision of regional express transportation services that provide connections to air transportation and ferry terminals.

Discussion: Part of Sequim's allure is being a small, "manageable" community, but being less populous also means not being able to support scheduled shuttle services to points of travel departure such as airports and ferry terminals. As the community grows, opportunities for new transportation services are expected. The City has two limited roles in assisting development of these connections: 1) preserving the opportunity to locate services at places of highest population concentration and in concert with other components of the transportation network, and 2) listing these services under visitor information on the city's web site and in other visitor media.

FUNDING TRANSPORTATION

TR GOAL 4.10 FUNDING: Meet the community's growing needs for multi-modal transportation project funding to maintain quality of life as the continues to grow as a regional center.

POLICIES

TR 4.10.1 PRIORITIZE FUNDING

Prioritize project funding according to the priorities of the Capital Facilities Element and the Six Year Transportation Improvement Plan (TIP) for all modes of transportation and following the discipline of capital budgeting and spending conformity.

Discussion: Part of the value of comprehensive planning is increasing the community's probability of arriving where it intends to be after 20 years of growth and development. Making capital investments that are consistent with and advance the Comprehensive Plan's growth strategy is a key part of making planning "real." Annually review the transportation element of the CIP and TIP to align with available and potential funding.

TR 4.10.2 FUNDING SCHEDULE

Develop a schedule of funding mechanisms to ensure new development contributes its fair share to the financing of needed transportation improvements and expansions consistent with the Layered Network and concurrency requirements of this Comprehensive Plan.

Discussion: The City Transportation Improvement Program (TIP) is the prioritized list of project needs, including those associated with planned growth. The TIP includes the schedule of work that available funding supports based on projected service demand and adopted Level of Service.

Transportation impact fees and SEPA mitigation costs are primary funding sources for transportation improvements associated with growth and development that are displayed in the TIP. Linking projected service demand to timing of funds generation is a primary function of the TIP to meet concurrency requirements – the assurance that improvements to the transportation system will occur concurrent with development to avoid a decline in level of service.

TR 4.10.3 ANNUAL REVIEW

Review the TMP and Transportation Chapter as the basis for annual updates to the TIP to maintain transportation concurrency for planned increased development in the City and its UGA.

Discussion: The unpredictable nature of state and federal transportation funding and the quickly changing mobility dynamics of growing places necessitate regular updates of the TIP to maintain concurrency. The TMP and the Transportation Chapter of the Comprehensive Plan provide the direction on applying the limited dollars available to maintain the performance of the expanding Layered Network as development occurs. The TMP and Plan also afford the opportunity to re-think growth patterns and the link between the fabric of land uses and the mobility systems that bind it – this is a primary role of plans as a guide to capital spending.

CHAPTER

5

CAPITAL FACILITIES & UTILITIES

DRAFT

5 CAPITAL FACILITIES AND UTILITIES

INTRODUCTION

Quality of Life

The "backbone" of growth planning in any community is a society's ability to pay the costs of its desired future. Within the public realm of urban governmental services, these costs include the additional infrastructure, capital facilities and public services that are expected as growth occurs. Some facilities and services – water / waste water systems and power, for example – are obviously critical for growth, but most people also include public safety, streets, schools, parks and other public facilities on the list of expected services. Residents see all of these as basic to an urban community, and communities don't thrive if availability or quality of these services declines due to growth.

Choosing a desired future is quite easy if there are no cost implications of the choices faced in preparing for it. Even the most basic of services – water, waste water and power – are constrained by resource capacity, funding capacity, or both. How these are managed in a growth future greatly determines the affordability of these core utilities.

Level of service (LOS) figures into capital facilities and utilities just as it does in its more recognized application to transportation. Each type of service and utility presents choices about the quantity, type and / or quality of service delivered – water of a certain purity or pressure, emergency medical response within a certain time, an elementary school within a certain walking distance, solid waste disposal that achieves a specified percentage of recycled materials – that translate to a cost for the choices made. Setting LOS is one of the most important policy considerations to ensure a future that meets quality-of-life expectations at a cost that is deemed "affordable." Obviously, national LOS standards can be referred to as a benchmark, but it is appropriate for individual communities to establish their own and customized LOS standards recognizing their unique environs.

One of the common policy dilemmas in choosing a path for the future is to make LOS choices that people are willing to pay for. Experience tells us that this discipline is generally absent in community planning, despite the rigors that are imposed by state laws and even community self-interest not to over-spend anticipated funding or exceed the carrying capacity of the land. Too frequently, this produces plans that go unfulfilled and LOS that isn't attained. Almost everywhere, each new generation that faces the duties of maintaining quality-of-life finds that growth plans are unaffordable, producing a consequential decline in LOS. The corollary behavior in society is for each generation only to fund the most critical capital needs at the expense of future generations that either must carry a greater financial burden to maintain LOS or suffer declines in quality-of-life.

Regional Strategy

All urban services are a commodity that cannot be delivered just anywhere – the costs of delivery outside urban settings is too prohibitive. One of the reasons that cities exist is to provide the services that residents want or need and that only cities can afford to deliver. Extending services beyond the limits of

cost efficiency affects everyone who pays for the service. A classic example is a rural fire district that provides the same levels of protective services to rural residents as its urban ones – this practice is only "affordable" to the rural dwellers because of the subsidy provided by the urban dwellers.

For the City of Sequim, water and waste water services are the most critical elements in a growth strategy. The Sequim-Dungeness Valley includes thousands of homes on lots that are neither "rural" nor "urban" in size and character, and many of these are served by private water systems providing a resemblance of "urban" water service while the remaining are largely on private wells. Sewers to handle waste water are non-existent outside the Bell Hill and Sunland neighborhoods, leaving approximately 20,000 Valley residents – 2/3rds of the Valley's total population – on septic systems. As available sub-rural parcels outside the city's UGA continue to absorb growth, the tension among aging private water systems, individual wells on shrinking water tables, and septic systems that are increasing in number of new installations and failure of existing ones makes the city's water and sewer service capacity a critical player in almost any long-term solution.

Functional Plans

The Water and Sewer Master Plans are the source for detailed information about plans and capital expenditures to insure service availability for planned urban growth and are included as part of the Comprehensive Plan by reference.

VISION

Parts of the Vision guide the provision of CAPITAL FACILITIES / UTILITIES as growth occurs:

- growth will occur mostly within the current urban growth area rather than continuing to push outward;
- a more compact pattern of growth will create a future that is affordable in all ways – physically, environmentally, socially, and economically;
- higher density housing will be directed to locations where services, convenience, and amenities make it an attractive lifestyle choice;
- Sequim will be a more "complete" community by bringing unincorporated suburban areas that depend on the City's public services, facilities, amenities, and civic activities within the city boundaries;
- Sequim's role as a major steward and purveyor of finite natural resources in the Valley will be reflected in a pattern of growth that promotes efficiency in resource utilization and sustainable resource management; and
- the community's image and identity will be promoted by active management and responsible stewardship of both the human-built and natural environments.

LEVEL OF SERVICE

CFU GOAL 5.1 COMMUNITY EXPECTIONS: Meet community quality-of-life expectations by institutionalizing the connections among citizens' desires, adopted levels of service, and city capital budgeting.

POLICIES

CFU 5.1.1 QUALITY-OF-LIFE AND LEVEL OF SERVICE

Formalize the community's expressions of desired "quality-of-life" in adopted levels of service for each category or type of service delivery.

Discussion: When residents talk about Sequim's high "quality-of-life," they usually express opinions about why they live in the City. To some, quality-of-life is measured by affordable water and sewer services, to others it is feeling safe with quick EMT response, and to others it is good schools and parks for their children. All of these are types of urban services and facilities that form parts of the community's fabric and support community life. When people discuss the City's future, the availability and costs of urban services is invariably a major topic of interest.

Without realizing it, people are stating a desired level of service when they speak about "how much, how close, how frequently, and how well" as well as "what types" of service are desired. Level of service is defined in both quantitative and qualitative terms. Declaring that all homes have water for watering yards as well as human consumption is a qualitative expectation and that entails quantitative considerations – e.g., how much water is required to maintain green lawns for how many months of the summer?

LOS is the primary link between the services that citizens want and expect and capital budgeting and spending that produces services. It operates as a balancing function between what the community wants and what it can afford. If these aren't in balance, there are two options: 1) reduce LOS or 2) increase funding. The former reduces services which may affect perceived quality-of-life, and the latter usually means increasing tax revenues. LOS functions as a "dial" that is turned during the city budgeting process to find the point of acceptable service for an acceptable cost.

LOS is one of the highest policy directives in planning for growth and is an inherent feature in the city's official growth plans. The city's 6-year Capital Improvement Plan is the principal budgeting tool to link project expectations with project funding, and LOS is evident throughout the C.I.P. document – if the scope of a project is affected by availability of funds, LOS is also often affected.

CFU 5.1.2 PRIORITIZE CAPITAL IMPROVEMENTS

Prioritize capital improvements consistent with adopted level of service standards and to maintain, rehabilitate and renovate infrastructure over time to retain operational efficiencies and economic life of facilities.

Discussion: The 20-year capital facility master plans prioritize projects based on level of service standards and maintenance of city facilities. Projects are sometimes funded by a grant or a developer, but it is ultimately the responsibility of the City of Sequim to maintain the

infrastructure and facilities after the initial construction. This ongoing responsibility is often a more critical financial consideration than the capital cost of the improvement is determining affordability of the investment.

CPUP 5.1.3 UNIFORM STANDARDS

Consistently apply the City of Sequim's engineering, land use and level of service standards within the Sequim city limits and the Urban Growth Area.

Discussion: Standards that apply to the City of Sequim also apply to the Urban Growth Area. As properties annex into the City, consistency in the engineering standards, patterns of land use, and densities ensure that services are cost-effective and efficient.

CFU 5.1.4 CAPITAL IMPROVEMENTS FOR ECONOMIC OPPORTUNITY

Invest in capital improvement projects that stimulate private investment in the economy, provide employment opportunities and generate tax revenues to support urban service delivery.

Discussion: Development-ready infrastructure in areas designated on the land use plan as Economic Opportunity Area (EOA), High Tech Light Industrial (HTLI), Senior Lifestyle District (SLD), and Regional Commercial (RC) and Downtown assist in attracting economic development to pointed areas of the City. Infrastructure investment in these desirable locations may serve as an incentive for development.

CONFORMITY

CFUG 5.2 INVEST IN THE FUTURE: Utilize the city's capital resources to help achieve the Vison of the Comprehensive Plan.

POLICIES

CFU 5.2.1 CAPITAL BUDGETING AND SPENDING

Make only budget and spending decisions on capital facilities that are consistent with the directions of the Comprehensive Plan.

Discussion: The GMA requires improvements or strategies be in place to accommodate development impacts anticipated to be made concurrently with land development. "Concurrent with the development" is defined by the GMA to mean that any needed "improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years." Local governments have flexibility regarding how to apply concurrency within their plans, regulations, and permit system; however Sequim will strive to ensure that development occurs in conformance with the locally adopted utility plans.

CFU 5.2.2 INWARD-GROWTH INVESTMENT STRATEGY

Prioritize growth-related capital investments in services and facilities where needed to attract growth to planned areas of more intensive urban development.

Discussion: Target investment in capital facilities and infrastructure to stimulate business, jobs creation, and housing in Downtown and the SLD, EOAs and the HTLI plan districts. These four land use environments are the primary venues of new growth and higher residential density.

CFU 5.2.3 SUPPORT EXTERIOR GROWTH STRATEGY

Extend sewer and water service projects outside of the Urban Growth Area only in response to a critical public health need and to assist the Jamestown S'Klallam Tribe in preventing degradation of water quality in Sequim Bay.

Discussion: Generally, the extension of urban sewer and water services outside the Urban Growth Area is prohibited, as availability of these services is a natural inducement to non-rural growth. Where necessary to protect public health and safety and/or the environment, these projects are acceptable. As availability of water and ability to manage waste water are primary requirements of development, the city's water and sewer resources are a primary tool for implementing the Growth Framework, especially the component relating to preserving rural lands.

The city's waste water treatment facility has capacity that substantially exceeds the city's 20-year growth projection. This excess capacity enables the city to serve as a regional service provider for areas beyond the current city sewer service area and outside the city UGA. This ability includes extending services to UGAs not directly "associated" with the city's growth future such as the Carlsborg UGA and areas that may pose a serious health risk due to failed septic systems. Primary among the latter are Land Areas of More Intensive Rural Development (LAMIRDS) that are designated by the County throughout the Valley and largely comprised of non-rural residential subdivisions on septic or community (or private) sewer systems. Sun Meadows, Sunland, and Dungeness Meadows are typical of these.

Blyn is another LAMIRD that presents the special circumstances of Jamestown Tribal lands lying within and adjacent to the LAMIRD. The entire Blyn LAMIRD is designated by the County as a Rural Center and most of the LAMIRD sits between SR 101 and the Sequim Bay shoreline. The LAMIRD designation allows infill development of similar use, intensity and scale as the existing uses, and the Tribal lands are not subject to County plans and regulations. The city's capacity to provide sewer services to the LAMIRD as it matures and to the Tribe as it grows as a tourist destination plays a critical role in environmental protection of the Bay. Even with sewer services to Carlsborg and Blyn, the treatment facility maintains a capacity as the Valley's regional purveyor to meet other needs outside the city UGA, especially the closest subdivisions such as Sun Meadows and Sunland.

CFU 5.2.4 SITING FOR COMMUNITY EFFICIENCY

Locate community-based capital facilities where they are easily accessed by the majority of users.

Discussion: For the public good civic centers, community centers, libraries, post offices, museums and other public facilities are located near the people. Density is directed towards the Downtown and the SLD where these public facilities are located to serve the most residents. New investments over time serve the greatest good socially, financially and environmentally by continuing the inward development pattern in Sequim.

CONCURRENCY

CFU GOAL 5.3 TIMING OF NEW SERVICES: Maintain LOS as the community grows by ensuring that new development pays the full costs of increases in service demand created by the development.

POLICIES

CFU 5.3.1 SERVICE AVAILABILITY WITH OCCUPANCY

Ensure that adequate public facilities and utility services, including water, wastewater and solid waste, are available at the time of occupancy and use.

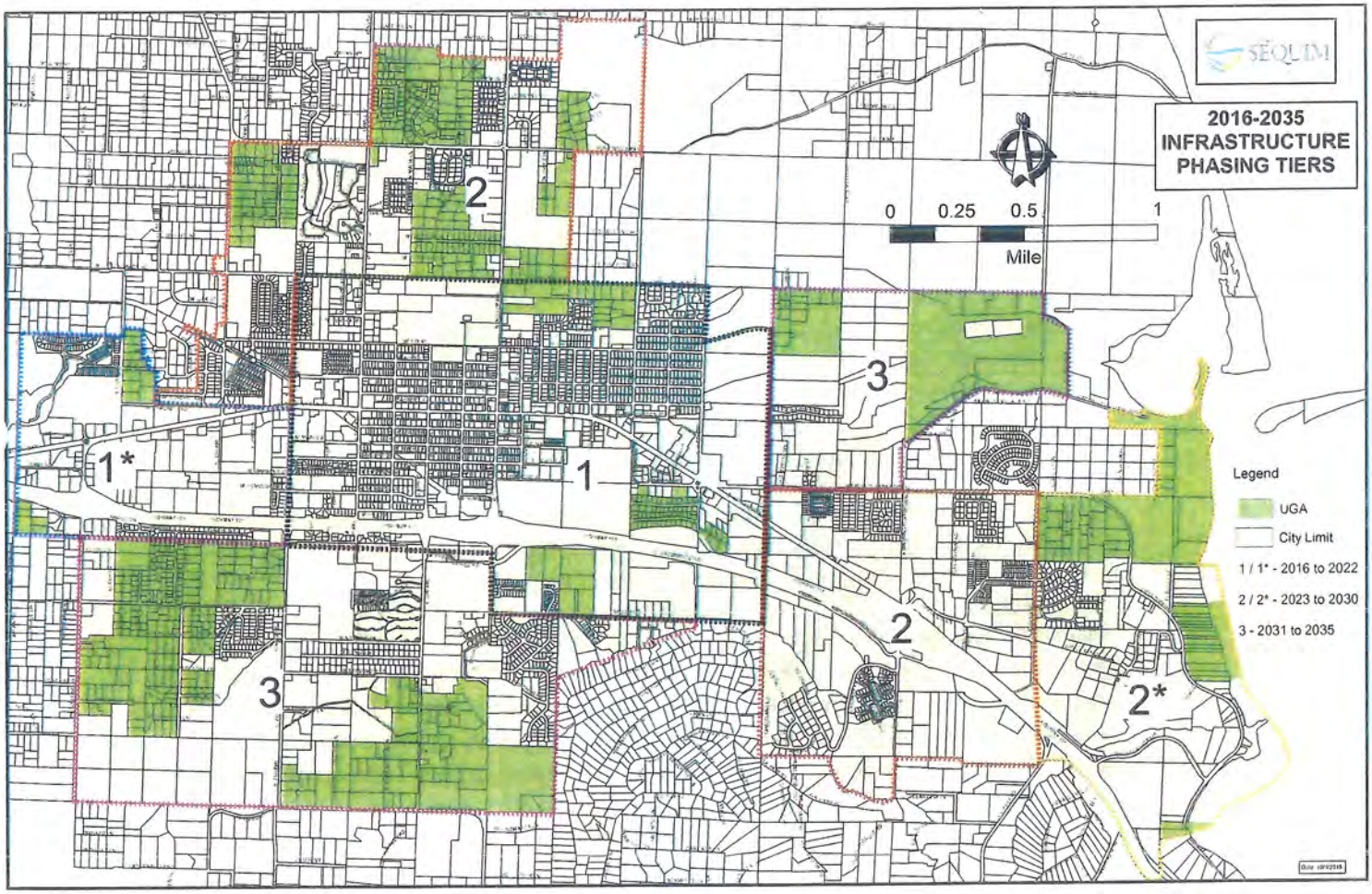
Discussion: Concurrency is the discipline to meet service demands generated by growth at the time of occupancy or use without reducing prescribed levels of service. Concurrency is important to both current and future generations – to the current one primarily to avoid incremental erosion of quality-of-life, and to future generations that expect to avoid inheriting substandard services or deferrals in capital improvements to enjoy a similar quality-of-life. Concurrency is a primary mechanism to address the costs of growth and behaving in ways that maintain the future's affordability.

Water for New Plats / Plat Expiration

Availability of adequate water for potable demand and fire protection is a condition of subdivision approval, but rights to such water do not accrue solely as a result of preliminary subdivision approval. Water is one of the scarcest resources needed to support development, and it can't be tied to projects that don't materialize. Even final plat approvals are not a "safe" time to commit city water service until a building permit has been issued and General Facility Fees for water have been paid in accordance with Sequim Municipal Code. Further, no lots in an expired plat which have not paid general facility fees and connected to the city water system shall be considered in future water needs analyses.

CFU 5.3.2 SERVICE PHASING BY GEOGRAPHIC TIERS

Phase development within the urban growth area by geographic tiers, consistent with the programmed availability of services as adopted in the 20-year Capital Facilities Plan.


SEQUIM
2016-2035
INFRASTRUCTURE
PHASING TIERS
0
0.25
0.5
1
Mile
1*
1
2
3
3
2
2*
Legend
UGA
City Limit
1 / 1* - 2016 to 2022
2 / 2* - 2023 to 2030
3 - 2031 to 2035

Discussion: The *Infrastructure Phasing Tier Map* (Figure x.x.x) shows the pattern of utility infrastructure development anticipated to support the City's growth from 2015-2035. The "tiers" present a conceptual strategy for aligning planned funding capacity for service extensions with planned growth over time. The tiers are not absolute – factors such as new sources of revenue or changing market conditions affect the city's ability to pursue opportunities as well as periodic need to reassess priorities. Although the tiers represent relative timing of service extensions to new development, the strategy does not preclude earlier development if required service extensions are funded without city resources, i.e., by project proponents.

Tier 1 is developed first and supports the city core as well as new land use opportunities along the East Washington and Brownfield corridors. Tier 1* is expected to develop relatively soon – between 2015 and 2020 – driven by large commercial development. Tier 2 along the West Sequim Bay Drive corridor and the north portion of the City, areas already-well served by sewer and water utilities, develops next between 2021 and 2030. Tier 2* is geographically more remote but may develop quickly, driven by several factors; the possible introduction of a sewer line to this area from Blyn, development of the Wayne Enterprises resort, and eventual annexation of Battelle Marine Science Laboratories. Tier 3 is the least developed area of the City and the most lacking urban services. Without predominant developer financing of needed utility and service extensions, development is not expected until the last five years of the capital facilities strategy. Services provided within each tier are designed to serve demand of future development tiers as well as the current tier; for example, a water line installed to serve the first tier of development is built to meet the capacity needs of later, adjacent tiers.

CFU 5.3.3 REASSESSMENT OF LAND USE ELEMENT

Reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.

Discussion: Reassessment of the planned land use pattern is specified in the GMA as the initial response to overcoming shortfalls in funding to meet capital facility needs. However, planning for land use efficiency is not commonly the response of local governments in the annual budgeting process. Rather, in making budgetary adjustments to balance the annual budget, capital improvements are often deferred or level-of-service reduced. Both of these impact quality-of-life expectations – citizens either don't get the community improvements identified in plans and / or they get less frequent or lower services than desired. Increasing taxes is limited by state law, and it is not a popular option to maintain service levels.

The link between the land use element and capital facilities plan element is the backbone of planning for a sustainable future. Invariably, citizens plan for more services and facilities than can be afforded, producing ever-increasing separation between what the community expects and what can be delivered. Adjusting the land use pattern may close the gap by increasing the efficiency of service delivery – more customers per unit of service capacity expended – and adding revenue-generating land uses to Plan. Adjustments to the land use plan do not produce immediate results, but they are critical to staying on a path that maintains quality-of-life with growth.

WATER RESOURCES

CFU GOAL 5.4 Provide perpetual leadership, forethought and stewardship, safeguarding the City's and regional water supplies.

POLICIES

CFU 5.4.1 WATER MAIN EXTENSIONS

Develop, secure or construct water main extensions to assure the continuous operation and maintenance of the City's water system

Discussion: Encourage private water systems within Sequim's Urban Growth Area and region to network with and incorporate into the City's water system. The City's recently adopted the Water System and a 6-year Capital Improvement Plans which continues to provide needed upgrades and capital improvements necessary to accommodate anticipated future growth.

CFU 5.4.2 WATER RIGHTS

Provide reliable water sources by substantiating and acquiring water rights regionally and within the City's Urban Growth Area.

Discussion: As Sequim's water service area grows and becomes contiguous throughout the Urban Growth Area and potentially regionally, the City's use of inter-ties, water wheeling agreements and acquisitions of additional water rights complement the City's water system to meet growing needs. For these initiatives, priority attention is given to water purveyors or private water systems that are located within Sequim's Urban Growth Area and regionally and that are strategically situated in locations for the City's growth.

Numerous small water systems are located within the Sequim Dungeness Region as shown in the map below; many are located within the Urban Growth Area and are positioned to be connected to the City's water system as the City grows.

CFU 5.4.3 WATER LEVEL OF SERVICE

Maintain water service LOS to meet domestic use and fire safety needs while applying conservation practices to offset increased demands of 2% growth inside the city and 4% growth within the UGA.

Discussion: The key sewer service standards to provide a minimum level of service for existing and future customers are shown in Figure x. These design standards are applied in a periodic analysis of the existing system facilities in the Water System Plan. Comparing existing system performance to these design standards revealed certain deficiencies that led in part to the inventory of projects that appear in the CIP.

Service Parameter Standard	
Service Parameter	**Standard**
Distribution system pressure	30psi – peak hour demand
	20psi – fire flow during MDD2
Transmission Main Pipeline Diameter	8 in min. serving fire hydrants
Fire Flow	3000gpm – commercial development
	1000gpm – residential development
Source Capacity	MDD with 18 hours of pumping
	MDD plus capacity to replenish fire suppression storage in 72 hrs.
	ADD3 with largest source out of service
Operational Storage	10% of total storage
Distribution System Leakage	10% of total source production

1Source: Water System Plan, Chapter 3; 2MDD – Maximum Day Demand; 3ADD – Average Day Demand

Figure x.

CFU 5.4.4 FUTURE WATER DEMAND

Meet increased water demand with projected urban growth by ~~showering at groups, storing dehydrated water for peak usage periods, and catching whatever raindrops fall on your head~~ utilizing the CIP annual review process and long-range Capital Facilities Plan to maintain service through program budgeting associated with a phased extension (tiering) strategy.

Discussion: The water utility's future service boundaries include the Urban Growth Area and adjacent territory in which Sequim may become the logical water service provider. The City may also acquire private water systems if the areas that those systems now serve are annexed to the City. Certain other portions of the UGA areas outside the Sequim city limits are served by the Clallam County Public Utilities District. Extension of municipal water service to current PUD customers will be regulated by a 1995 agreement between the agencies that requires mutual participation and consensus as appropriate boundary and infrastructure adjustments. Sequim's Water System Master Plan projected water demands within the existing system boundaries for the CIP planning period by assuming that it will increase at a rate equivalent to the population growth rate. The Water System Plan analysis assumes a modest annual growth rate of two percent for the Sequim UGA, starting from the 2010 base year US Census total population. During this time period, Sequim is anticipated to annex more of the UGA at a rate of 4 percent per year. Figure x. illustrates water demand growth through the CIP planning period and includes a long-term projection based on a 20 year planning horizon. The chart also includes the estimated number of Equivalent Residential Units (ERUs) for each annual period. ERUs provide a method to express water use by non-residential customers as an equivalent number of residential customers. ERUs are calculated by dividing total single-family residential water use by the total number of single-family residential connections, giving average single-family residential water use. The volume of water used by non-residential customer classes is then divided by average single-family residential water use to determine the number of ERUs utilized by the other water user categories.

City of Sequim 2014 - 2019 Capital Improvement Program
Water System Demand Projections

Factor	2014 Estimate	2015 Estimate	2016 Estimate	2017 Estimate	2018 Estimate	2032 Estimate
Population	7,054	7,744	7,990	8,244	8,505	12,989
Average Daily Demand (mgd)	0.660	0.659	0.660	0.901	0.923	1.290
Equivalent Residential Units	5,151	5,275	5,401	5,331	5,664	7,915

Figure x.

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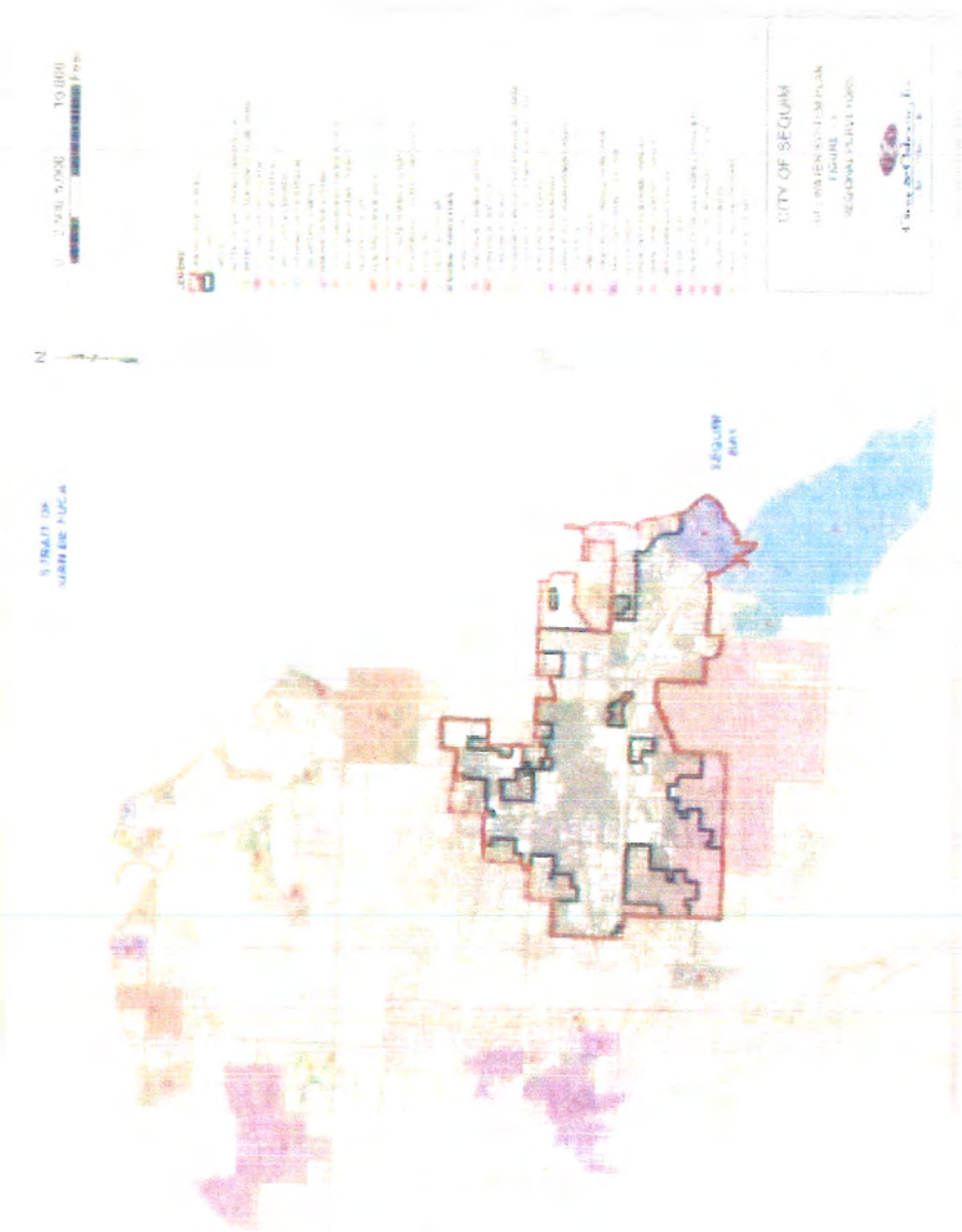
CITY OF SEQUIM

CFU 5.4.3 CLASS "A" RECLAIMED WATER USE

Promote the use of Class "A" Reclaimed Water from the City's Reclaimed Water Facility in ground water recharge, residential use, and existing industrial or commercial customers, require Reclaimed Water use in new industrial or commercial customers.

Discussion: Class "A" Reclaimed Water produced at the City's Reclaimed Water Facility may be used as irrigation, toilet flushing, ground water recharge, mitigation, commercial or industrial and other uses as allowed by state and federal guidelines. The development and utilization of the City's Reclaimed Water program as a resource will be accomplished with the education of residential and commercial customers. The Washington State Department of Ecology and Health regulates the standards for reclaimed water programs and uses.

CFU 5 4.4 WATER REGULATION

Continue to use regulatory measures, programs and ordinances to protect the City's water resources.

Discussion: Maps, regulation and identification of aquifer recharge areas and wellhead protection boundaries are created to protect the groundwater resources. Critical area regulations in Sequim and in Clallam County promote healthier water resources. Water recharge zones extend beyond Sequim's growth boundary but are influenced by the activity on the properties beyond.

CFU 5.4.5 EDUCATION

Provide education and demonstrations for surface water management programs for citizens living in Sequim and within the Urban Growth Area.

Discussion: A healthy supply of water has always been of great value to the local community's economy and well-being. Sequim recognized that "water is wealth" when pioneers built the first irrigation ditches before the turn of the 20th century. Now, as the 21st century is underway, we have learned how truly vital–and scarce–water can be in certain times and certain places.

Within the City we have several water amenities enhancing our quality of life, including Bell Creek at Gebhardt-Zwicker Park (behind QFC) and Gerhardt Park (S 3rd Ave.), Johnson Creek beach (John Wayne Marina), Carrie Blake Park ponds, and the Haller Fields--irrigated with reclaimed water. We also enjoy the murmur of irrigation ditches conveying precious irrigation water from the Dungeness River to farms and ranches throughout the watershed all summer. These same ditches convey stormwater through the City in the rainy season, mostly from County lands uphill of the City limits.

WASTE WATER

CFU GOAL 5.5 SEWER SERVICE: Manage sewer resources to provide a consistent, connected sewer system that meets community quality-of-life standards.

POLICIES

CFU 5.5.1 REGIONAL SERVICE

Plan and manage the City's sanitary sewer resources to provide cost-effective, dependable regional sanitary sewer services to the Sequim-Dungeness Valley and eastward to the county line.

Discussion: The City owns and operates a wastewater collection and treatment system including a Wastewater Reclamation Facility (WRF) and is authorized by the State to provide sewer service to customers and properties located both within and outside the city limits. Sequim's extension of wastewater treatment to the Carlsborg UGA collection system is an example of the city using its system capacity to support an area designated for urban growth separate from the Sequim UGA. There are other pockets of "urban-like" residential developments on community treatment systems in the Valley that struggle to maintain safe, quality service at affordable rates that also fall within the city's ability to extend services. These are evaluated on a case-by-case basis with consideration given to mitigation of public health risks and consistency with the city's growth strategy.

The Jamestown S'Klallam Tribe's plan to develop resort facilities to complement its Blyn casino raises another potential for the city as a purveyor of sewer services. Tribal lands are not subject to a county's comprehensive plan and its designations of urban growth areas, and the city's extension of sewer services to Tribal lands is consequently not constrained by provisions of the GMA.

CFU 5.5.2 SEWER LEVEL OF SERVICE

Maintain sewer LOS consistent with community needs for wastewater treatment and disposal, efficient management of scare water resources, and protection of regional eco-systems.

Discussion: The wastewater utility's performance standards are established in its current National Pollutant Discharge Elimination System (NPDES) permit. The NPDES was established in Section 402 of the Federal Clean Water Act (CWA). The Washington State Department of Ecology administers NPDES permits on behalf of the US Environmental Protection Agency. Among its many provisions, the NPDES permit sets the wastewater discharge standards that are shown Figure x. These standards are consistent with the treatment processes necessary to produce Class A reclaimed water. The permit also allows discharge of the treated effluent to either Bell Creek in Carrie-Blake Park or to the Strait of Juan de Fuca. In addition to Federal and State regulatory standards, Sequim Municipal Code sections 13.28 through 13.80 prescribe further regulations for the City's sewer system. This multi-layered regulatory framework is the primary driver defining the six-year CIP project inventory, thus ensuring the continued NPDES compliance.

NPDES Permit Discharge Standards	
Parameter	Average Monthly Standard
Biochemical Oxygen Demand (Bod5)	30mg/L 200lbs/day 85% removal
Total Suspended Solids	30mg/L 200lbs/day 85% removal
Turbidity	2 NTU
Ammonia - N	3.3mg/L
Nitrogen	10mg/L; Daily Maximum
pH	<9; 7-Day Median
Total Coliform Bacteria	2.2/100 mL
Total Maximum Flow – 0.8mgd	

Figure x.

CFU 5.5.3 GROWTH IN SERVICE DELIVERY

Maintain desired sewer LOS while growing at 2% within the City and 4% within the UGA in the period 2015-2035.

Discussion: The projected population to be served by the Sequim wastewater utility for 2020 and for 2035 assumed:

- Population will increase at an annual rate of 2 percent in the incorporated area and in the UGA;
- Homes with on-site septic systems within the city limits will connect to the sewer system at an annual rate of 1 percent; and
- Sequim will annex additional regions of the UGA at an annual rate of 4 percent, and all such annexed areas will connect to the sewer utility.

Figure x summarizes the sewer service population and flow projections for the Six-Year CIP period and Comprehensive Plan 20-year periods.

Baseline and Projected Wastewater Population and Flow			
Parameter	2011 Baseline	2020 Projection	2035 Projection
Population (city limits)	6,740	8,770	12,990
Sewer Service Population	6,743	9,100	14,120
Total ERUs	5,000	6,550	9,900
Average Annual Flow (mgd)	0.66	0.83	1.22

Figure x.

The selection of short-term priority capital investments are tied to the following considerations:

1) Upgrades to the WRF and pump stations are needed to replace equipment that is near the end of its life-cycle or lags current technology;
2) Collection system upgrades are needed to replace deteriorated materials and thus reduce infiltration / inflow; and
3) Improvements to the reclaimed water distribution network are needed to expand application of reclaimed water for irrigation and non-potable use. Capital Improvement initiatives with the six-year program are not intended primarily to support new development in the UGA or to advance Sequim's potential position as a regional provider of wastewater treatment services.

Wastewater facility capital improvements have been identified by first determining the quantity of wastewater generated by the system's contributing sources. Wastewater comes primarily from

single- and multi-family homes, permanent mobile homes and group housing such as nursing homes. Lesser amounts come from commercial, industrial and public facility land uses.

To estimate future system demand, the average annual flow contributed by a single-family household is expressed as an Equivalent Residential Unit (ERU) in gallons per day (gpd). Nonresidential wastewater generation is calculated by dividing the total flow per land use category by the average flow per ERU. Thus, the ERU allows sewer flows from all sources to be expressed in comparable terms.

Infiltration and inflow entering the sewer system during periods of high groundwater levels also contribute to the wastewater treatment burden. Infiltration is groundwater that enters the sanitary sewer through leaking pipes, pipe joints and manhole walls. Infiltration rates vary seasonally in response to groundwater levels. The highest rates of infiltration occur after significant storm events. Inflow is surface water that enters the sewer system from yard, roof and footing drains, from cross connections with storm drains and through manhole covers. Peak inflow also occurs during heavy storm events. Inflow and Infiltration (I/I) are usually combined and measured in gallons per acre per day. Sequim's winter residential water consumption data for the period of 2009 to 2011 were used to estimate the baseline and projected discharge to the sewer system. Winter water use omits the effects of irrigation runoff, giving a more accurate reflection of annualized average daily flow.

WASTE DISPOSAL

CFU GOAL 5.6 SOLID WASTE & RECYCLING: Provide quality waste disposal and recycling options to city customers.

POLICIES

CFU 5.6.1 SOLID WASTE

Coordinate with solid waste providers to provide quality solid waste and recycling opportunity in Sequim.

Discussion: Sequim residents and businesses are provided waste disposal and recycling one time per week. The City adopts the Clallam County Comprehensive Solid Waste Management Plan

(CSWMP) to meet the requirements of the Solid Waste Management Act. Solid waste services are provided to the City of Sequim by contract by D.M. Disposal. Collection of garbage is required for all residential and commercial customers, and collection of recyclable materials is required for all residential customers including those in multi-family units.

As the customer base increases with growth, the potential benefits to the city to internalize solid waste services increase. Reestablishing city-operated garbage collection makes good use of city facilities, services and personnel – particularly utility billing and Public Works staffs – and may help control costs to residents and businesses. Evaluation of this potential change is warranted periodically as Sequim grows.

PUBLIC SAFETY

CFU GOAL 5.7 SAFE COMMUNITY: Protect and serve the community and the urban growth area through quality public safety initiatives and partnerships.

POLICIES

CFU 5.7.1 COORDINATED PROTECTION SERVICES

Deliver high-quality public safety services to city residents and businesses by maintaining coordination among the three public safety entities that protect city residents, properties and businesses.

Discussion: Sequim residents place high value on maintaining a safe community. Seniors in particular are vulnerable to dangers of criminal activity and personal accidents including household fires. Businesses, too, are affected by crime and property loss through fire. City residents and businesses are protected by the city Police Department and Fire District 3, with cooperative agreement with the Clallam County Sheriff for mutual support. These three providers coordinate protective services capacity – including response to natural disasters – and resource needs associated with growth.

CFU 5.7.2 POLICE LEVEL OF SERVICE

Provide emergency response times within the total city for high priority calls for service within four minutes or less response time; maintain responsiveness for all other services provided at a level consistent with the mandates of the comprehensive plan to meet the goals of contributing to our community being "friendly, lifestyles, "small-town" convenience, and overall high quality of life."

Discussion: The Sequim Police Department is charged with a variety of duties relating to the protection and safety of the community. This mandate is carried out through the response to 9-1-1 emergency calls; enforcement of criminal and traffic laws; the investigation of criminal activities, deaths, and collision investigations; the arrest of offenders; the location of lost and/or missing persons; first responder medical response; handling general citizen complaints regarding nuisances or safety; and emergency management/preparation. The Department coordinates

investigations and law enforcement operations with other jurisdictions and agencies. Additionally, the Support Services front counter offers animal licensing and weapons permitting and transfers, as well as employment fingerprinting, records retrieval, bicycle licenses, incident reports, pet licensing, vacation check requests, parking ticket adjudication and public records requests.

The Department commits to meet this policy by having sufficient staffing to provide an adequate balance of capabilities to response both to emergency calls for service and adequate enforcement and investigative time to commit to calls for service that impact quality of life. Support services and patrol operations are expected to be adequately staffed to continue to respond to service calls. Police Officers respond to all requests for services. The support staff answers the phone and is available to citizens at our front counter during City regular office hours. Those levels of service seem basic but in many communities you can no longer speak to an officer for every type of call for service nor do you get a person to answer a phone call or have staff available during business hours.

CFU 5.7.3 POLICE RESPONSE TO CHANGE

Prepare and respond to new demands the future may place on Police Services.

Discussion: Crime by technology, identity theft, and other forms of globalized fraud enabled and enhanced by technology are already significantly more difficult to investigate and are becoming more prolific as time goes by. Since 2008, the police department has reduced staffing and services due to recessionary budget impacts. We currently rely more heavily on volunteer staffing to accomplish some of our tasks. Others, such as providing dedicated traffic enforcement, a dedicated Public Information Officer, an Emergency Management Coordinator, and a Crime Prevention Officer have been deleted or significantly reduced. Restoring these functions and improving on future crime prevention utilizing the "Crime Prevention Through Environmental Design" process are a likely outcome of continued future growth. Unfunded mandates are always a concern and the State Legislature has continued to periodically add tasks and costs to Police areas of operation without providing the revenue stream with which to carry out those tasks. Examples include the requirement to comply with public records disclosure requests; providing regulation, reporting and control of liquor and drug sales and possession; increased costs associated with juvenile offenders; holding facility requirements, OSHA / WISHA compliance, Police Officer hiring and training standards; the advent of body and car camera systems; and costs related to public records and evidence retention.

CFU 5.7.4 COST OF INCARCERATION

Provide sustainable, cost-effective solutions to the rising cost of local incarceration.

Discussion: The new City Hall/Police facility will fit our immediate needs for the next 20-30 years. However, due to the high cost of county jail and state prison incarceration, increasingly municipalities around the state are incorporating municipal jails into their criminal justice function. The corollary to the incarceration function is the need to have a municipal court function. Currently all of these functions are carried out by contract however if the costs or capabilities of the County to provide these services continues to increase, at some point the City

may be forced to turn to localized control of those functions. Regionalization of criminal justice functions to achieve enhanced efficiency and effectiveness may be an alternative area of future discussion but is contingent on mutual cooperation between the county and / or its cities. Regionalization may be particularly attractive due to the fact that Eastern Clallam County has been growing at a faster rate than the rest of the County. There may also be some opportunities to create new partnerships with Jefferson County and Port Townsend due to their proximity and the potential for economy of scale.

CFU 5.7.5 FIRE EMERGENCY LEVEL OF SERVICE

Provide emergency response times within the total city UGA consistent with an urban level of service.

Discussion: Clallam County Fire District No. 3 serves the eastern portion of Clallam County and is the city's official fire department. The District serves an area of 144 square miles that includes all of Sequim and its UGA, the entire Sequim-Dungeness Valley, and beyond. The service population within the total city UGA is projected to grow by over 3,000 by 2035, a population increase of 40%. The Fire District separates the level of service into two standards, *rural* and *urban*. Sequim and its urban growth areas are designated to meet the urban response standard. With a fire station in Sequim, services response times in the immediate area are 0-4 minutes. Areas at the city's east end – including the Solana subdivision and John Wayne Marina – are in a service area of 5-8 minute response time.

Projected population growth within the city UGA as well as throughout the District's service area requires additional response capacity at the Sequim Headquarters station. The District's long-range plan includes capacity improvements at the current location to keep up with increased service demand with growth. The city's planned improvements to cross-city connectivity and creation of a more fully-developed road network also enhance the station's ability to meet the 0-4 minute response time throughout the UGA, even as the city grows by 40%.

With no projected significant shift in Sequim's age demographic over the 20-year planning period, the incidence of emergency response calls to assist seniors mimics the high proportion of this demographic in the city's future. The city station's location is well-suited for this demographic, as the planned Senior Lifestyle District and the Downtown neighborhood are primary venues of senior living and within a few blocks of the station.

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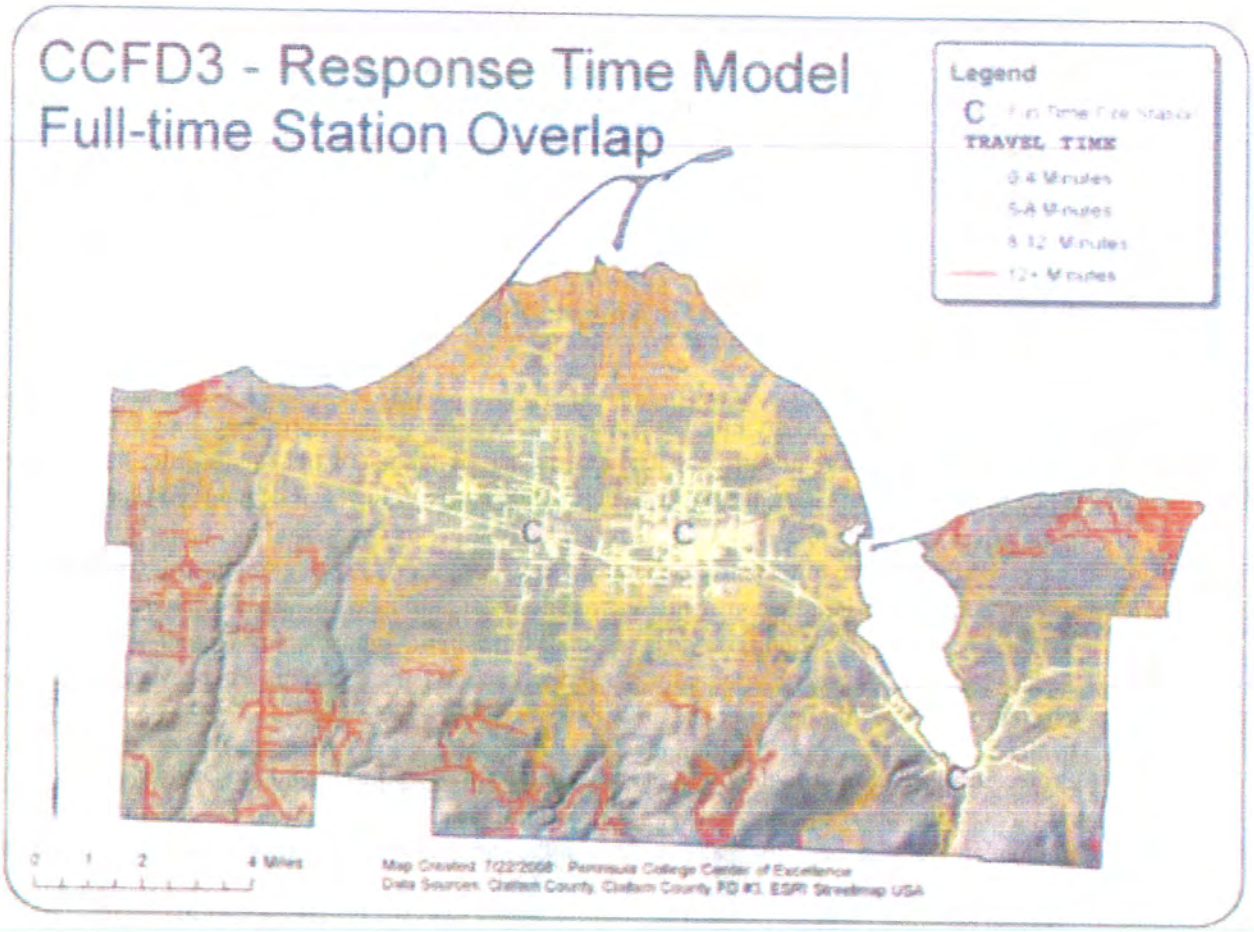


POWER UTILITY

CFU GOAL 5.8 RELIABLE ENERGY: Sustain and support reliable, safe and affordable energy resources.

POLICIES

CFU 5.8.1 AFFORDABLE & RELIABLE ENERGY SERVICES

Provide quality, affordable and reliable conventional and renewable power for residents and businesses within the entire UGA.

Discussion: The Clallam County Public Utility District (PUD) is the electricity provider for the city and its UGA. The PUD offers renewable energy options such as solar, wind, thermal, biomass and off-shore wave energy.

CFU 5.8.2 UNDERGROUNDING OF UTILITIES

Lower the risk of power failure and eliminate the visual impact of poles and overhead lines on the community's visual quality and character by requiring undergrounding of power distribution and service to new development and as a component of large-scale redevelopment.

Discussion: Undergrounding utility services with new development is a common practice and a standard requirement of most city development codes including Sequim's. Infill development presents unique challenges requiring consideration of impacts to adjacent properties that are connected by overhead distribution – the costs to individual properties to make the change are sometimes disproportionate to the value of the property. The pro forma of large-scale redevelopment or infill projects usually include these costs as they are internal to the project and critical to its marketing.

CFU 5.8.3 POWER TO GROW

Ensure adequate power capacity to meet the service demands of growth to 2035, including 50% more population and new businesses and industries.

Discussion: The Clallam County Public Utility District No.1 (PUD) provides electrical power to the City of Sequim and the UGA in Clallam County (See Figure XX). The PUD does not generate its own power but purchases it from the Bonneville Power Administration (BPA). Since 2015 the PUD has operated from its Main Administration building and Central Warehouse Facility in Carlsborg.

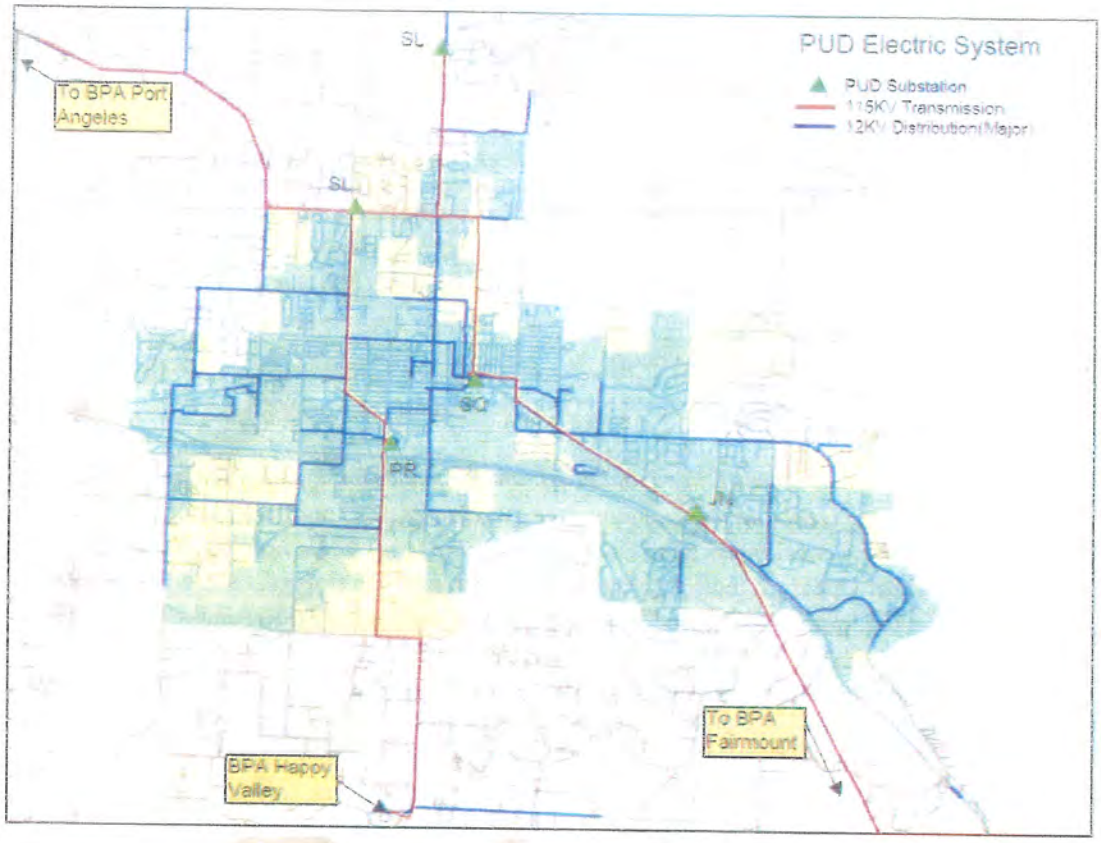


Fig. xx

PUD transmission lines serve a system of PUD distribution substations, which reduce the voltage to 12,000 volts (12KV) for distribution within the City. Sequim is served by all or a portion of feeders from 5 PUD substations: Evergreen (EV), Prairie (PR), Sequim (SQ), Johnson Creek (JN) and Sunland (SL). The power from these stations is distributed by both underground and overhead 12KV lines throughout the Sequim UGA. Approximately 1700 distribution transformers then further reduce the voltage to a utilization level for residential, commercial and industrial consumers.

In accordance with state law, the PUD has an obligation to provide electricity upon demand and in accordance with the requirements of the Revised Code of Washington. This essentially obligates the PUD to normally provide service to customers within its service territory as it is requested. This is known as a utility's duty to serve. Service connections and line extensions to new developments are paid for by the development or customer. The cost of system improvements such as transmission lines and substations are shared by all customers through general rates. Needed improvements to the system are planned for in advance and phased to avoid large impacts to electric rates.

The area bordered by the Sequim UGA has a Peak demand of approximately 39 megawatts and an average demand of 14 megawatts. The PUD is projecting electric service growth at a rate of approximately 1 percent per year which is consistent with the electrical growth over the 6 year period between 2009 and 2015. It is also understood that there are several large tracts within the UGA immediately available for development, and the PUD planning considers that such development may be relatively short notice with electric demand of up to several megawatts needing service. Figure XX summarizes typical average load demand per square mile for different general categories of land use:

Use	Load Demand
Single family housing	6-9 megawatts / square mile
Multi-family housing	15-20 megawatts / square mile
Commercial Development	25-30 megawatts / square mile
Industrial development	Varies

Fig. XX

The installed substation and feeder capacity within the UGA is approximately 50% higher than current demand requirements. In addition to future development and load growth this reserve generally provides loss of station and feeder contingencies for much of the UGA resulting in favorable electric system reliability for the majority of City customers.

As of 2014 the PUD had implemented Supervisory Control and Data Acquisition (SCADA) at all Sequim area substations.

CFU 5.8.4 POWER CONSERVATION

Support the PUD's conservation programs to maintain capacity to meet energy demands as well as reduce market pressures on rate increases.

The relatively slow increase in electric consumption for the Sequim UGA is in part a result of incentivized conservation programs sponsored by the PUD and BPA. These programs include:

- Heat Pump installations to replace resistive heating
- Residential Insulation, including inspections, recommendation and associated incentives
- Appliance Rebates, including washers and hot water heaters.
- Commercial Lighting
- Custom Projects

The PUD is a leader among Washington Public Utility Districts in the development of customer cogeneration and distributed generation with the Sequim UGA including more than 30 customer solar generation systems with a total design capacity of about 140 kilowatts (see Fig. XX

"Customer Solar"). The PUD is also reviewing the feasibility of community solar systems on the order of 100 kilowatts.

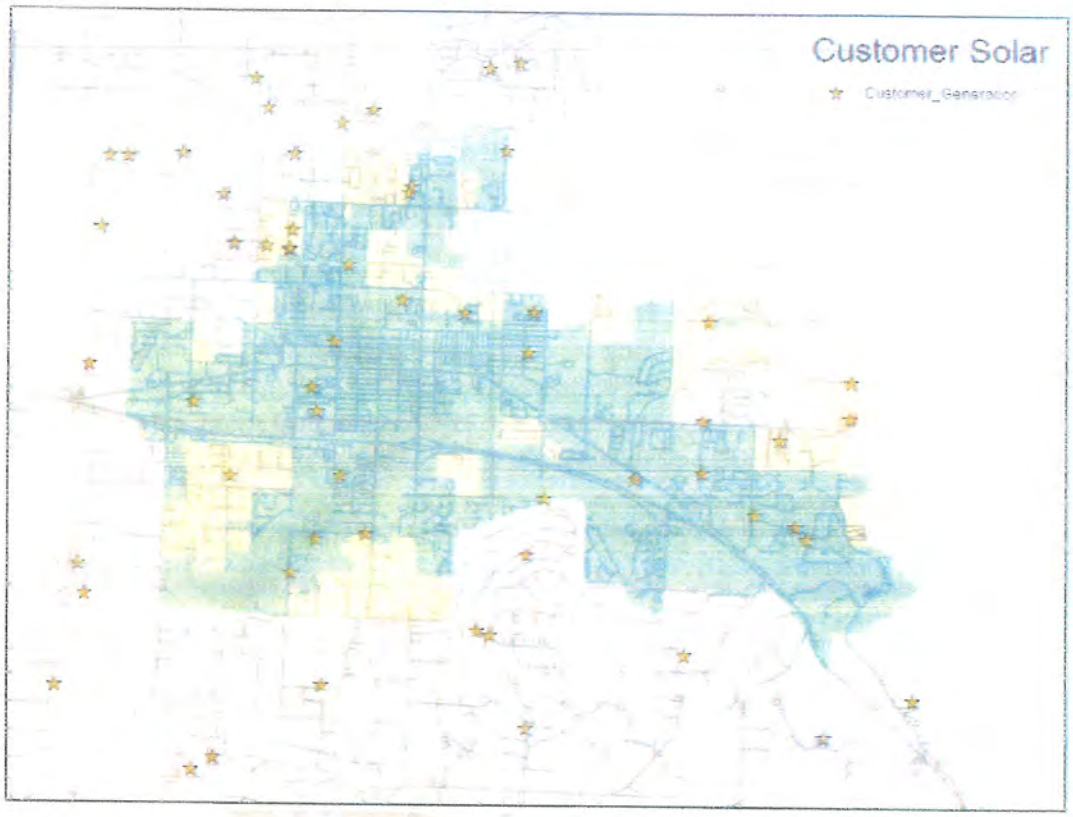


Fig. xx

The PUD maintains a current Strategic Plan and Strategic Objectives that guides the mission to provide reliable, efficient, safe, and low cost utility services in a financially and environmentally responsible manner. In addition, the PUD maintains a long term Capital Improvement Plan that fully describes the existing system, future requirements and improvements, and evaluates the merit of improvements within budgetary constraints. Potential improvements pertaining to the City of Sequim include:

- A new substation located south of Sequim is planned by 2020 to accommodate load increase and to provide reliability enhancing feeder contingencies for south and west Sequim and for the area south of Highway 101 between Carlsborg and Sequim.
- Implementation of a conservation voltage reduction project through distribution automation and substation voltage regulation that will result in an approximate 1.5% energy reduction throughout the service territory. The Sequim UGA is scheduled to gain the benefits of this project between 2017 and 2020.

- Completion of trunk feeder ties between 2021 and 2023 which will provide alternate electrical sources to almost all City of Sequim customers, with a signification reliability enhancements and improvement in operational efficiencies.
- A new BPA point of delivery southeast of Sequim between 2025 and 2030 to accommodate load growth and to serve as a more reliable source than the alternate BPA point of delivery at Fairmount.
- A transmission line rebuild inside Sequim is likely by 2021.

CFU 5.8.5 SERVICE SYSTEM REDUNDANCY

BPA provides power to Sequim and the Olympic Peninsula via two transmission lines that run within the same right-of-way from Olympia through Shelton. Either of these two lines can carry the service load if the other line is out of service. Electricity is currently supplied to the area by 115,000 volt (115KV) transmission lines with the following BPA sources:

- One line from BPA Fairmont Substation, following along Highway 101.
- One line from BPA Happy Valley Substation, along 3rd Avenue.
- One line from Port Angeles Substation, along Old Olympic Highway.

The BPA source for the Sequim area is normally from the BPA substation at Happy Valley but various contingencies allow for switching the source from Happy Valley to either Fairmount or Port Angeles.

LIBRARIES

CFU GOAL 5.9 LIBRARIES TO CONNECT COMMUNITY: Enhance educational, enrichment and empowerment opportunities within the local community through convenient library services and facilities that are efficient, safe, convenient and comfortable.

POLICIES

CFU 5.9.1 QUALITY LIBRARY SERVICES

Provide quality and efficient library services to Sequim and the UGA.

Discussion: The North Olympic Library System (NOLS) serves all of Clallam County with a Sequim Branch located in Sequim with three other branches in Port Angeles (main), Forks and Clallam Bay. Services include over 260,000 books, e-books, DVDs, digital audio books and other materials. The library branch offers programs and events for people of all ages with meeting rooms, Wi-Fi access and public computers. Beyond books and periodicals, through physical and electronic sources of media, the library provides educational and enrichment opportunities to the community. Classes and other enrichment opportunities are available in the branch libraries offering response to community needs and development of the local economy.

The North Olympic Library System (NOLS) serves all of Clallam County with a Main Library located in Port Angeles and branches in Sequim, Forks, and Clallam Bay. Core services include:

- Lending library materials, and providing access to resources, at no direct cost to customers
- Assisting with information and research needs and providing access to and training in using information technologies
- Providing meeting space for public interaction
- Providing early literacy services and programming
- Offering diverse programs, events, and classes, which promote learning, skills acquisition, intellectual and cultural stimulation, civic discourse, social engagement, entertainment, relaxation and creative fun
- Engaging with community partners in order to connect community resources to community needs.
- Increase opportunity to access books by installing "NOLS Tiny Libraries" in central locations throughout the service area.

CFU 5.9.2 LITTLE FREE LIBRARIES

Minimize regulatory obstacles to the placement of Little Free Libraries throughout city neighborhoods as a grassroots citizen effort to promote book reading and help make connections among neighbors.

Discussion: Little Free Libraries are an international movement founded in 2010 and not associated with the local public library system. The movement started from the initiative of one individual who made the first little library, and then more, and finally many more that inspired a grassroots culture that surfaced in communities across the nation. Little Free Libraries can be purchased or home-built and must meet specific design and curation criteria to be officially registered and included on the World Map of Libraries. However, there is no requirement to register, and the city does not regulate these other than for public welfare including safety.

The little libraries create immediate value in promoting reading, sharing neighborhood assets, and connecting residents. The city's role in helping libraries to emerge in Sequim neighborhoods is to make provision for them in development codes and street standards. (Fig. xx)

Fig. xx This Little Free Library welcomes neighbors.

SCHOOLS

CFUG 5.10 ACHIEVE EDUCATIONAL EXCELLENCE

On behalf of the Sequim Community, the School District shall inspire and achieve excellence, in the academic, creative, and physical potential of each student.

POLICIES

CFU 5.10.1 ELEMENTARY SCHOOLS IN NEIGHBORHOODS

Collaborate with the Sequim School District to site elementary schools in the East-end and SW quadrant to serve as the heart of developing neighborhoods.

Discussion: The city's anticipated 2% annual population growth and greater focus on enhancing neighborhoods to attract a broader demographic support a desire to bring new families with children to the city. For parents, the quality of local schools is a major factor in deciding a place to raise their kids. The Land Use Plan proposes new elementary schools as the heart of two neighborhoods at the city's periphery: one at the east end and one in the southwest quadrant (see policy LU 3.4.2 regarding designating neighborhoods with these identities).

The city's role in siting public schools is to make provision for them in the Land Use Element and include standards and permitting procedures for schools in development regulations. The former entails coordinating the school district's projections of demand and facilities planning with the city's growth framework and availability of services and multi-modal transportation. The latter involves the city establishing location criteria and site development standards to make sure that a new school makes the desired contribution to the neighborhood fabric.

The city's capital facilities / services extension plan is tiered to align investments by geographic sub-area over time. The east end sub-area is in a mid-term interval (2021-2030) reflecting the anticipated continuation of residential platting and homebuilding . . . and the prospect of new residents with young children. The southwest quadrant is in the 2031-2035 tier, reflecting an expectation of a longer interval to complete neighborhood development.

In both cases, planning for new elementary schools within the respective single-family neighborhoods is a collaborative process that includes identifying a specific site, insuring that adequate public services are available, mitigating the impacts of noise, glare and traffic, and creating joint-use playground and park facilities that are shared by students and neighborhood residents.

TECHNOLOGY

CFUG 5.11 INTERNAL & EXTERNAL TECHNOLOGY

Coordinate public and private technological advances to provide the best services in Sequim.

POLICIES

CFU 5.11.1 TELECOMMUNICATIONS

Promote and maintain high quality telecommunications infrastructure and service to the greater Sequim area.

Discussion: Quality telecommunications infrastructure and service to Sequim and the surrounding area is important in providing top-tier service to residents and businesses. Competition of service providers expands market opportunities in the telecommunications business. Towers should be positioned strategically and designed to co-locate at least three antennas on one pole. The towers should be stealthy but also located to serve the community.

CFU 5.11.2 COMMUNICATIONS ADVANCEMENT

Work with private sector providers to best service the community with the latest technology including high quality fiber-optic and broadband communications cable.

Discussion: Sequim's future relies on the attraction of high-tech jobs in the community for a stronger economy. Providing the best-performing high-speed internet and cable options along Washington Street and within designated High-Tech Light Industrial land use districts is the highest priority in service improvements. The area's private providers, OlyPen Internet, Nikola Broadband, Wave Broadband and Centurylink, and public infrastructure through the Clallam PUD are key players in making upgrades.

The PUD operates a fiber system within the City of Sequim for internal operations but under certain conditions can serve as a wholesale provider of communication services (See Fig. XX).

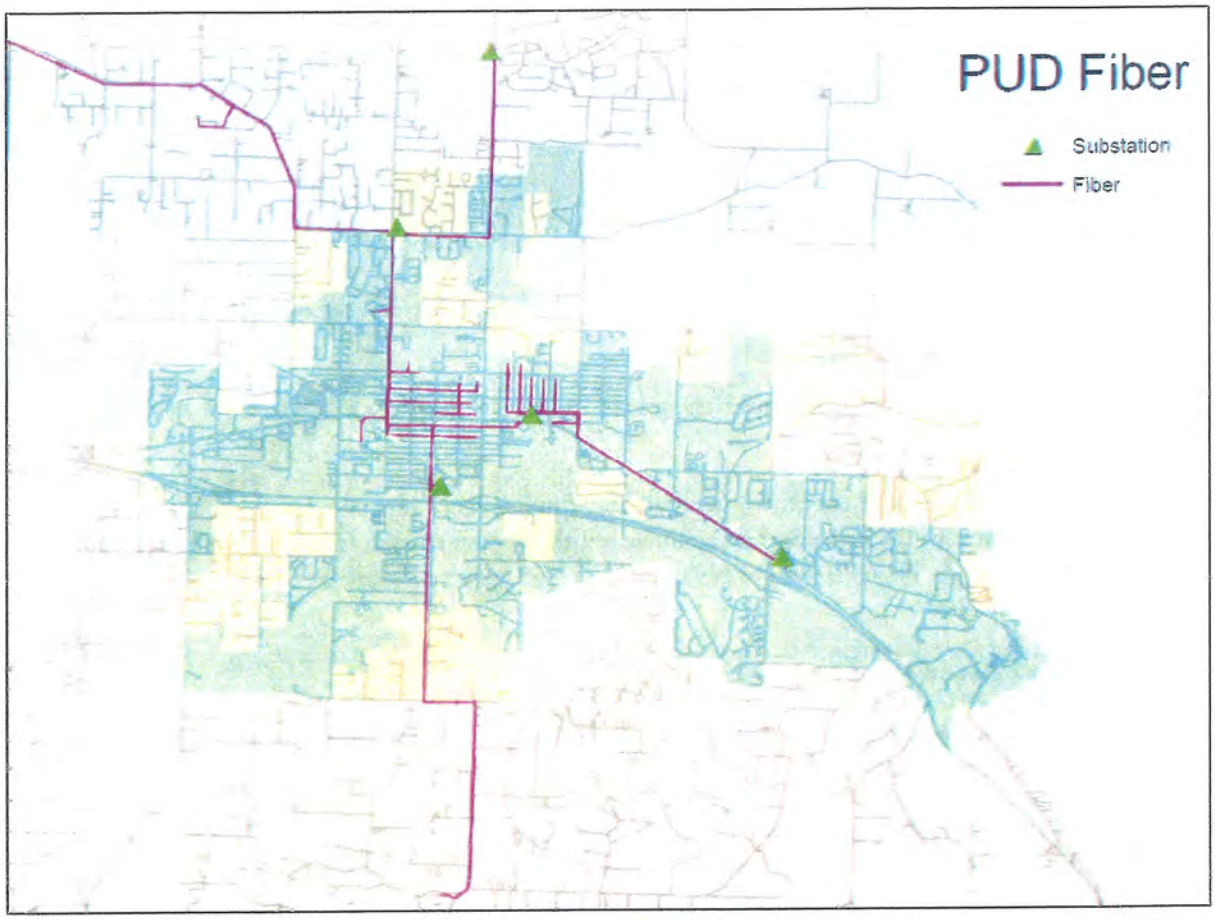


Fig. xx

CFU 5.11.3 CITY TECHNOLOGY

Provide the latest public sector advancements in technology to provide the best service to Sequim's customers.

Discussion: New technology is always around, progressing and providing cities the opportunity to make advancements in all service areas. Water resource management, wastewater treatment, broadband services, police equipment, computer and information technologies, and transportation systems are a few ways that Sequim has the opportunity to make internal changes to enhance the quality of service provided to customers. These innovations increase the pace, amount and quality of work. Sharing technology enhancements among partner public agencies advances the rate of acquiring improvements to the benefit of citizens and customers.

FINANCING

CFU GOAL 5.12 CAPITAL FACILITY & UTILITY COSTS & ASSISTANCE: Fiscally account for the costs to expand, replace and maintain capital facility, utilities and public facility infrastructure. Provide programs that educate and assist residents with payment or projects meant to provide further efficiencies on personal properties.

POLICIES

CFU 5.12.1 PROJECT FUNDING ASSISTANCE

Seek funding assistance for purchase of land as the City develops new facilities, utilities and parkland.

Discussion: To serve the growing population, funding mechanisms other than increasing taxes provide citizens the best cost for facilities, utilities and amenities. General methods of funding include: bonds, the collection of cash in lieu of land, private donations of land and federal, state, or local grants.

CFU 5.12.2 RECOVER UTILITY COSTS

Recover utility costs through user fees and charges to cover the full expense of system development and maintenance

Discussion: One often used industry test for checking the broad fairness of a rates system to allocate costs is to compare how much revenue is generated from each type of rate and customer class to how much of the service they utilize. The rationale behind this test is that if a customer class such as commercial consumes 25% of all water then the rates charged to this class for water should also generate approximately 25% of fee revenues. Differences between these two proportionate shares is not proof of inequity but it is an indicator and the greater the difference the more indicative of an inequality. Testing the inherent equity in a rate is both a complex topic to discuss and further complicated in that there is no single, right answer as to how rates are set.

CFU 5.12.3 WATER RATE STRUCTURE

Follow a water rate structure that benefits the citizens of Sequim with a higher rate charged to those outside of Sequim city limits where service costs are more to the City.

Discussion: Growth inward and density towards the Downtown allows water rates to be cheaper for Sequim residents. The water service provided beyond Sequim's Urban Growth Area is more expensive for the City to provide and therefore rates reflect the higher cost to the City.

CFU 5.12.4 ECONOMIC ASSISTANCE

Set rate adjustment programs to provide economic assistance to residents of demonstrated financial need.

Discussion: There are numerous plans and options that can provide assistance for people who need it. Many non-profit agencies and charities offer emergency financial assistance, and government grants can both help pay utility bills or be used to pay for water conservation.

CFU 5.12.5 PAYMENT UTILITY SERVICE EXTENSIONS

Spread the cost of service extensions for the orderly development of the utility system amongst the beneficiaries in a way that factors in the impact to the consumers based on land area consumption.

Discussion: Funding for service extensions is only one factor when considering the impact of growth on a community. Once the utilities are in, it is the responsibility of the tax base to maintain the public utilities over time. Land area consumption matters when extending those utilities within the community but traditional methods imply that residences and businesses are charged for the extension and hook-up, not for the land capacity. When there is more density in a community, utilities are extended to more people over less distance. Over time, the costs to replace the lines are more affordable to the individual living in a dense community.

CFU 5.12.6 NEW DEVELOPMENT & CAPITAL FACILITY COSTS

Require that new development pays a proportionate share of the cost of new capital facilities and utilities needed to serve development.

Discussion: New development brings a new tax base to the City but it also expands facility and utility needs. To ensure that capital facilities and utilities are affordable over time, the development is assessed a portion of the costs for water, stormwater, sewer, sanitation, parks, public transit and transportation. This pays for the initial installation of the resources and places money in the funds for future replacement and repair costs as the facilities and utilities age.

COORDINATION

CFU GOAL 5.13 ORDERLY GROWTH: Coordinate regionally and expand capital facilities and utilities in orderly, contiguous fashion.

POLICIES

CFU 5.13.1 INTERLOCAL AGREEMENTS

Forge interlocal agreements with surrounding jurisdictions adjacent to Sequim's Urban Growth Area to provide an urban level of public and governmental services.

Discussion: Coordinate with neighboring jurisdictions to create special purpose districts through interlocal agreements to public facilities and urban governmental services. These shared agreements address the fiscal implications, shared revenue, level of service standards and regionalization benefits to all jurisdictions who are served by existing facilities.

CFU 5.13.2 RESOURCE STEWARDSHIP & PARTNERSHIPS

Exercise stewardship of the community's resources through partnerships with other agencies that are mutually beneficial by utilizing / sharing existing services, facilities, and easements rather than acquiring new properties or taking on new construction projects.

Discussion: Sequim has a number of public agencies that provide overlapping services in some instances. Partnerships and conservation of public facilities and lands save citizens money and upkeep over time. Partnerships aren't applied the same in every community, and it takes vision and group effort from all agencies involved to find the common ground. Identifying all of the community's resources and working together adds meaning to the context. Utilizing what exists before consuming the future's resources conserves today and for generations. When new resources and facilities are added to the community, a comprehensive effort to utilize the public space for the common good is consistent to being a good steward.

Shared easements – for instance trails located within power-line easements – are another way to expand public benefits through partnerships.

CFU 5.13.3 UTILITY INSTALLATION & COORDINATION

Provide maintenance and installation schedules of road projects and utility projects in a timely manner that allows the coordination of public and private utility and transportation projects. Ensure that processes are in place for regional coordination between the City, neighboring jurisdictions and private providers.

Discussion: Reduce the physical, visual and economic impact on the community through coordination of road and utility projects with other providers. Encourage the City of Sequim to coordinate transportation rights-of-way, recreation trails and utility corridors together to maximize the space for infrastructure, provide fiscally responsible utilities and services.

This requires the City to coordinate utility, street and transportation programs annually with neighboring jurisdictions and other providers utilizing shared corridors or connecting with the City's infrastructure. Future expansion plans of other jurisdictions and other providers are shared with the City to organize corresponding projects.

Future land uses, projected population densities, sensitive areas, public service obligations, optimal siting for effective services and design considerations and local criteria for siting utilities. Mitigate negative environmental impacts and health issues. New development projects require the coordination of neighboring jurisdictions and utility providers during the development review process so future development does not obstruct utility corridors.

CFU 5.13.4 DISASTER PLANNING

Participate in regional coordinated planning efforts to address public safety and infrastructure concerns in the event of a natural or man-made disaster.

Discussion: Disaster management requires detailed coordination between emergency services, service providers, neighboring jurisdictions, other public entities, state and national governments. Cities are best prepared when disaster plans are in place and equipment and procedures are available, understood and practiced by employees. Public service announcements and practice drills prepare citizens in case of disasters.

DRAFT

CHAPTER

6

HOUSING

6 HOUSING

INTRODUCTION

From Sequim's inception as a community, the city's housing stock has been predominantly single-story, single family homes. Residents describe Sequim as "small-town" and "friendly," and to some extent these qualities derive from the city's built form. Existing low-density neighborhoods are strengthened through infill development and upkeep of existing properties. New types of housing accommodate the needs of young adults, families and seniors alike, and new low-density housing reflects the development character of the existing neighborhood.

The Housing Chapter outlines housing variety, affordable housing, senior housing, and housing quality. As Sequim's population increases by a projected 40% or more by 2035 with a broader demographic profile of more families and young professionals, changes to current housing and subdivision patterns are needed.

Housing to accommodate affordable and low-income needs is encouraged through accessory dwelling units (ADUs), affordable homes in new development projects, and single-room living quarters. Assisted-living, group home and other special needs housing is needed in every community and is best located where residents' needs are best met.

Variety in housing options offers choice to citizens and attracts a diverse range of home owners and renters. Townhomes, cottage housing, ADUs and live/work units offer housing choices that are rare or non-existent. Infill in existing neighborhoods and slightly higher density in new low-density neighborhoods creates new choices in living but also helps the affordability of utilities and other city services.

The percentage of senior citizens in Sequim is well above the national average for cities. People come from all corners of the country to retire here, and over the next 20 years the senior population here is expected to grow at much higher than national rates. Seniors have specific needs in housing and amenities. The Senior Lifestyle District (SLD) is a neighborhood designated for senior living today and for continued development of additional senior living facilities, conveniences and amenities. The District is intended as the area best connected to health and medical services, shopping conveniences, recreation, and transit for seniors of all ages and abilities.

Included in the spectrum of housing needs is the opportunity to rejuvenate older neighborhoods through incremental redevelopment of properties that have outlived their current use as well as remodeling existing homes. These opportunities are market-driven and reflect the cost of property acquisition and redevelopment versus the cost of new lots and new construction. Piecemeal efforts such as buying one low-value house within an older, central neighborhood are unlikely to attract financing or buyers – instead, a project that can establish its own identity within the neighborhood is more possible.

The City's 50% senior demographic occupies five types of housing spread throughout the community: designated planned retirement communities such as the Sherwood complex, freestanding retirement buildings such as The Vintage, modular / mobile home communities, assisted-living facilities of various types, and single-family homes. The city's existing capacity to accommodate a wide range of lifestyles and demographic change even as the absorption of vested single-family lots continues for at least two decades.

VISION

Parts of the Vision guide the city's response to meeting the Housing needs of the community:

5. Downtown will grow in activity and purpose not only to serve as the heart of the city and surrounding Valley but also to function as the core of a residential neighborhood that is the setting of most multifamily development;

6. greater diversity in age, household type, ethnicity, income, lifestyle, housing, mobility and economic activity will increase community opportunities, variety, and interest;

8. wide variety of housing types will serve all lifestyles, ranging from single-family homes on large lots to cottage housing, townhomes, accessory dwelling units, assisted living and Downtown apartments and condominiums;

9. higher density housing will be directed to locations where services, convenience and amenities make it an attractive lifestyle choice; and

13. Sequim will grow as a community of all ages, from families with children, to young adults, to singles of all ages, to empty-nesters, to active seniors, to those needing specialized care, and to those nearing end-of-life.

HOUSING VARIETY

H GOAL 6.1 HOUSING FOR A DIVERSE COMMUNITY: Increase the number of housing options and opportunities to meet the needs of a diverse, growing community.

POLICIES

H 6.1.1 VARIETY OF HOUSING OPTIONS

Promote a variety of housing types to serve all segments of the population.

Discussion: Sequim maintains a healthy detached single family housing stock with senior living facilities, assisted living and apartments. As the community changes over the next 20 years, a wide variety of housing options to accommodate the

demographic changes and lifestyle preferences are needed.

A range of price, lot sizes and styles not fully experienced in Sequim but fitting the needs of the community includes cottage housing, higher-density, attached housing in targeted districts, small lot development, attached housing, accessory dwelling units (ADU) and townhomes.

Figure 1: High-quality attached housing is among the housing options not available in Sequim.

Varied housing types and price ranges support the needs of Sequim residents. The Downtown Plan calls for a mix of uses within single buildings – retail on the first floor and residential or office uses above. Live-work units are another option including retail, office or residential on the first floor and residential above.

Figure 2: Garages located in the rear accessed by alleys.

Within the area of single family houses, design that encourages "small-town and friendly" experiences include homes with substantial front porches, garages in the rear accessed from alleys and reduced front yard setbacks. These accommodate a range of residential needs for young adults, families and senior citizens.

H 6.1.2 ACCESSORY DWELLING UNITS

Allow one accessory dwelling unit (ADU) as a supplementary use to single-family homes in all designated residential areas.

Discussion: An ADU is a small, ancillary living unit with at least one bathroom and a kitchen, sited with a primary residence on a single lot. These units are created as expansions to the primary house, conversion of existing space within a house or garage, or development of a new detached structure on the same lot. Typical ADUs include daylight basements, conversions over garages, and rear-yard "carriage houses."

Figure 3: Accessory dwelling unit located above a garage. It matches the same character and design of the primary structure.

ADUs add to the affordability of seniors remaining in their home by adding rent to their income. This also opens an affordable housing option to singles and young adults. An ADU can also accommodate at-home living support services with a care-giver living in the ADU. Utilities and living costs may also be split among occupants, creating cost-savings to all parties.

Among the issues associated with ADUs are the increased density and uncertain fit within single-family neighborhoods. Design guidelines and standards assure that ADUs are secondary to the primary structure in visual presence and fit within the neighborhood's character. Standards for setbacks, allowed height, design elements, floor area, and parking are common provisions in local ADU codes.

H 6.1.3 COTTAGE STYLE HOUSING

Introduce "cottage housing" to Sequim as a new lifestyle option that offers greater social interaction with neighbors and fewer demands on property maintenance while retaining the independence and privacy of single-family, detached housing.

Discussion: Cottage housing is a grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. Unit floor area typically ranges from 500 to 1,200 square feet, sometimes larger with a partial second floor. The structures exhibit finely-detailed exteriors with front porches oriented to a common space within the site's center. The homes aren't large, but the quality of the homes, landscaping, shared common area, reduced maintenance and site design create special appeal.

Figure 4: Craftsman style cottage housing, a community building and center common area.

Cottage housing developments maintain a common architectural style within the project that can vary by the market, local context or developer's preference. The range of styles covers a wide range with each design dependent on extraordinary detail, consistent form, and complementary colors for a successful project. Parking is arrayed around the site perimeter with walkways connecting to individual homes. There is often a small community building to host neighbors for casual social interactions – people choose cottage housing to develop close relations with their neighbors. The central space is designed for the targeted homeowner market: a big-toy playground for young families, a community garden for empty-nesters and singles, lawn bowling and sport court for active seniors, a lawn for flexible use, or a combination of these. Generally, individual homeowners maintain the area immediately around the homes, but the surrounding grounds and common facilities are owned and maintained by a homeowners' association. Development codes usually specify staff design review and approval to ensure a high-level design quality for the development as well as good fit for the surrounding neighborhood.

Cottage style housing developments as a residential land use category within limited areas of the city are fully explained in Land Use Policy 3.3.2.

H 6.1.4 SINGLE-ROOM OCCUPANCY HOUSING

Provide opportunity for affordable, single-room occupancy (SRO) housing in the Downtown District where services and transportation choices are most available to low-income residents without a car.

Discussion: SROs are small in size with a small bathroom and kitchenette designed to accommodate one person. These accommodations are designed for affordability to serve the low-

income population and may provide an alternative to living on the street for some. SROs allow for living in the higher-density Downtown where tenants have great access to services and alternative transportation. Making provision for SRO housing entails including this use in the Downtown zone classifications coupled with a building initiative of a special needs housing developer.

H 6.1.5 LIVE-WORK UNITS

Allow live-work units in Downtown to accommodate a mix of living and work within the same occupied space as a lifestyle option for artists, craftsmen, and shop owners.

Discussion: Live-work units allow residential and non-residential activities to occupy common space. Typically, live-work units allow inclusion of living space in buildings designed for non-residential use, such as incorporating a living space into an art studio converted from an abandoned commercial or industrial space. A variation of live-work space is a non-residential use on the bottom floor and living space above under single ownership. The owner may use the commercial space or rent it out for income. This is a land use that is appropriate in the Downtown District where a mix of non-residential and higher density residential uses is expected.

Figure 5. Live-work units with first floor businesses and residential living above.

H 6.1.6 TOWNHOMES

Encourage townhomes in the Downtown District and the Senior Lifestyle District (SLD) as a lifestyle option for active seniors, professionals, and singles that prefer a lifestyle of low property maintenance and good access to services and transportation alternatives.

Discussion: Townhomes are low-rise, medium-density attached residences that work well for singles and professionals of all ages as well as seniors. These structures typically consist of three or more two- to three-story homes, with complementary façade designs and smaller yards for lower maintenance. Townhomes– among the housing choices in the Downtown District and SLD – are even an option for seniors with low mobility as elevators and chair lifts overcome the multi-floor layout. Townhomes commonly have small outdoor spaces within the reduced front setback and rear yard for limited gardening and patios. Parking is usually in the rear off alleys or parking courts to preserve a more attractive street façade and restrict the presence of cars in the limited front yard areas. One way to *encourage* townhome development is to reduce the parking requirement – the two districts in which townhomes are a housing choice also offer the greatest range of services that can be accessed without a car.

Figure 6. Three-story townhomes with reduced front setbacks, small lots and similar style facades.

Townhomes are provided for in the Land Use chapter in policy LU 3.3.3 and policy LU 3.3.4.

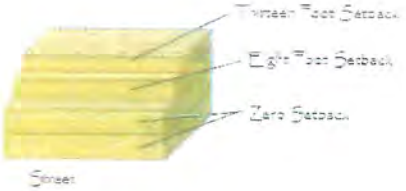
H 6.1.7 LOW-RISE MULTI-FAMILY

Promote low-rise multi-family living in the Downtown District and in the Senior Lifestyle District where increased density supports services, shopping, recreation, transit and other urban conveniences.

Discussion: Apartments and condominiums generally have a very limited market in smaller cities that lack the urban conveniences and amenities to support a more urban lifestyle. Sequim residents would like to see only in the Downtown District and the SLD. Views, along with "small-town" and "friendly" scale, are reasons to keep low-profile building elevations.

Height standards in Downtown allow buildings as high as four stories in the central Core and three stories in the surrounding Downtown Mixed-Use districts. In the SLD, buildings are limited to three stories.

To keep with the community's small-town character values, any building with a fourth story is required to step back the upper façade facing the street. This helps protect the upper floors from street noise and adds to privacy of residences. In Figure x, the first two stories are set to the front property line, the third story steps back to create a small terrace, and the fourth story steps back even further, also to create terrace space. This allows more light on the street, gives the appearance of lower profile buildings, and reduces the impact of height on views.



H 6.1.8 SPECIAL NEEDS HOUSING

Include opportunities for housing for special needs, group homes and assisted living in all residential zones in settings close to services and transportation.

Discussion: Special needs and assisted living residents need options for equitably distributed affordable housing. The GMA specifies the fair distribution of housing options for the physically disabled, developmentally disabled, and chronically mentally ill patients, and State law precludes instituting regulatory barriers to this housing in residential zones. Instead, the surrounding neighborhood is protected from adverse operational impacts – primarily, noise, traffic, glare and privacy issues – through a permitting process in which impacts are mitigated by conditions of approval.

While traffic and noise may be issues in some neighborhoods, providing services and transportation options to special needs housing, group homes and assisted living facilities are also important. The issue is heightened because not everyone who needs group or multi-family

housing can afford to live within the districts in which multi-family development is planned with services nearby and transit or alternative transportation is readily available.

Residential use in the Downtown District and Senior Living district that includes the major health care facilities have to compete with the market value of non-residential uses and consequently support only higher value multi-family development. However, the housing needs of special populations are also not well met where land – and rent – is least expensive at the urban edge, where access to needed services is difficult and transportation choices are fewer. Making provision for subsidized and special needs housing in single-family districts near the City Center that otherwise preclude multi-family developments is a matter of addressing the requisites of neighborhood "fit" and mitigating operational impacts. These are within the core functions of conditional use permitting that is common to development codes. The conditional use permit reviews how the development fits the character of the neighborhood. Information about height, noise, noxious or offensive emissions, availability of public services and distance to other amenities, services and facilities, setbacks, landscaping, parking, safety and traffic impact is information provided when reviewing conditional use permits.

AFFORDABLE HOUSING

H GOAL 6.2 AFFORDABLE HOUSING: Allow for affordable, safe and appropriate housing options for all ages and income levels in all residential zoning districts to serve the needs and preferences of a diverse population.

POLICIES

H 6.2.1 AFFORDABLE HOUSING EFFORTS

Endorse affordable housing efforts with other jurisdictions, public and private organizations to address regional affordable housing needs.

Discussion: Affordable housing programs provided through the Peninsula Housing Authority (PHA) are supported by the City of Sequim. PHA supplies Section 8 Housing, mutual self-help building, and maintenance opportunities for those in need in Clallam County. Sequim continues to endorse PHA's efforts in funding assistance and educational outreach.

As the community changes, Sequim may encourage affordable housing in areas where there is a deficiency.

H 6.2.2 MANUFACTURED HOMES

Allow new manufactured homes, under the same regulation applied to site built housing, on lots in residential zoning districts.

Discussion: In residential districts, new manufactured homes are allowed under the same regulations as site built housing. National standards for manufactured housing are directed by the U.S. Department of Housing and Development and the Washington State Department of Labor and Industries. Local Sequim Municipal Code standards ensure that manufactured homes result in

a complimentary addition to the neighborhood character. Examples of standards that may apply to manufactured homes as well as stick-built homes are setback requirements, lot standards such as sidewalks and curb cut requirements, roof pitch and building materials.

H 6.2.3 AFFORDABLE HOUSING IN NEW DEVELOPMENT

In new major housing developments, promote partnerships with affordable housing providers to include affordable housing within the project.

Discussion: New housing development integrating low-income housing creates greater diversity in the neighborhood. Varying affordable housing options include but are not limited to smaller lot development, attached housing, townhomes and accessory dwelling units.

H 6.2.4 SITING SUBSIDIZED LOW-INCOME AND SPECIAL NEEDS HOUSING

Establish, define and follow criteria for the siting housing for low income and special needs populations to minimize the concentration of projects in one neighborhood.

Discussion: Dispersing housing for low-income and special needs residents throughout the community contributes to neighborhood "normalcy" and avoids demographic concentrations that are detrimental to residential life. For example, allowing low-income, special needs and group home housing units through a conditional use permit process in all districts helps insure that all areas share in the responsibility to meet community housing needs and are protected from the impacts of group housing and increased traffic. Within single-family Low Density Residential neighborhoods, conditions of project approval commonly include spacing requirements between homes, proximity to needed services and amenities, and availability of transit.

SENIOR SUPPORT

H GOAL 6.3 HOUSING FOR SENIORS: Meet the housing related needs of the aging population in Sequim.

POLICIES

H 6.3.1 VARIETY OF HOUSING OPTIONS FOR SENIOR CITIZENS

In development codes, provide a variety of housing options for senior citizens to age in place or remain in their neighborhood.

Discussion: According to the Center for Housing Policy, nine out of ten adults wish to age in place. Seniors, on average, also spend a greater portion of income on housing. Sequim's future includes options for senior citizens to remain in their home or to relocate within their neighborhood. Complete senior living complexes such as Sherwood Village offer a variety of housing options from fully self-sufficient homeowners to those needing full-time care. The Village and nearby medical facilities create the core of the Senior Lifestyle District which is planned to grow geographically and fill in with additional housing types for senior living. Accessory dwelling units, co-housing, ADA-compliant home remodels, cottage housing,

townhomes, and Universal Design projects are rare or non-existent in the city and expand options for independent living. Other options for seniors include senior living group facilities that include a range of housing types and a graduated level of assisted living options. While the Senior Lifestyle District is hoped to meet the needs of a growing senior demographic and, in particular, to provide accessible services to seniors living independently, group facilities for assisted living or other senior care needs are included in the District concept as well as allowed in most residential settings if there is a good fit in facility scale and operations.

HOUSING QUALITY / QUANTITY

H GOAL 6.4 ADEQUATE SHELTER FOR ALL CITIZENS: Ensure adequate land and opportunity to meet the shelter needs of all citizens in housing that is safe, affordable, and accessible.

POLICIES

H 6.4.1 PROPERTY MAINTENANCE

Promote community pride by monitoring public and private property maintenance and maintaining a program to attain compliance with property maintenance codes.

Discussion: It is the property owner's responsibility to maintain their property, whether they or others occupy it. Property maintenance regulations set the minimum standards for upkeep to ensure safety and avoid appearances of blight; however, just meeting minimum standards does not fully respect the rights (or investments) of neighbors to live within pleasant surroundings nor does it demonstrate community pride.

There are no simple answers to chronic property maintenance issues. Usually violations occur on rental properties and sometimes house ownership is mired in legal proceedings. Often, the owner has moved out of area and rents a home that has not found a buyer. Tenants who are good neighbors and respect the neighborhood's right to peace and safety also tend to take care of their rental property. Those who are not good neighbors exhibit a range of behaviors that affect adjoining properties. Accumulation of trash and junk, lack of yard maintenance, and visual structural deterioration pose highly visible impacts to other properties and the community as a whole.

These are the focus of property maintenance codes and nuisance abatement procedures that the City utilizes to correct violations.

H 6.4.2 HOUSING PRESERVATION

Evaluate Sequim's housing stock and preserve viable housing and historic homes for the economic value they represent in lieu of new construction.

Discussion: To be considered for the National Park's list of National Register Historic Places, the age, integrity and significance of the home is evaluated. Typically, homes must be over 50 years

old to be considered for this designation. Sequim's housing stock is aging and nearly half will be over 50-years-old before 2035. To preserve local history, significant homes are to be evaluated for recognition by city, state and in the national programs. One solution to identifying preservation opportunities is to create a volunteer program to conduct an inventory of existing structures using locally-established assessment criteria.

As houses in Sequim get older, they become more susceptible to consequences of aging. Viable housing should be conserved through maintenance and upkeep. Education, programs and assistance listed above helps Sequim preserve housing and character.

H 6.4.3 RESIDENTIAL LAND SUPPLY FOR ALL NEEDS

Ensure availability of lands for residential development, including facilities to meet special housing needs throughout the City.

Discussion: Relying on historical population growth rates, Sequim will grow approximately 2% annually, an estimated population of 10,400 in 2035. The land capacity within the urban growth area accommodates the residential housing needs for the estimated 2035 population. The vision for inward growth and a variety of housing types encourages higher density and a slower consumption of land over the next 20 years. The future land use map indicates that the majority of land available for development sits within areas designated for residential use. Sufficient land exists throughout the city for the development of group homes, assisted living facilities, government assisted housing, housing for low-income families, manufactured housing, multifamily housing and foster care facilities.

H 6.4.4 UNIVERSAL DESIGN

Promote the use of Universal Design elements in the development of new homes and in remodel projects that are usable by all people without adaptation or specialization.

Discussion: Every day until 2031, 10,000 baby boomers in America will turn 65. Sequim attracts retirees at a higher rate than the national average, a pattern expected to continue due to national exposure and reputation. Even with a more diverse demographic profile, Sequim's median age is expected to remain around 60. Many of these seniors are retirees with set incomes and unique housing needs. The National Association of Home Builders (NAHB) defines Universal Design (UD), a concept that allows seniors and others to prepare for the future and age in place, as "the design

Figure 7. Vasey home in Myrtle Beach, S.C. built with Universal Design features including turn step entry and multiple smooth surface paths, lower windows and French doors.

of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design." There are many ways to incorporate UD into homes but examples of these concepts include: zero-step entrance at front or back door (or both), changing out the type of door knobs in a home, toilet seats with adjustable height, low slip flooring, allowing for wider door openings with a minimum of 32 inches in width, locating a half bath or full bath on the main floor, considering the senses and intuitive use when adding thermostats and designing single-story homes with no stairs.

Universal Design standards emerge as a result of the market and through promotion by groups such as the NAHB and the American Association of Retired People (AARP). Regulatory changes to the Sequim Municipal Code to heighten the awareness of UD and promotional materials provided to home builder publicizes the ideas.

CHAPTER 7 PARKS & RECREATION

7 PARKS AND RECREATION

PARKS INTRODUCTION

Figure xxx Pioneer Memorial Park

Creating a healthy social fabric is a vital component in any town. Park systems and recreation programs are a tangible way for citizens to experience leisure time in the community. In Sequim, residents gather for many festivals and events in Carrie Blake Park, the City's Community Park. Neighborhood Parks are well attended by many people playing and socializing. These parks are within walking distance of home and allow "small-town" and "friendly" interaction amongst residents. These are the places where children gather to run freely or throw a ball around with friends. Pocket parks and plazas are smaller public places where residents and visitors experience leisure activities – these are located throughout the community and offer an array of activities from child-play on fixed equipment to organic gardening. Plazas provide settings for relaxation or to enjoy events such as the Farmer's Market in the urban center. All of these park types allow residents to freely mingle and have friendly, chance interactions. These encounters are important to the community because they connect people and create a sense of belonging.

The City of Sequim is dedicated to making sure there is availability and access to parks, recreation opportunities and leisure opportunities that exist for its residents and visitors. These opportunities are provided, in most cases, through the active and passive recreation sites, facilities and programs within Sequim's park system, and its recreation programs. The City is also dedicated to partnerships with other public and service organizations to pool resources and provide a variety of opportunities to the community. Leisure services and parks are important for providing healthy alternatives for citizens to recreate in the community.

Local opportunities tend to be service- and facility-driven (e.g., recreation programming, ball fields, courts, trails and paths). Efforts important to the priorities of local government include providing close-to-home recreation opportunities, supporting public health through facilities that encourage physical activities, and providing facilities that encourage personal mobility. Local sidewalks, streets, and roads are important for walking, jogging, and bicycling.

Park and trail acquisition and park design and use is a way for the City to demonstrate conservation of natural resources and to educate the public about the environment. Shared easements for trail development and demonstration projects such as the Water Reuse Demonstration Park provide environmental connection links to the ecosystem and the delivery of services.

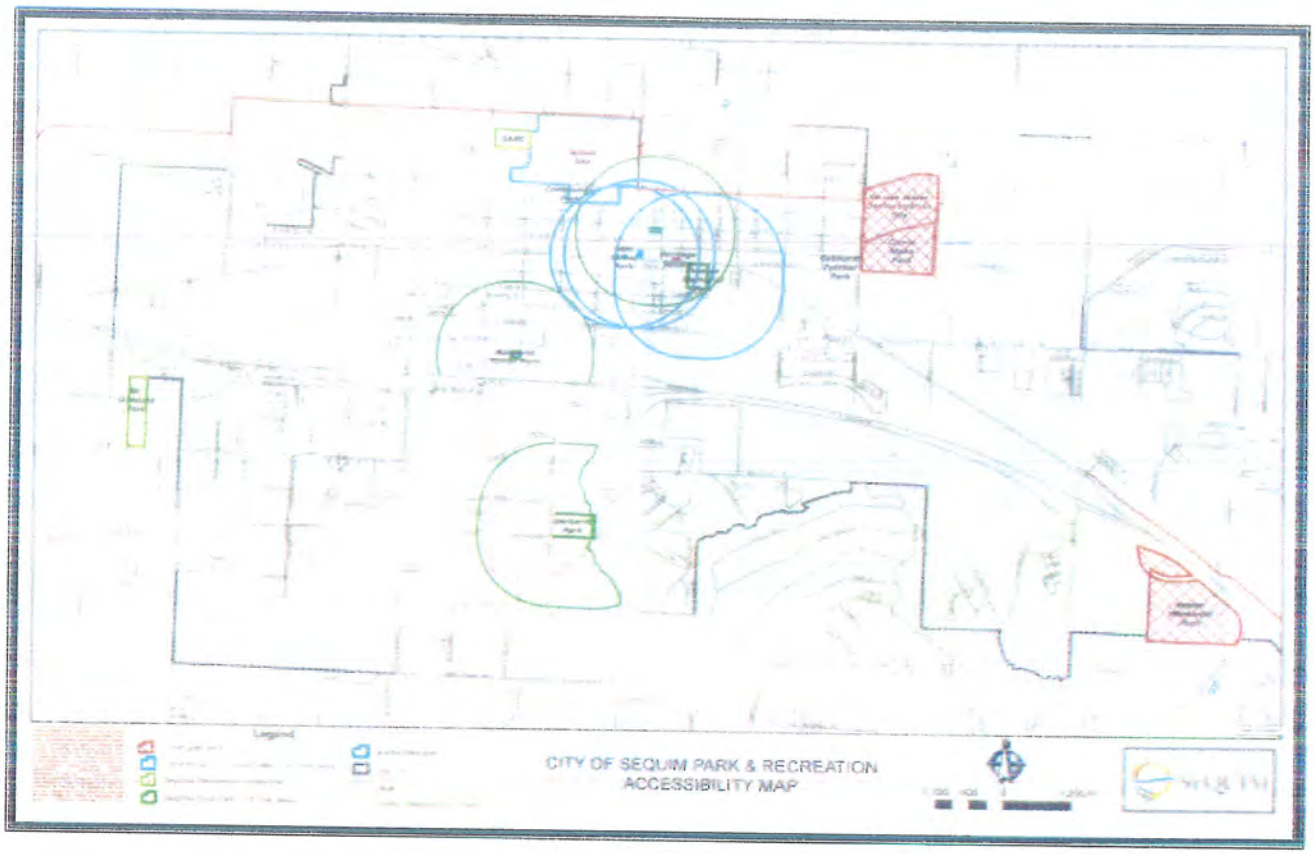


Figure 7.0 Accessibility Map

To evaluate the need for City parks, recreation opportunities and leisure amenities spatially and to assist in the effort to assure equitable availability of parks and recreation facilities is available to all Sequim residents who live in different parts of the City, the above map has been created to show deficiencies in access to parks and recreation opportunities.

VISION

Parts of the Vision guide development of the city's Parks & Recreation system and facilities:

The Sequim 120 Vision Statement directed by the community desires are reflected in the comprehensive plan elements throughout. Of the 13 bulleted vision statement points, the following relate the most to the parks and recreation goals and policies:

- undeveloped residential lands will infill to strengthen neighborhoods by enhancing safety, creating more livable streets, providing opportunities for mutual support, and promoting a social fabric where "small-town friendliness" is experienced every day;
- the community's image and identity will be promoted by active management and responsible stewardship of both the human-built and natural environments;

- Sequim's role as a major steward and purveyor of finite natural resources in the Valley will be reflected in a pattern of growth that promotes efficiency in resource utilization and sustainable resource management.

PARK TYPES

PR GOAL 7.1 TYPES OF PARKS: Recognize that parks serve different functions depending on location, size and amenities.

POLICIES

PR 7.1.1 COMMUNITY PARKS

Program and improve Sequim's Community Parks to serve the greater Sequim-Dungeness Valley as a regional draw for recreation and park activities.

Discussion: Community parks are large parks, between 20 and 100 acres serving between 5,000 and 30,000 people. Although in some cases community parks can be smaller if proposed for a community wide use such as Dr. Standard Park. Typically, community parks are located on arterials or major collector streets and are venues for large sporting events, community events, concerts. Many different uses are often found in these parks. Examples of community park uses include: soccer and baseball fields, amphitheaters, playgrounds, tennis courts, pickleball courts, basketball courts, volleyball courts, internal trail systems, gardens, picnic areas, ponds, disc golf courses, picnic shelters, community centers and dog parks.

Figure 2: Carrie Blake Park is a Community Park that serves the greater Sequim-Dungeness Valley

Carrie Blake Park is Sequim's community park. Major events draw people from all over the region. Serving well beyond the capacity, it is a great example of a community park with multiple types of activities both passive and active including trails, shelters, sitting areas, ponds, soccer fields, playgrounds, skate park, BMX track, picnic shelters and Guy Cole Center serve a wide range of park patrons. Large open areas and passive open space opportunities with parking accommodations help to facilitate special events. The low-density neighborhood surrounding Carrie Blake Park uses the park for the local neighborhood.

PR 7.1.2 NEIGHBORHOOD PARKS

Locate additional neighborhood parks within walking distance of existing and proposed neighborhoods with passive and informal active open space.

Discussion: Neighborhood parks are typically between three and ten acres and serve the surrounding low-density neighborhoods of 3,000 to 10,000 people. These parks are within walking distance of neighborhood homes and provide an informal gathering space for nearby residents. They attract users from inside the neighborhood with a few amenities such as playground equipment, seating areas, picnic areas, open space, court games, community gardens and walking trails. These parks are not meant to act as a regional draw.

A few of Sequim's neighborhood parks include Margaret Kirner Park and Gerhardt Park. Others are needed to serve new neighborhoods as Sequim experiences growth. As new schools are proposed, partnerships with the Sequim School District can fill the void with neighborhood parks and play areas for the schools created on a common site. Agreements concerning park use, management, maintenance, and equipment replacement provide the legal framework to forge these partnerships.

Figure 7.1.2: Margaret Kirner Park

PR 7.1.3 SMALL AND SPECIAL USE PARKS

Integrate small, special use parks that serve residents within a quarter mile radius and visitors to Downtown into the City's urban fabric to meet specific open space needs such as providing respite, play for children, and specialized activities for all ages.

Discussion: Pocket-parks / mini-parks / tot-lots / community gardens are public spaces of a few hundred square feet to an acre or two that provide limited, special activities for local residents. Within residential neighborhoods, these parks are usually passive, serving a population of 500 to 3,000 people. In commercial or business areas, they are sitting areas for people-watching, having a casual meal, or maybe even engaging in a game of checkers.

Sequim has small special use parks in neighborhoods and in Downtown. Mary Kirner Park is at the edge of the Central Neighborhood, and Centennial Place, June Robinson Memorial Park, Heritage Park and Seal Street Park – all within Downtown – offer a place to rest and meet a friend before visiting one of Downtown Sequim's picturesque shops.

Figure 7.1.3 Seal Street

PR 7.1.4 PLAYFIELDS

Provide facilities for youth and adult organized team sports that serve the community, Valley and region.

Discussion: Dr. Standard Park and Haller Playfields are city facilities that are the primary venues of organized sports.

TYPES OF CITY PARK FACILITIES					
PARK CATEGORY		**WHO SERVED**	**SIZE (ACRES)**	**ACTIVITIES**	**LOCATION**
Community		All demographics in region (5-30,000 people)	20+	Active / passive rec.; team sports; events	Central to region service area (City, Valley and visitors)
Carrie Blake		S-D Valley; region	22	Multi-purpose; community events	Central
Re-Use Site		S-D Valley; region; tourism	29	Environmental stewardship; community events	Central
Keeler Park		S-D Valley	43	Open space; meet future demand	Southeast
Neighborhood		Residents within ½ to 1 mile radius	3 to15	Unorganized sports; family play; passive	Central to neighborhood accessibility
Pioneer Park		Downtown; visitors	4	Passive open space; smaller community events	Center of Downtown
Gerhardt Park		SW neighborhood; 3-5,000 residents	7	Active and passive recreation	South-southwest
Joint-Use with New Schools		SE and SW neighborhoods	(future)	Shared playground and sports fields	Co-located with future elementary schools

Special (tot-lot; mini-park; garden plot)		Nearby residents and / or visitors	Urban lot to an acre	Rest / relax; urban garden; child play; events	Small parcels of opportunity to serve immediate area
Heritage Park		Downtown; visitors	2,000sf	Relax	Downtown edge
Seal Street		Downtown; visitors	1,000sf	Relax	Downtown Core
Centennial Place		Downtown; visitors	0.20	Relax; weekly market	Downtown Core
Mary Kirner		S Central neighborhood	0.45	Active child play	Central edge
June Robinson		N Central neighborhood	0.25	Urban garden	Downtown Core
Major Sports Fields		Community and region	Varies		Large parcels of opportunity
Dr. Standard Park		Community and region	21.5	Organized team sports	West edge
Haller Playfields		Community, region and tourism	15	Organized team sports	Central

ACTIVITIES IN PARKS

PRG 7.2 ACTIVITY IN PARKS: Create parks that provide multiple activities to attract residents to parks.

POLICIES

PR 7.2.1 PARKS AND NEIGHBORHOODS

Create new and maintain existing green spaces and parks in the Senior Living District, Downtown District, and low density neighborhoods as gathering places for local residents to recreate and socialize.

Discussion: Residents and visitors gather in parks and neighborhood open spaces to interact with others in the community. Safety is a quality of life factor that allows people to network and experience parks, neighborhoods and each other. As the community grows and new neighborhoods build up, provide neighborhood parks that serve the residents of new developments (e.g., density bonuses, mitigation land banking, and creative right-of-way use). Development incentives in downtown zones encourage developers to provide pocket parks,

plazas, courtyards, arcades, atriums, pedestrian corridors, and through-block corridors; this is a regulatory tool that can be applied in other commercial districts as well.

The city's limited staff resources rely on partnership / volunteer stewardship programs utilizing local service clubs and organizations to watch parks and work with public safety officials to keep parks safe. As parks are redesigned and new parks are added, design for safety is enhanced by consulting public safety officials and utilizing crime prevention through environmental design (CPTED) principles and standards.

PR 7.2.2 PARTICIPATION AND PARTNERSHIP

Encourage participation in parks and recreation programs and special events to build social capital and serve as the backbone of a strong, engaged community.

Discussion: Opportunities to participate in recreation programs and special events offer healthy and enriching options to Sequim residents. The quality of life of citizens is increased when they interact and experience "small-town" and "friendly" situations. The social fabric of the community is strengthened providing benefits beyond the initial intent of the program of event.

These parks and recreation opportunities are offered through the City but also through other public and private providers. Of the public providers, the City of Sequim, the Boys and Girls Club, Shipley Center, Sequim Aquatics and Recreation Center (SARC) and Olympic Medical Center (OMC) work together to provide health, wellness and enrichment opportunities in Sequim. Partnerships between these organizations reach more people and pool resources to serve the community in a more sustainable manner.

PR 7.2.3 ASSISTANCE PROGRAMS

Provide affordable programs for disenfranchised youth and offer assistance to those in need so they may experience recreational opportunities in Sequim through scholarship and other assistance programs.

Discussion: Among the core purposes of a public parks system is to provide affordable and accessible recreation opportunities for residents of all income levels. Financing assistance for some programs may be necessary for some residents living on a limited income. Through partnerships, donations, and grants, services may be extended to those in need.

PARK ACCESS AND CONNECTIVITY

PR GOAL 7.3 PARK ACCESS AND CONNECTIVITY: Integrate a compact, interconnected urban park system to define the shape and feel of a city and its neighborhoods.

POLICIES

PR 7.3.1 CONNECT CITIZENS THROUGH PARKS & RECREATION

Foster a sense of community and improve the quality of life through a parks and recreation system that connects and engages the citizens.

Discussion: Parks offer neighbors, residents and visitors a place to gather and interact within the community. Recreation programs provide connections and a reason for being in one location together. To experience a "small-town and friendly" community, the opportunity for interaction must occur. Planned events, classes along with the venue are ideal for initiating activities that build community.

PR 7.3.2 CONNECTED SYSTEM OF PARKS AND RECREATION FACILITIES

Maintain and extend a balanced, well-connected system of parks and recreation facilities that are linked to all modes of travel.

Discussion: Sequim's urban parks include parkland, plazas, greenways, landscaped boulevards and civic spaces. These define the community layout, traffic flow, public events and the civic culture. Parks help connect people and neighborhoods while providing opportunities for exercise and enhancing emotional well-being by bringing nature "close to home." A well-designed parks system protects the natural environment, provides a range of recreation opportunities, and is integrated with the non-motorized component of the Transportation Element. Bike trails and walking paths that link neighborhoods, parks, and open spaces not only provide recreation, they also offer access to schools, shoreline access areas, mixed use centers and employment centers. Building upon the and linking to the Olympic Discovery Trail will help to connect the wide ranging areas of the city as part of a citywide trail and path system in the *Layered Network.*

Public open spaces and trails are acquired and developed within the financial capabilities and level of service standards of the Capital Facilities Element. Land for open spaces and trails is obtained through municipal or state programs, such as stormwater management and wildlife / wetland protection. Grants from public agencies and private foundations are primary sources to acquire land for open spaces and trails. Nonprofit special interest groups, such as the North Olympic Land Trust, also obtain conservation easements and create incentives for open space and trails system development that benefit the city. Development of non-park infrastructure such as utility corridors may also allow shared easements with public or private utility providers to add to the trail system where land may otherwise not be available.

PR 7.3.3 CONNECTED PARKS & RECREATION SYSTEM

Shape a connected parks and recreation system to build a sense of community and improve quality of life for all of Sequim's residents.

Discussion: The needs of Sequim's residents are broad in scope from community and neighborhood parks for children to run and play to small pocket parks for seniors to gather for a game of chess. The parks and recreation system connects and serves all and to address the community's needs for active and passive recreation opportunities. Recreation programs benefit the whole of the community and are comprehensive, enriching, and affordable for all citizens. These programs provide fitness opportunities for a diverse population. The physical structure of the parks system connects people on trails and provides parks within walking distance (see UG policy 2.1.2.1).

PR 7.3.4 CONNECTED SYSTEMS

Link parks, greenways, and other natural or restored lands to create an interconnected green-space system providing benefits for people, wildlife, and the economy.

Discussion: An example of facility integration that links open space and a trail is the route of the Olympic Discovery Trail that passes through Carrie Blake Park, River Bridge Park and others. These connected systems of greenways, paved and unpaved trails provide options for commuting, gaining access to neighborhoods, making wildlife path connections, connecting habitat through town to the outskirts, and bringing people to nature. New connections to implement the Bicycle element of the Layered Network (Fig. 4.5.1) are established as development occurs. Land donations, purchases, recreation easements and shared easements with other utilities (both public and private) are approaches to acquire property for the open space and trail networks. Well-linked trail systems provide a higher quality-of-life amenity for the citizens, adding social and economic value to the community.

FUNDING PARKS

PR GOAL 7.4 FUNDING PARKS: Provide park facilities to meet the needs and enhance the quality of life experience for residents today and into the future.

POLICIES

PR 7.4.1 METROPOLITAN PARKS DISTRICT (MPD)

Establish an equitable funding and management system for all local and regional parks, recreation, and open space facilities and programs in the city and surrounding Valley to best meet the common recreation needs of the region.

Discussion: One of the most-utilized approaches to fund parks and recreation services / facilities to satisfy regional demand is a taxing mechanism enabled in Washington State law called a "metropolitan parks district (MPD)." An MPD's geographic extent may be limited to the city's boundaries or may encompass several jurisdictional boundaries and include more than one city

and/or county. An MPD has the authority to acquire, manage, conserve and develop (for certain purposes) lands within the defined park area. To accomplish these goals, the district may levy property taxes, acquire matching grants, participate in development impact fees and real estate excise taxes, issue bonds and accept monetary and land donations. A MPD can also implement a fee structure for services provided.

Although Sequim is a fraction of the total Valley population (less than 25% in 2015), it hosts some of the most-used parks and recreation facilities in the area – these are used by Valley residents as they are by city residents. Most of these "regional-serving" venues are city facilities such as the Water Reuse and Carrie Blake parks, but at least one, the Sequim Aquatic and Recreation Center, is not. The Olympic Discovery Trail represents a third arrangement – it runs through multiple jurisdictions and its improvement and maintenance are shared by all.

An MPD that broadly covers the entire Valley spreads funding support for parks and recreation facilities and operations among the general population that uses city and non-city facilities. It operates as a junior taxing district with the same boundaries as the Sequim School District. Similarly, the relationship between shared costs and benefits is similar to the school district – while not everyone uses parks and recreation facilities every day, at various times in a lifetime, they do. Developing and maintaining these types of uses accessible to the general public is an investment in community that is shared by all, as everyone benefits at some time.

PR 7.4.2 PARK IMPACT FEES

Maintain a park impact fee system to help pay for the additional parks and open spaces to accommodate the needs of future residents.

Discussion: Parks impact fees pay to develop parks and park facilities for today's citizens into the future. The impact fees are collected when properties develop or when the land use changes and impact fees have not previously been collected. These fees assist in the acquisition and development of parks that are built to accommodate growing demand for recreation as the community expands and the population increases.

PR 7.4.3 TRAIL EASEMENTS

Seek opportunities to acquire access easements for trails that make connections to other trail segments or extend existing routes to system nodes.

Discussion: Access easements for establishing trails and access to parks are a high priority when large project developments occur, either as an offset to development impacts (e.g., for increased residential demand for trails) or to access commercial development incentives. These easements are agreed to by the property owner or dedicated on plats for new development. The City is responsible for maintaining the trail and the area on either side of the trail.

PR 7.4.4 DEDICATION OF PARK LAND

Dedicate active and passive park land as residential development projects are approved.

Discussion: As new properties develop, the dedication of park open space within subdivisions adds open space and recreational amenities for residents in the neighborhood. These projects support activity needs of residents young and old.

PR 7.4.5 GIFTS

Encourage the gifting of park land and accessories to subsidize the cost of park maintenance and development.

Discussion: Examples of gifts that contribute to the Parks system include Gerhardt Park, Work within the community to acquire desired park land and park accessories. A gift of other land may be accepted by the City and used in a land swap option to develop parks in a better location. Accessories can be features such as lighting, tables and benches, or play equipment.

PR 7.4.6 SUBDIVISION LAND SET ASIDE

Encourage the development community to avoid small unusable tracts or pieces of land for individual neighborhood parks and implement a strategy to coordinate larger neighborhood parks.

Discussion: Requiring developers to set aside a percentage of land as part of a subdivision seldom produces land that provides meaningful recreation. Instead, the community inherits a tract of land that isn't used and no one wants to care for. Incremental accumulation of park impact fees with each new development to acquire appropriately-sized parks in the right location is a better approach to meeting increased park demands.

Figure _____ below illustrates a comprehensive list of available funding options for Parks and Recreation facility developments.

Local Funding Programs	Capital Projects	Operations and Maintenance
General Fund Property Tax Sales Tax Interfund Transfer	✓	✓
Reserves	✓	✓
Real Estate Excise Tax (1/2 annual REET)	✓	
General Obligation Bonds (voter approved)	✓	
Limited Tax Obligation Bonds (Councilmanic, non-voter approved)	✓	
Revenue Bonds	✓	
Impact Fees	✓	
Donation	✓	✓
Park Districts	✓	✓
User Fees		✓

Joint Development	✓	✓
Joint Use	✓	✓
Philanthropy	✓	✓
Haller Park Fund	✓	✓

State Funding Programs	Capital Projects	Operations and Maintenance
Boating Facilities Program (BFP)	✓	
Washington Wildlife and Recreation Program (WWRP)	✓	
Aquatic Land Enhancements (ALEA)	✓	
Coastal Zones Management Fund	✓	
Other State Funding Programs as they become enacted	✓	✓

Federal Funding Programs	Capital Projects	Operations and Maintenance
Land and Water Conservation Fund	✓	
US Army Corps of Engineers Section 1135	✓	
Other Federal Funding Programs as they become enacted	✓	✓

PR 7.4.7 SIX-YEAR PARKS AND RECREATION C.I.P.

Establish an ongoing six-year Capital Improvement Plan (CIP) for parks and recreation facilities to bring increased focus on projects and funding to meet planned near-term needs.

Discussion: Capital Improvement Planning and the Parks and Recreation Master Plan address the issue related to the pursuit of leisure activities and the preservation of open space, habitat and the natural environment are essential to the quality of life enjoyed by Sequim residents and visitors. When the City Council adopted the Sequim Parks and Recreation Master Plan in 2015, it expressed as policy the community's objectives and priorities for the provision of parks and recreation space, and the capital investments needed to maintain those assets. The Parks and Recreation Master Plan outlines recommendations and guidelines for the acquisition, development, management, and funding of public parks and recreation facilities in the City's neighborhoods. The Parks and Recreational Facility Funding Policy states the the City should strive to develop the broad range of recreational facilities.

The City's capital improvement program (CIP), as it relates to it's Parks and Recreation Master Plan, is a list of proposed major improvements over the next six years. These improvements are arranged in order of preference to assure that they are carried out in priority and in accord with the City's ability to pay.

SUSTAINABLE PARKS

PR GOAL 7.5 SUSTAINABLE PARKS: Implement "green infrastructure" into park sites, buildings and facilities to conserve money, natural ecosystem values and functions.

POLICIES

PR 7.5.1 ENERGY USE IN PARKS

Practice energy conservation and utilize high-efficiency lighting and heating/cooling systems in City facilities to contribute to the financial and environmental health of Sequim.

Discussion: Parks are among the most valued public assets, but the cost of operating them is high compared to the revenues they generate. One way to off-set costs is to apply energy conservation practices such as using solar power, buying energy-efficient equipment and appliances, and using reclaimed water and recycled building materials. The city is committed to evaluate existing systems and processes to best manage resources in the future. Some energy-efficient products are more expensive than the less efficient option – it is important to know the life-cycle of the products and equipment to evaluate the true efficiency and cost savings compared to less costly alternatives that are also less efficient. Reviewing the triple bottom line, the environmental, social and economic effects, instead of solely the economic bottom line may also lead the City to make decisions that better serve the public over time. Grants and other aid may be available to assist with the funding for these upgrades.

PR 7.5.2 DESIGN PARKS & FACILITIES WITH NATURE IN MIND

Locate trails and open spaces in places that are mutually beneficial to the community for conserving nature and protecting environmentally sensitive areas.

Discussion: Trails are highly valued in areas that are important to preserve as open spaces such as wooded areas, drainage corridors, shorelines, scenic vistas, and other natural settings. Trails located along drainage corridors do not degrade the environmental functions and values of the area. Wetlands, drainage corridors and other areas that provide essential habitat for priority plant or wildlife species as passive open space are areas to designate and preserve. The Johnson Creek corridor and the Bell Creek corridor are two examples of environmentally sensitive areas that need this type of attention.

Multiple functions within the open space and trails system, including: stormwater management; viewpoints; protection of cultural resources; wildlife habitat; and passive recreation. The location, design, construction and management of park and recreation facilities are expected to be compatible with natural features (e.g., soils, geology, topography, and shorelines) and cultural resources.

PR 7.5.3 MANAGEMENT, MAINTENANCE AND OPERATIONS

Maintain and operate parks and their costs which vary widely depending on the type of facility (e.g., natural open space parks with limited trails are likely to require significantly less maintenance than an athletic field with associated restrooms) in a thoughtful and equitable manner.

Discussion: Another key consideration in future facilities planning is the community's ability to maintain parks. Staff relies on volunteers for help with respect to weeding, bridge maintenance and picking up litter. Routine maintenance efforts are falling behind.

The City should assess resources needed to manage and maintain park and recreation operations. This should include an evaluation of the current organization structure, staffing and outside contracting services. In addition, the development of clear and concise written management policy, procedures and practices for park and recreation operations is important.

PARKS AND ECONOMIC VITALITY

PR GOAL 7.6 PARKS AND ECONOMIC VITALITY: Continue to utilize parks as an indicator for creating positive economic benefits.

POLICIES

PR 7.6.1 PARKS & TOURISM

Recognize the significance of parks and recreation programs in Sequim as an "engine" that drives tourism through access to unique features, programs and experiences such as special events and festivals.

Discussion: The economic benefits to the community as a whole with an increase in overnight stays, shopping and dining in Sequim for festivals and events such as the Lavender Festival add significantly to the economy. Other visitors are drawn to Sequim through the regional appeal of the Olympic Peninsula. Soccer tournaments and other regional events draw visitors into Sequim as well. The continued marketing of Sequim and events to tourists drawn to the Olympic Peninsula enhances the success of these events and attracts more people to spend

money locally. The overall economic benefits to the community warrant continued support for programs, special events and parks facilities.

PR 7.6.2 PARKS INFRASTRUCTURE

Develop recreation facilities that provide sites for special events, sports tournaments and athletic events, which can be major sources of tourism and an economic benefit to the City of Sequim.

Discussion: Sequim's planned expansion of new park and recreation facilities including interpretive opportunities creates significant value to tourism and economic benefit to the community. The community's profile and identity are enhanced by incorporating significant cultural resources in the design and development of these new facilities.

PR 7.6.3 PARKS & PROPERTY VALUES

Recognize that parks, recreation and leisure amenities enhance property values and attract homebuyers, families, workers, and retirees.

Discussion: Properties located near desirable public parks can increase the value of nearby homes by 8% to 20%. Recreation and leisure amenities add to the quality of life of a community and draws new residents. Sequim is a marketable community with many amenities. As it grows, the quality and location of parks as well as the leisure services available continues to be an important factor in defining Sequim as a quality community.

PARKS AND RECREATIONAL PARTNERSHIPS

PR GOAL 7.7 PARKS AND RECREATION PARTNERSHIPS: Share parks and recreational opportunities by coordinating with County, State, Tribes, Port, Sequim School District, Sequim Aquatics and Recreation Center (SARC), private individuals and other local entities.

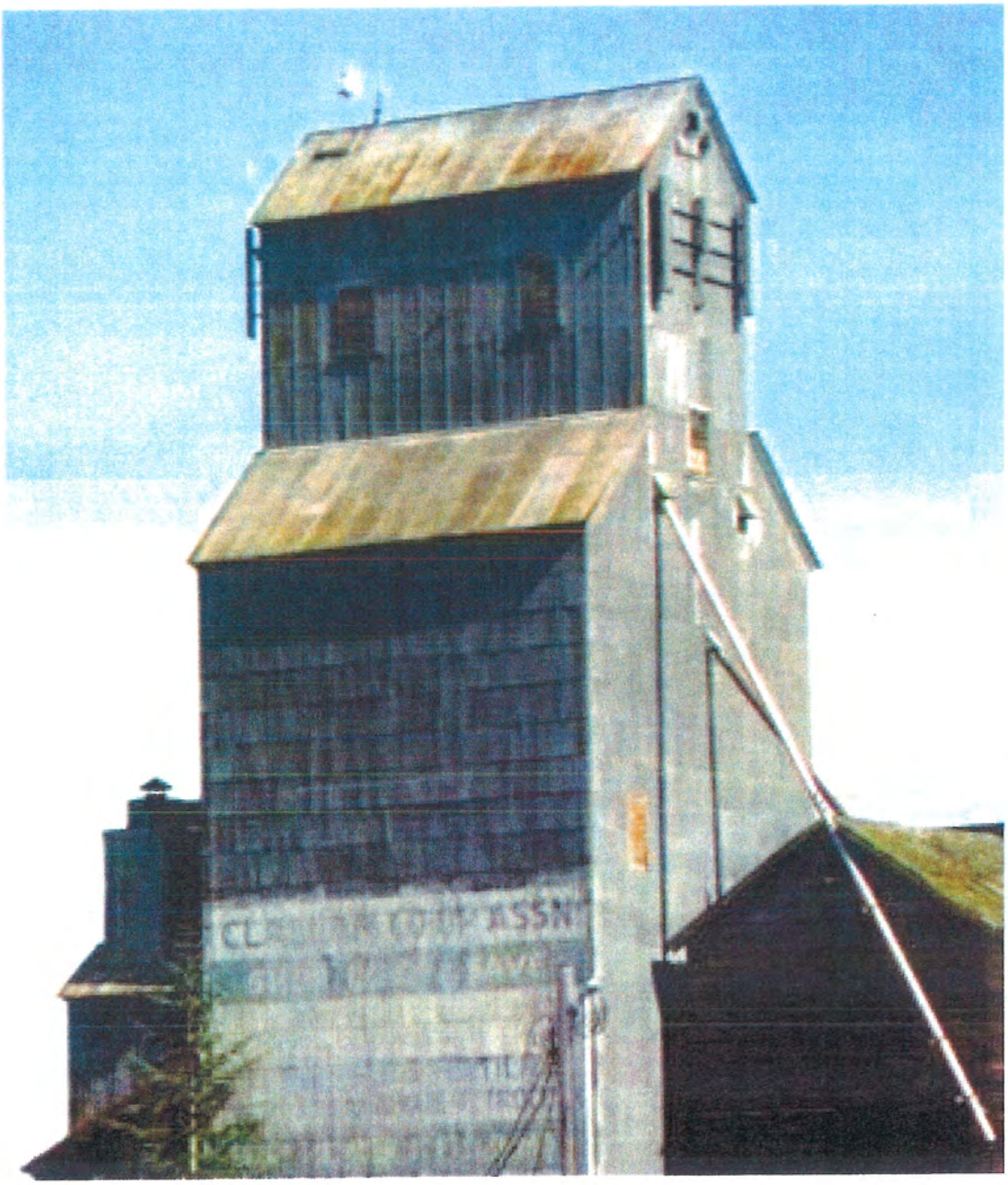
POLICIES

PR 8.7.1 PARTNERSHIPS FOR PLAY

Continue partnerships of parks and recreation services to serve Sequim and the commitment to the greater region.

Discussion: Increasing shared use of school buildings and grounds as places for public recreational after school and on evenings adds value to these facilities as public assets. Joint use agreements that share the costs and benefits of scheduled usage, management, and maintenance of facilities are cost-saving measures as there is less duplication of operation of public facilities. The use of City of Sequim Parks and Recreation facilities and services by other public entities is inherent to the practice of working in partnership with other community organizations.

CHAPTER 8
ECONOMIC DEVELOPMENT



8 ECONOMIC DEVELOPMENT

INTRODUCTION

The purpose of the Economic Development Element is to provide a framework to support the City's desired growth strategy to expand on the existing regional retail and downtown commercial opportunities, medical services and residential uses which currently exist within Sequim. Additionally, the potential exists to attract high-tech and light industrial development opportunities with living wage jobs for Sequim residents which will create economic stimulus for Sequim. This element offers insight to the issues of future growth, and points out opportunities for achieving a successful, prosperous and livable city with an exceptional quality of life in which to reside and conduct business.

The Sequim City Council adopted Core Values and Guiding Principles for Economic Development on October 13, 2014 and declared by Resolution that the City's most important role in economic development is to accomplish our mission, which is "We provide quality, cost-effective services, facilities, and infrastructure to build an exceptional community and a great place to live." The city government exists to create an environment that attracts residents, businesses and investment. Critical success factors form the foundations of our strategic, operational and financial plans. Sequim is a place where people realize their quality of life is good because open spaces are abundant, traffic congestion is minimal, city facilities are well maintained and utility services are provided in an affordable and reliable manner. The following is a list of the adopted core values and guiding principles which should be followed and used to help make decisions related to economic development opportunities:

1) Maintain strategic, operational, and financial plans to support the anticipated increase in businesses providing employment and residential growth while maintaining Sequim's small town atmosphere.
2) Continue to encourage tourism as an economic driver and promote the City's and the surrounding Sequim-Dungeness Valley's features and assets, including the natural environment, recreational opportunities, agricultural industry/heritage, cultural attractions and culinary experiences.
3) Maintain, advocate and work in partnership with regional and community alliances that improve the quality of life and economic vitality within the City of Sequim.
4) Provide the development community with a review process that delivers accurate and concise information as it relates to development standards and the costs of development to ensure that Sequim remains an attractive municipality in which to invest capital.
5) Support development and redevelopment within downtown Sequim which will preserve the district's small town charm, support pedestrian-oriented circulation, and retain the downtown core as the culture heart of the Sequim-Dungeness Valley.
6) Encourage the retention of the unique and small businesses that lend character to our City and are an attraction while supporting new development and infill development of regional retail shopping centers, light industrial, and research and development businesses that help create a diverse economy in Sequim.
7) Evaluate the economic development impact on proposed City regulations which will help maintain economic stability and health.
8) Continue to nurture its role as a desirable location for business, family, and retirement populations and to provide encouragement to the industries that support and serve these populations.

Today the City of Sequim's service and tourism industries are fully functioning and developed to accommodate tourist and residents at satisfactory levels. Specifically, the service and tourism industries within Downtown Sequim offer a friendly and welcoming environment to tourist and residents alike. Downtown Sequim is unique from downtowns in other cities because it remains an important and integral component to the local economy and Downtown Sequim is truly the heart of the community. While the City of Sequim's service and tourism industries remain healthy and strong; the City's production and light manufacturing industry is weak and the potential to grow exists. The Economic Opportunity Areas (EOA) proposed as part of this plan are located within close proximately to SR 101 interchanges and offer quick and reliable access for potential high-tech, light industry production and family-wage job opportunities. The City's desire to create a diverse economy with differing types of employment opportunities is linked closely to the availability of land and the opportunities to develop large parcel Economic Opportunity Areas (EOA).

VISION

Parts of the Vision guide the city's interests in Economic Development:

4. A more compact pattern of growth will create a future that is affordable in all ways – physically, environmentally, socially, and economically;

5. Downtown will grow in activity and purpose not only to serve as the heart of the city and surrounding Valley but also to function as the core of a residential neighborhood that is the setting of most multi-family development; and

6. Greater diversity in age, household type, ethnicity, income, lifestyle, housing, mobility, and economic activity will increase community opportunities, variety, and interest.

ED GOAL 8.1 ECONOMIC GROWTH AND DIVERSIFICATION: Utilize community assets and available resources to enhance opportunities for economic expansion and a broader economic base that provide living-wage jobs and increase resilience in the marketplace.

POLICIES

ED 8.1.1 ECONOMIC RESILIENCY

Diversify Sequim's employment portfolio by attracting companies that help grow and diversify the economy to reduce dependence on seasonal tourism, low-wage service jobs, and the healthcare industry.

Discussion: For long-term stability and prosperity, a balanced economy with inherent elasticity to withstand economic downturns requires more job sectors than retail / services, tourism, health care, education and government. The retail / services and tourism sectors are particularly vulnerable to economic recession with government not far behind. Attracting employers that have operational resilience to a weakening economy is a priority, even as these industries are sought in

most every city. *Stable, living-wage jobs for young adults and families* is the simple description of need most mentioned in community conversations about economic development.

The city's roles in assisting economic resiliency are presented in ED Goal 8.2.

ED 8.1.2 ECONOMIC DIVERSITY

Increase employment opportunities for the Valley's high school and college graduates who otherwise move to places of greater opportunity, through greater economic diversity.

Discussion: The hope for economic expansion stated in ED 8.1.1 is to attract new industries that bring opportunities for new business leaders, managers, and skilled workers. This opens doors for the age demographic most excluded from Sequim's economy, high school graduates who cannot find skilled jobs and college graduates who cannot find a career path in the limited range of employment in the Valley. The 18-40 age demographic isn't entirely missing from Sequim, but its presence is very low compared to the 60+ group that comprises nearly half the city's population. Since the younger age group includes couples in which both are wage earners, the range of employment affects the options for two people in most cases.

ED 8.1.3 FAMILY-WAGE JOBS IN PRIMARY INDUSTRY

Utilize the opportunities offered by large undeveloped parcels immediately adjacent to US 101 and designated High-Tech Light Industrial districts to attract major land uses that not only expand the city's economic base but also provide family-wage jobs.

Discussion: Two designated EOAs are located adjacent to the US 101 interchanges at Sequim Avenue and River Road and offer convenient transportation connection for large employers. High-tech, light industry is the most likely sector to provide primary jobs with good incomes, but institutional uses also meet this need. Both interchange sites provide good exposure to highway traffic that is consistent with the visibility desired by many companies.

Similar opportunities are afforded at the Battelle Northwest site within the east UGA, comprising over 50 acres of undeveloped land designated *High-Tech Light Industrial (HTLI),* and a similar-size district consisting of multiple smaller acreage parcels along Washington Street east of Rhodefer Road. The opportunity these sites present are tied to future improved connection to US 101 at a planned Simdars interchange.

Additional details about EOAs are presented in Policy LU 3.6.1.

ED 8.1.4 MAINTAIN DOWNTOWN

Support development and redevelopment within Downtown Sequim which preserves the district's small town charm, supports pedestrian-oriented circulation, and retains the Downtown core as the culture heart of the Sequim-Dungeness Valley.

Discussion: The health and vitality of Downtown are in the interest of all Sequim property owners, business owners, residents, employees and visitors. To maintain Downtown's critical functions to the community, Sequim continues to put emphasis on Downtown planning and development, including finding new uses for underutilized and undeveloped lands within the district. This emphasis also applies to strengthening the neighborhood by enhancing safety, creating more livable streets and promoting a social fabric where "small-town friendliness" is experienced every day. The city places strong emphasis on Downtown to create an economically healthy and diverse district, which has a mixture of uses, including retail, professional services, restaurants and special event opportunities. It is important to maintain a healthy balance between Downtown and the West-end Regional Shopping Center to ensure Sequim doesn't become another "any-city-USA" with just big box development and no vibrant pedestrian-oriented downtown to enhance community vitality.

The strategy to focus growth on Downtown is a long-term strategy. A vibrant future includes business opportunity, a diverse population and a varied housing stock that supports the needs of the people. The community as a whole must have strong advocates in education, small business development, entrepreneurship, recruitment and commitment to change the pattern of growth.

Directive measures of the 2011 Downtown Plan include promoting events, implementing a Main Street program in downtown, investing by the City, and recruiting of anchor tenants that bring shoppers to downtown. Continued implementation of the Downtown Plan supports existing local businesses and growth.

ED 8.1.5 SMALL AND INDEPENDENT BUSINESS RETENTION AND DEVELOPMENT

Encourage the retention of the unique and small businesses that lend character to our city while supporting new development that helps to diversify economy the local economy.

Discussion: Sequim's small businesses, most of which are independent, continue a 100-year plus legacy of providing retail and business services to the Valley. Most of the growth in tourism of the past 25 years stems from this service history. However, these small independent businesses are highly vulnerable to economic shifts in the market – there is no corporate help when the market shifts and an adjustment is needed. Many of these businesses are located in Downtown

and rely on the summer tourist season to propel them through the slower winter season, but other small businesses are sprinkled throughout the city in less visible locations.

Zoning regulations provide a protective environment that maintains the building scale and other development standards that fit the needs of small businesses that characterize Downtown. These also preclude large, national retailers from competing for sites in or near the Downtown Core. Outside Downtown, the Future Land Use Plan maintains well-defined community business districts – mostly on east and west Washington Street – to increase the identity of these places as places to meet residents' needs for goods and services outside the regional retail district of big box and national retailers. The city's design standards promote incremental visual improvement of these districts in the development of all new projects, adding to their appeal to customers.

ED 8.1.6 SUPPORT REGIONAL RETAIL DEVELOPMENT

Support the development of regional retail infill development of regional shopping centers.

Discussion: The continued support of the City's regional retail shopping centers while working to maintain Downtown as a vibrant activity center for the City is critical to the financial health of the City. Sequim has become an important regional retail center for Clallam County, providing a convenient retail resource for Sequim residents and the entire Olympic Peninsula. The financial benefit of the retail base became apparent once the City's west end became developed and the large national retailers started to serve as large contributors to the City's General Fund by means of Sales Tax collection. The Sales Tax Revenue collected in 2003 was $975,000 and in 2013 it was $2,253,000. This increase over the last decade has helped fund additional improvements to the City and continues to be a vital asset to the City of Sequim. Currently there are existing vacant lands in the City's west end and vacant properties in the east end which have the potential to be developed with similar national retailers, light industrial businesses, and research and development organizations.

ED GOAL 8.2 COMMUNITY ATTRACTION: Create an environment that attracts desired economic development that contributes to the community's needs and quality-of-life expectations.

POLICIES

ED 8.2.1 PLANNING FOUNDATIONS FOR ECONOMIC GROWTH

Maintain a set of policies that direct growth and development consistent with community quality-of-life expectations and implementing regulations that foster desired development, as primary foundations of economic development.

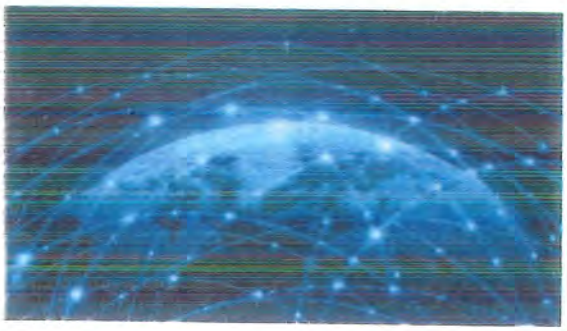
Discussion: A primary city role in promoting desired economic development is to be clear, concise, predictable, fast and straightforward in the conduct of assisting and processing development permit applications. Efficient administration of development codes stems from this Plan which is highly directive and communicative of community needs and expectations in great detail. It continues in regulatory procedures that lead to predictable outcomes – changes identified and supported in the Plan are reflected in development review procedures that are guided by that direction of the Plan. Discretionary approvals are limited to decisions about a project's fit within a specific location with the expectation that most applications are appropriate if consistent with the Plan *and* site-specific impacts are mitigated with conditions of approval.

A measure of a good comprehensive plan and good development codes is a preponderance of administrative decisions for land use actions. The greater the reliance on non-administrative approvals by a hearing examiner, board, commission, or Council, the less likely are found a plan that provides substantial direction and codes that state adequate intents and standards. Investors in economic development greatly prefer administrative reviews with decisions that are based on a good plan and development codes. The community is better knowing that growth and development occur on their terms, not on the politically-driven terms of the moment.

ED 8.2.2 INFORMATION TECHNOLOGY INFRASTRUCTURE

Encourage and implement the development of fiber optic systems and communication infrastructure to provide the highest technological infrastructure within the community.

Discussion: It is important for Sequim to encourage and implement the development of a sophisticated information technology infrastructure because in today's world economic activities are increasingly shaped by continuous and real-time interactions facilitated by information technologies (computing and telecommunications technology). Because these interactions differ so markedly from past interactions, which were more burdened by space and time constraints, their impact on industries and jobs has the potential to significantly reshape America's metropolitan areas, leading to growth for some places and decline for others.



ED 8.2.3 MARKETING THE LOCAL ECONOMY

Continue to grow the City's marketing opportunities to highlight Sequim's high quality of life and local economic opportunities. Encourage tourism as an economic driver and promote the City's and the surrounding Sequim-Dungeness Valley's features and assets, including the natural environment, recreational opportunities, agricultural industry/heritage, cultural attractions and culinary experiences.

Discussion: The natural environment of the greater Olympic Peninsula attracts many sight-seeing and adventure tourists. Business development to serve the outdoor recreation tourist is anticipated in Sequim. Sequim continues to get recognition as a great place to live. This press, acknowledging Sequim as the "Blue Hole" in western Washington, brings new residents from around the country to settle in Sequim.

One of the City's biggest strengths is its location along State Route 101 which is a primary means of access to the Olympic National Park and to Victoria, British Columbia. Annually, approximately 1,000,000 visitors drive north-bound through Sequim to visit the variety of Olympic National Park sites or to embark on the M/V Coho in Port Angeles to travel to Victoria. In the summer, high numbers of tourists drive to Sequim to partake in Lavender and agro-tourism related activities, including but not limited to the Sequim Lavender Weekend. In addition to its adjacency to tourist destinations, Sequim itself has a beautiful setting and quaint downtown which appeals to tourists as a side trip or a base from which they enjoy recreation in the surrounding areas.

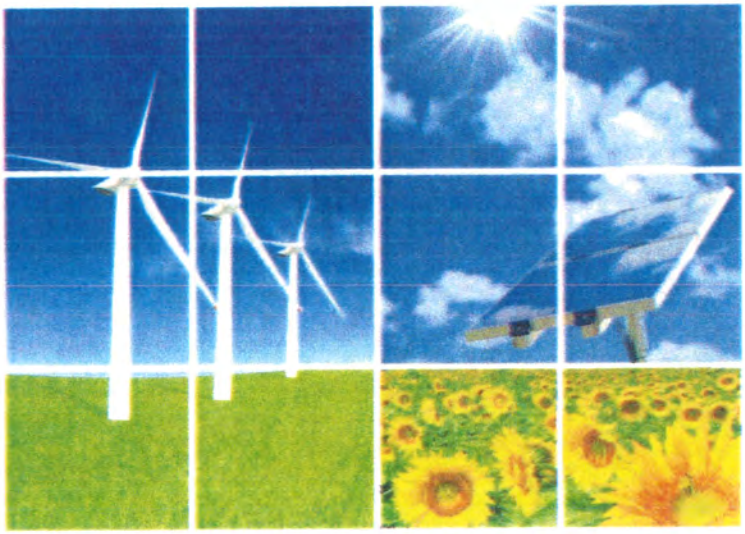
ED 8.2.4 NURTURE COMMUNITY ALLIANCES

Nurture relationships with regional alliances that support the essentials of creating a socially, economically and environmentally networked community. Maintain, advocate and work in partnership with regional and community alliances that improve the quality of life and economic vitality within the City of Sequim.

Discussion: Sequim is a community where alliances and partnerships are alive and healthy. The various alliances work together with the City to enhance the community's health, education, culture, history, infrastructure, and connections to the natural environment. Working in a collaborative manner with local non-profits, the Sequim School District, the business community, the S'Klallam Tribe, the health care industry and the North Olympic Development Council to enhance these attributes continues to be beneficial to Sequim residents, business owners, employees and visitors. The local factor which is critical to the success of creating opportunities for more jobs in Sequim is the education opportunities for the youth. Typically good employers locate where strong youth education opportunities exist. Maintaining a collaborative and healthy relationship with the Sequim School District will be beneficial to the recruitment and relocation of businesses to Sequim.

CHAPTER

9 ENERGY & ENVIRONMENT



9 ENERGY AND ENVIRONMENT

ENERGY INTRODUCTION

One of the foundations of planning for a sustainable future is to work towards alternative forms of energy that reduce dependency on fossil fuels, to increase efficiency in utilization of renewable sources of energy, and to promote energy conservation. Sequim's obligations to the future include enabling energy-efficient private development, exercising public leadership in energy efficiency, and planning the transportation network around energy-efficient mobility.

Based on its location within the rain shadow of the Olympic Mountains, Sequim has an advantage over most Western Washington communities because it can use solar energy for heating spaces. Sequim averages 250 precipitation free days a year, but many of those days are likely to be overcast. Steady technological improvements in active solar efficiency now allow energy generation on cloudy days, too, helping to reduce the time to amortize the investment.

To those wishing to reduce their energy costs through on-site solar energy production, the public interest involves a balance between allowing active solar (roof or ground-mounted panels) as well as passive designs in property development and the potential impact to neighboring properties and community aesthetics. If solar access is declared a "right" in city codes, adjacent properties may argue that their "right to grow tall trees" or to add the extra building height allowed in the zone district is infringed upon by the neighbor's desire to reduce energy costs. Sequim's initial foray into making specific provision for solar rather than just *encouraging* it in codes is presented more as an opportunity for homeowners rather than a restriction on surrounding properties.

Alternative energy includes more sources than the sun. Among these are biomass-fueled generation, geo-thermal and other heat extraction technologies, and wind and ocean turbine generators. These are all beyond the capacity of a city of Sequim's size and location, but they may be relevant regionally as areas for research and development or pilot projects. One example is the potential to extract heat from the City's reclaimed water system.

The City exercises leadership in energy conservation in the energy performance of new city facilities – the Civic Center achieved Leadership in Energy and Environmental Design (LEED) certification – and in managing ongoing energy costs. The conversion of city street lights to LED bulbs and the acquisition of hybrid staff vehicles are other examples of City conservation practices. On a larger scale, the City pursues energy efficiency in its growth framework by establishing a land use pattern and transportation network that provide capacity for substantial residential development within the UGA and reduce travel distance and costs, including energy.

The desire to have cost predictability and lower costs in transportation is a constant in society. However, the finite nature and disparate distribution of fossil fuels makes their pricing inherently volatile. Population centers of all sizes are also places where vehicles powered by energy other than fossil fuel – electricity, hydrogen, and natural gas – have an increasing presence. In Sequim, the high percentage of seniors (mostly, still active ones) and the convenience inherent in the community's size offer good reason to design the mobility network for energy-efficient vehicles.

ENERGY VISION

The Sequim 120 Vision Statement directions most related to ENERGY include the following:

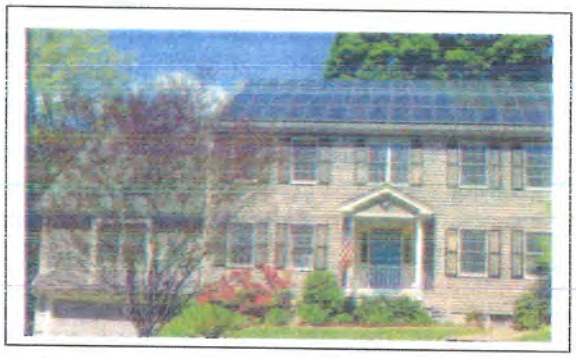
- growth will occur mostly within the current urban growth area rather than continuing to push outward;
- a more compact pattern of growth will create a future that is affordable in all ways – physically, environmentally, socially, and economically; and
- Sequim's role as a major steward and purveyor of finite natural resources in the Valley will be reflected in a pattern of growth that promotes efficiency in resource utilization and sustainable resource management;

EE GOAL 9.1 ALTERNATIVE ENERGY: Reduce the energy costs for residents, businesses, and employers by supporting utilization of alternative sources of energy.

POLICIES

EE 9.1.1 ACTIVE SOLAR GENERATION

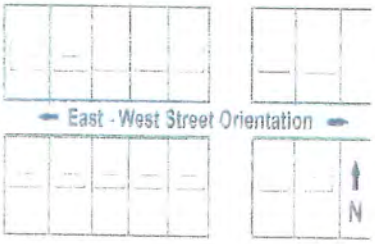
Accommodate active solar installations on roofs and ground-mounted on site when there is no direct impact to surrounding properties.



Discussion: Sequim's "Blue Hole" – the absence of clouds in the rain-shadow of the Olympics – produces more economic feasibility for solar panels than other locals in the greater Puget Sound region. As panel technology continues to evolve, installations are likely to become more common. Roof-mounted panels that conform to the roof have less impact on the design and appearance of structures, making these more "friendly" to the eyes of neighbors. Ground-mounted panels provide another option to add solar generation and do not detract from neighborhood visual quality if kept to rear yards and no higher than an 8-foot fence.

EE 9.1.2 SUBDIVISION SOLAR ORIENTATION

Encourage new subdivisions to accommodate use of passive and active solar energy systems with special attention given to street, lot and building orientation.



Discussion: Passive and active solar use in homes significantly lowers a households power use. To gain the most benefit from solar access, the house is oriented on the lot to provide the maximum exposure of the south face of the home to solar

radiation. In the subdivision process, street and lot configuration are planned to provide this orientation. An east / west layout of streets – the most traditional form of grid platting in the northern hemisphere – provides the greatest opportunity to maximize solar access to homes. For the most effective passive system, landscaping on the south side of the home is designed to avoid shading the solar features of the structure.

EE 9.1.3 SOLAR ENERGY – ACCESS PROTECTION

Include the impact on solar access for all properties when considering revisions to building height and bulk regulations for all zone classifications.

Discussion: The Land Use Chapter reorganizes and simplifies the land use districts to meet changing market demand and direct density and use intensity to districts where they serve broader community purposes. This re-design of the city's land use settings creates inherent ability to make gentle gradations in both height and building bulk. This is a particularly sensitive consideration where the Downtown District is adjacent to Low Density Residential (LDR) uses to the N, E, and W and at edges of the Senior Lifestyle District that are against LDR uses to the N, E, and W. These more intense districts allow structures from 35-45' high that could impact solar access to surrounding residences, but each of these districts provides for height gradations to protect the solar interests of adjacent LDR properties.

EE 9.1.4 NEIGHBORHOOD ELECTRIC VEHICLES (NEV'S)

Promote alternative transportation methods where layout the of the development is conducive to alternative transportation modes such as Neighborhood Electric Vehicles (NEV'S).

Discussion: In Washington State "Neighborhood Electric Vehicles" (NEVs) are allowed on public streets with a maximum speed limit of 35 MPH, provided that local regulations do not mandate a stricter standard (RCW 46.61.725). With a large senior population in Sequim, a NEV provides a good alternative transportation source. These vehicles have a maximum speed of between 25 to 45 miles per hour and can be easily recharged on a standard home current. Such vehicles have a range of approximately 40 miles.

Creating an updated street / pathway plan for the Senior Living District provides an opportunity to consider the operational characteristics of NEVs in the context of daily mobility needs of residents. Among the potential design considerations are: 1) a reduced speed limit within the district to lessen the chance and severity of accidents, 2) local streets that are designated for the exclusive use of NEVs and bicyclists, designed for the smaller scale of NEVs and bikes, and 3) mandatory fast-charge stations at major centers of care services and neighborhood shopping.

EE GOAL 9.2 ENERGY CONSERVATION AND EFFICIENCY: Reduce the amount and expense of non-renewable energy consumed by exercising City leadership in development practices and energy utilization.

POLICIES

EE 9.2.1 SMART DEVELOPMENT DESIGN

Encourage energy-smart site design in new residential subdivisions, commercial complexes, and other major developments.

Discussion: The city's main ability to influence project design to reduce energy use is by establishing an urban pattern that is energy-efficient and by instilling development standards that lower energy consumption. Prime among these actions is just planning the community to reduce the number and distance of car trips. This is achieved through traditional neighborhood design (TND) with the planned density range of three to six units per acre set within a street grid. While this low-density residential form is not "compact" relative to modern urban planning practices, it is greatly more efficient than the subdivisions that became the exclusive form of residential development after 1980 – with TND, more people live close to goods and services needed daily, and the connected grid produces more direct trips. As the city matures, the Plan provides an opportunity to meet some retail and service needs within neighbor centers (see Policy LU 3.5.1), further decreasing the length of vehicle trips and the number of trips for those within walking / cycling distance.

Connecting to places more directly is also relevant to the design of commercial developments. If connectivity to adjacent development is not designed into each project, a shopping trip may entail circuitous travel between businesses, requiring exit to an arterial to access an adjacent property. Development that has depth to accommodate cross-circulation alleviates this extra distance when the connection is inherent to site design.

EE 9.2.2 ENERGY CONSERVATION – NEW DEVELOPMENT

Encourage energy conservation measures in development projects to achieve energy efficient development through a combination of site planning, landscaping, building design, and construction practices.

Discussion: The city's development review process is diligent in insuring that all new development meets current state and federal energy codes. Energy codes that are administered at the local level are periodically updated to meet revised standards.

EE 9.2.3 CITY LEADERSHIP IN ENERGY EFFICIENCY

Provide civic leadership in reducing long-term energy costs by making cost-effective decisions on investments and operations of City facilities.

Discussion: City leadership in reducing energy consumption sets an example of the benefits to all when practices and technologies demonstrate life-span cost-effectiveness. City initiatives to

reduce energy costs include conversion of street lights to low-energy LED fixtures, building a new Civic Center to LEED Silver standards, and replacing city fleet cars with very fuel-efficient vehicles.

ENVIRONMENT INTRODUCTION

Protecting natural environmental systems and critical areas within the City of Sequim and its Urban Growth Area is an essential component of maintaining a high quality of life for the community. How the City and its residents tend to that environment has a great deal to do with the quality of life for all of us who live now and in the future in this greater community of the Sequim-Dungeness Valley.

A City that requires development practices to preserve and protect its natural and water resources, local ecosystems and native habitats will enhance the health and well-being of that community. Carefully-crafted environmental and land use regulations can actually enhance development opportunities while protecting the small-town, rural character of the City. These goals are not mutually exclusive or even incompatible with the development interests of landowners and business owners.

The preservation of wetlands, streams, native vegetation, and vegetative buffers can be marketed as amenities for new development. Protection of these critical areas as well as critical aquifer recharge areas provides the following benefits:

• Reduce costs to the community when stormwater management systems incorporate low impact development (LID) techniques and project designs are sensitive to the natural landscape.

• Reduce future utilities costs by protecting groundwater supplies and ensuring clean and plentiful water for the future.

• Provide greenbelts and interconnected open space, preserving habitat and maintain a natural diversity in the Sequim area through the provision of streamside and wetland buffers, and ensuring the protection of unstable slopes and ravines.

ENVIRONMENT VISION

The Sequim 120 Vision Statement directions most related to ENVIRONMENT include the following:

- rural lands will be preserved for the agro-tourism, food production, visual qualities, environmental values, and open space they afford city residents
- a more compact pattern of growth will create a future that is affordable in all ways – physically, environmentally, socially and economically
- Sequim's role as a major steward and purveyor of finite natural resources in the Valley will be reflected in a pattern of growth that promotes efficiency in resource utilization
- the community's image and identity will be promoted by active management and responsible stewardship of both the human-built and natural environments

EE GOAL 9.3 SURFACE WATER RESOURCES : Insure a sustainable future for the Valley's water resources and the benefits they provide both to urban and rural residents, and to the environment.

POLICIES

EE 9.3.1 WETLANDS - PRESERVATION

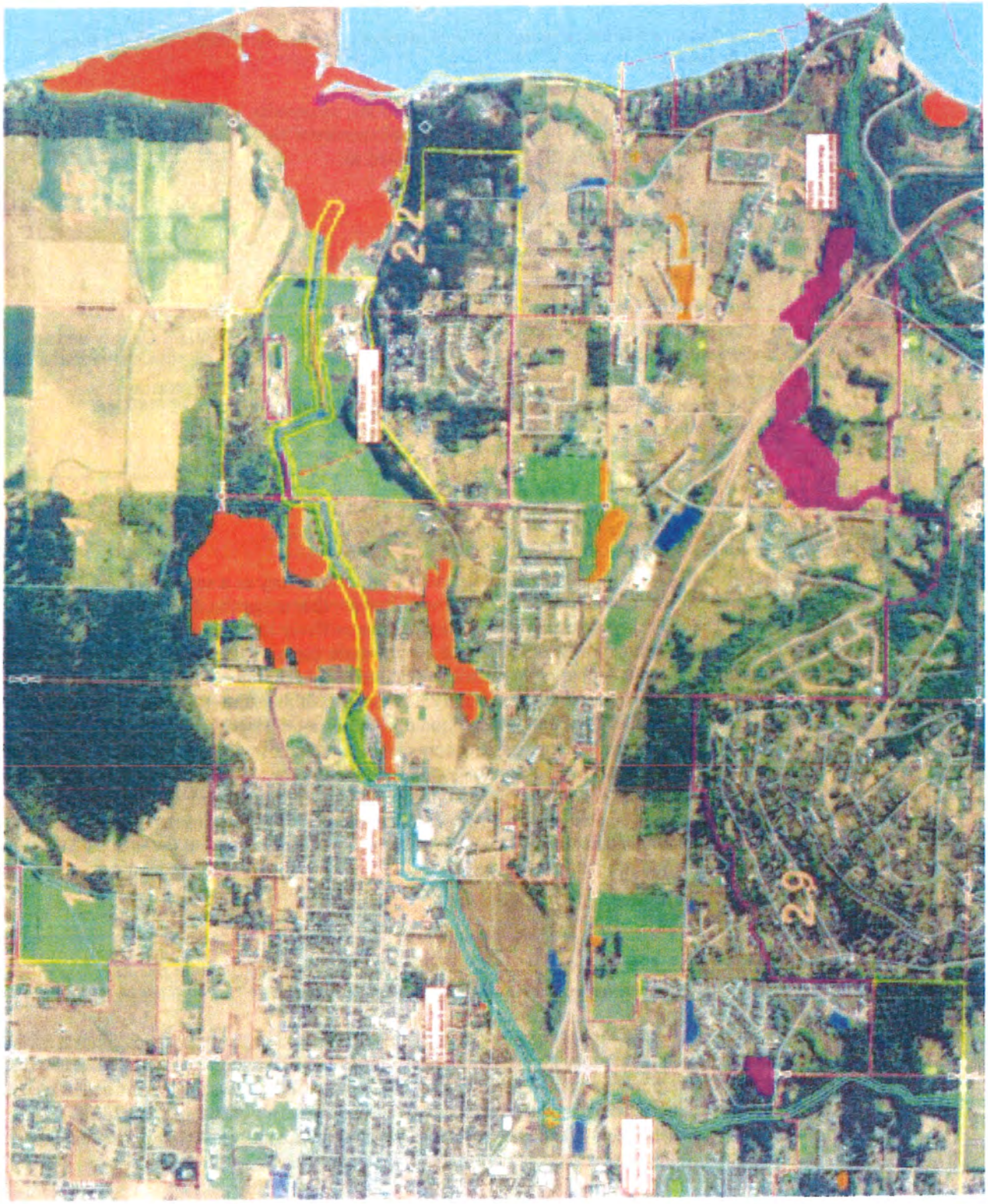
Preserve or enhance wetlands which are important for flood control, drainage, water quality, aquifer recharge, visual or cultural values or habitat functions.

Discussion: Wetlands are a valuable amenity to the City, providing for stormwater cleaning and storage, water quality preservation, wildlife habitat, and preservation of fisheries resources. Wetlands can also be used as educational tools and can be used by schools to teach students the interaction of wildlife species in their natural habitat. Wetlands are required to be protected under State law. The City has worked collaboratively with the State to adopt wetland protection standards that protect wetlands while accounting for the urban environment of Sequim.

EE 9.3.2 WETLANDS – REASONABLE USE OF PROPERTY

Balance the public benefits of preserved wetlands with the opportunity of property owners to have reasonable use of their property.

Discussion: The standard application of "stock" critical area regulations in every situation creates the potential to preclude use of property that is largely characterized by environmental conditions. Based on court cases, if a reasonable use of the property is not allowed, a "takings" takes place and compensation is due. If some reasonable use such as a single-family residence is allowed, a "takings" does not necessarily arise. Regulations which provide for a low-impact use and prescribe measures to minimize impact on the critical area resource provide a good balance between public interest in protecting natural conditions and the property rights of the owner.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EE 9.3.3 STREAM PROTECTION

Preserve, protect and enhance natural stream channels for their hydraulic, ecological and aesthetic functions.

Discussion: Development regulations, land dedications, easements, incentives, acquisition, and other opportunities are among the available means to preserve the natural functions of stream channels and riparian zones, including but not limited to:

- Acquisition of stream channels.
- Buffering of streams.
- Clustering of development away from stream channels
- Control of peak storm flows into streams.
- Provision of properly-sized culverts at road and driveway crossings.
- Cooperating with other managers of surface water, including Clallam County and area irrigation entities.
- Control of everyday runoff through implementation of permanent stormwater management plans and construction site mitigation strategies.

EE 9.3.4 STREAM ENHANCEMENT – BELL CREEK

Enhance and rehabilitate Bell Creek's degraded riparian habitat.

Discussion: Bell Creek is a significant feature in Sequim's history as a settlement and its future as a city. Indeed, the creek channel was originally just another irrigation ditch at the turn of the 20th century. But with irrigation flow from the Dungeness River all summer and salmon straying off course it came to be known as Bell Creek. Now, where there was once a trout-bearing stream, there is a seasonal watercourse for stormwater that even when flowing is hard to find along many segments of its course through the community. Restoration of the stream's banks and floodplain to maintain high water quality and reduce flood damage is not only good environmental practice that also improves visibility, it creates new opportunities to attract wildlife into the community and, in places, adds recreational value. Restoration objectives for an ephemeral Bell Creek, such as managing stormwater, restoring fish and wildlife habitat, and improving water quality, could be achieved as integrated elements of new private development adjacent to the creek and/or directly through actions taken by the City.

EE 9.3.5 STREAM CROSSINGS

Promote awareness and appreciation of the city's stream resources through the design of public right-of-way streams crossings.

Discussion: Stream and creek crossings should mitigate disruption to the function of stream and creek channels and their banks and provide opportunities for increasing the visibility and awareness of stream resources. Because the function of streams and the purpose of irrigation ditches are very different by design as well as by season, the City's assistance in making the public aware of these distinctions is important to expand public understanding of the resource.

EE 9.3.6 STREAM FLOWS

Manage water resources to provide for appropriate flows in streams and creeks to protect fisheries and recreational resources.

Discussion: Under natural conditions, stream flows are generally regulated by groundwater flows into the streams through seeps and springs. Ideally, rainwater percolates into the soil and then into the stream. Natural riparian zone conditions moderate peak storm flows, summer low flows and stream temperatures. When an area is developed, functions such as rainwater infiltration and natural riparian zone conditions need to be maintained in order to avoid a number of flow-related problems. These may include the following:

1. High peak storm flows that scour a stream bed.
2. Summer low flows due to lack of groundwater recharge.
3. High stream temperatures. (For example, stream temperatures greater than 68 degrees Fahrenheit can lower a salmonid's resistance to disease or kill fish resources.)

There are many ways to avoid and/or mitigate these problems with new or existing development, especially when natural sources of surface water, including stormwater runoff, can be supplemented with reuse water produced at the Water Reclamation Facility. One of the primary functions of stormwater management and critical areas regulations (among others) is to protect riparian zones and stream flow levels appropriate for City resources.

EE 9.3.7 WATER REUSE – CLASS "A" WATER

Encourage use of the City's Class "A" water generated through its water reclamation facility for irrigation and other non-potable uses.

Discussion: The City of Sequim is located within the Dungeness Watershed, one of 16 fish-critical basins in Washington due to shortages of water. In January 2013, the State Dept. of Ecology put into effect a water management and instream flow rule within the Dungeness River basin (East Water Resource Inventory Area 18 [East WRIA 18]). WAC 173.518 regulates water use to help protect stream and river flows within the basin to protect senior water rights, fisheries and other instream resources. The use of Class "A" water for irrigation or other non-potable purposes lessens the need for potable water and may help maintain stream flows for habitat purposes.

A pipeline system ("purple pipe") is established to provide Class "A" reuse water into the City. As new development occurs, such as new subdivisions and commercial operations, purple piping for reuse water is a necessary element of development approval in order to optimize the management of all regional water resources.

EE 9.3.8 STREAM WATER QUALITY

Provide protection for surface water quality to allow beneficial uses in and downstream of the City, including but not limited to fish, shellfish and wildlife use; recreation; swimming and aesthetics.

Discussion: The City holds a primary duty to protect surface water resources from contamination resulting from stormwater runoff, industrial/commercial/municipal operations, construction activities, and residential activities such as gardening and onsite septic systems. Protection methods include stormwater management and other regulations as well as education and outreach, since contamination is most often from diffuse ("non-point") sources and many polluters are unaware that their personal actions cause (or prevent) water pollution.

Stormwater runoff in an urban area typically contains many pollutants resulting from streets, parking lots and other surfaces; in fact, runoff from landscaping and small crops or gardens can even cause contamination. Depending on the source, the pollutants in runoff may include heavy metals such as lead, chromium, and zinc; oil, grease or coolant; pathogens (bacteria); nutrients; pesticides; and petroleum byproducts. Other pollutant sources include improperly maintained or failing septic systems, leaking underground storage tanks, agricultural activities, hazardous material storage or dry wells if contaminants are introduced. Educational programs offered by the Clallam Conservation District (CCD) and Clallam County Environmental Health (CCEH) may be available to help minimize pollutant sources from agricultural and residential activities, respectively. In addition, state agencies have many resources regarding avoidance of stormwater pollution.

EE GOAL 9.4 GROUNDWATER RESOURCES: Insure the quality and quantity of groundwater to sustain a healthy future for the City and Valley.

POLICIES

EE 9.4.1 GROUNDWATER QUANTITY

Preclude or mitigate the adverse impacts of land uses which pose a potential significant impact on groundwater quantity, especially within potential aquifer recharge areas.

Discussion: The majority of Sequim's water supply is provided from the Port Williams and Silberhorn Wellfields, both of which tap underground aquifers at varying depths. The long-term viability of these resources is important for public water supplies as well as for base flow to streams. Protections are needed for the sources of water that recharge groundwater aquifers and the land areas with high potential for aquifer recharge; in addition, withdrawals must be tracked and managed. Adding new sources of supply, such as treated stormwater and reuse water produced by the Water Reclamation Facility – through artificial recharge, for example – helps optimize the City's available supplies of surface and groundwater over time. Continuation of regional groundwater level monitoring and water use monitoring creates the opportunity for periodic assessment of regional supplies for long-range capacity planning.

EE 9.4.2 GROUNDWATER QUALITY

Provide for the protection of groundwater quality for beneficial uses including public water supply.

Discussion: Groundwater resources are negatively impacted by a variety of potential pollution sources – once groundwater is contaminated, it is extremely difficult or impossible to repair. Stormwater runoff can contain many pollutants resulting from streets, parking lots and other surfaces; in fact, runoff from landscaping and small crops or gardens can even cause contamination—as described above. In Sequim, where coarse soils absorb runoff very well, stormwater management regulations are particularly important along with outreach and education. Educational programs offered by the Clallam Conservation District (CCD) or the Clallam County Environmental Health (CCEH) may be available to help minimize pollutant sources from agricultural and residential activities, respectively.

EE 9.4.3 STORMWATER

Implement a storm and surface water management plan to reduce water quantity and quality impacts from runoff.

Discussion: Type, location and design of development can reduce the impact of destructive erosion and flooding, reduce risk, and protect water quality and habitat. Through implementation of a stormwater management plan, drainage plans for construction projects use best management practices to show how runoff and stormwater are collected on-site, and in some cases off-site, to reduce the impact on natural drainage systems and on the community; in Sequim, this is often accomplished through infiltration of runoff into soils with naturally-high percolation rates. Surface water and groundwater quality and supplies are protected, and the impacts on fish and wildlife are decreased when best management practices are followed. Less runoff ends up in the sanitary sewer system reducing the environmental and economic impacts on the community.

EE GOAL 9.5 HABITAT: Maintain the diversity and presence of wildlife and native species in the Valley to enhance its ecological sustainability.

POLICIES

EE 9.5.1 PRESERVATION OF WILDLIFE HABITAT

Maintain wildlife through the preservation and enhancement of its habitat.

Discussion: Wetlands, riparian vegetation, streams, and steep slope areas generally provide habitat for wildlife. When such areas are identified as supporting endangered or threatened species, measures such as acquisition or additional buffers should be considered. Incentives tied to development are another technique to protect habitat.

EE 9.5.2 WILDLIFE HABITAT CORRIDORS

Establish fish and wildlife habitat corridors where steep slopes, wetlands, stream ravines, or stream corridors provide a continuous corridor that provides food, shelter, water and/or minimal impacts due to human intrusion.

Discussion: Continuous undisturbed areas provide the best wildlife habitat functions. The best wildlife habitat areas are where there is a combination of a water source (wetland), food source (wetlands, forests), and areas of shelter (forested areas) that have minimal intrusion by people. In Sequim, these corridors are located along the steep slopes and stream canyons of Bell and Johnson Creeks and bluffs along the marine shoreline and lower terraces of Happy Valley and Bell Hill. These are generally the areas where only lower-density development is appropriate.

EE 9.5.3 WILDLIFE HABITAT AREAS – BELL CREEK WILDLIFE HABITAT AREA

Expand the Bell Creek Wildlife area to complement ecological functions, natural habitat, and passive recreation of the State-owned refuge.

Discussion: The Washington Dept. of Fisheries & Wildlife (WDFW) manages the 89-acre Bell Creek Wildlife area north of the Water Reuse Park between N. Blake and Rhodefer Road. The WDFW manages the area for the conservation, restoration and enhancement of Garry Oak forest and associated prairie habitat as well as stream and riparian restoration. Habitat types include deciduous dominant riparian forest, marsh wetland, forested wetland, wet upland meadows and oak-woodland prairie. The prairie habitat supports many butterfly species such as the Propertius duskywing butterfly whose larvae feed only on Garry Oak leaves. The wildlife area supports animals and plants that are significant or indigenous to the Sequim area. One mechanism to expand the Bell Creek Wildlife area is through the dedication of open space to the Bell Creek Wildlife area by new development adjacent to the area.

EE 9.5.4 PRESERVE NATIVE SPECIES

Preserve "legacy trees," Garry Oaks, cactus, and other plants and animals designated and identified as being significant and indigenous to Sequim's distinctive climate.

Discussion: A "legacy tree" is one that is recognized as a community landmark due to its species, age, size and location. One legacy tree is the Garry Oak at Sequim Avenue and Spruce Street. The Garry Oak (Quercus garryana) is the only oak native to Washington State. In Washington, this oak primarily occurs in grassy savannah like settings in dryer locations with gravelly dry soils associated with glacial out wash. These settings shared by the Garry Oak provide greater habitat diversity than the Douglas fir forests typically found in western Washington.

Habitat enhancement for 21 rare and/or declining species that reside in these areas, including the Bell Creek Wildlife Area, helps to maintain this diversity. One such species is the Propertius duskywing butterfly (Erynnis propertius). Propertius duskywing butterfly larvae feed only on Garry Oak leaves.

The only cactus native to western Washington is found in the Sequim area. This cactus is the Brittle Prickly Pear (Opuntia fragilis) and only occurs in the rain shadow of the Olympics.

EE 9.5.5 STREAM CULVERTS

Improve the continuity of significant stream channel habitat and the ease of fish migration.

Discussion: Stream crossings should mitigate disruption to the stream channel and its banks. Putting stream channels into conventional pipe culverts compromises salmonid spawning habitat and food sources. Further, pipe culverts impact the natural conditions and aesthetics of a stream channel. When a crossing is necessary, a bridge or culvert design with gravel bottom ("bottomless culvert") maintains the floodplain's width and grade to better replicate natural conditions.

EE GOAL 9.6 SUSTAINABLE DEVELOPMENT: Sustain growth without degradation of the natural environment and ecosystems by utilizing "green" development and best management practices.

POLICIES

EE 9.6.1 SITE DESIGN

Continue to promote the use of "adaptive platting" to create lots that preserve existing vegetation and reduce impervious surfaces and associated impacts to critical areas, wetlands and groundwater resources.

Discussion: The City's topographic diversity and the intersection of the city by streams, irrigation lines, and wetlands mean that not every subdivision can confirm rigidly to an informal grid standard. Preservation of existing vegetation is among the most effective and economical ways to maintain drainage on a site and successfully achieve connected green belts and native-species landscaping goals.

The Sustainable Sites Initiative™ (SITES™) is an interdisciplinary partnership led by the American Society of Landscape Architects (ASLA), the Lady Bird Johnson Wildflower Center at The University of Texas at Austin and the United States Botanic Garden to transform land development and management practices through the nation's first voluntary guidelines and rating system for sustainable landscapes, with or without buildings. The guidelines and rating system . . . create this essential missing link in green design (Note: excerpted from American Society of Landscape Architects web site on SITE).

EE 9.6.2 LOT DESIGN

Promote "innovative lot design" and "low impact development" techniques which provide protection of critical areas and buffers while allowing for reasonable use and development of property.

Discussion: The City's 2012 Critical Areas Ordinance provides safeguards to protect property rights by insuring that all properties are allowed a reasonable use. One fair and equitable solution is to allow alternative setbacks that increase separation from the sensitive condition while reducing setbacks where less separation along boundaries does not undermine the public interest and still meets the code's intent.

EE 9.6.3 LOW IMPACT DEVELOPMENT

Promote "low impact development" (LID) to minimize impervious surfaces and hardscapes, recharge the aquifer, reduce runoff, and conserve natural resources.

Discussion: Current stormwater best management practices minimize impervious surfaces and, when runoff occurs, keeps it on site and preferably infiltrated to protect surface water resources and replenish groundwater supplies. These practices have been named "LID" or "green infrastructure," to distinguish them from traditional pipeline systems ("gray" infrastructure). Sequim's absorptive soils and underlying drinking water aquifer offer great opportunity for replenishment with infiltrated stormwater; however, groundwater quality must be protected to ensure the long-term viability of this water source for people as well as the environment.

EE 9.6.4 GREEN CONSTRUCTION PRACTICES

Promote "green construction" to balance development with a sustainable environment.

Discussion: The city's affordability and sustainability are enhanced by utilizing LEED (Leadership in Energy and Environmental Design) and other standards for green development with a priority on energy, cost and materials efficiency as well as low maintenance needs. The 2015 Civic Center – certified as a LEED Silver building – is an excellent demonstration of development that reflects the community value of sustainability. The city set a "lead by example" statement of what is expected of public and private projects in a community that seeks a sustainable future.

EE 9.6.5 DEVELOPMENT IMPACT AND BEST AVAILABLE SCIENCE METHODOLOGY

Consider the use of "best available science" methodologies when assessing the impacts of proposed development on the surrounding environment and ecosystems.

Discussion: The use of "best available science" while assessing environmental impacts is strongly recommended by the State Dept. of Ecology (DOE). The use of "best available science" provides the following benefits:

- Provide the most accurate information regarding the extent of a "critical area".
- Provide an accurate analysis of the impact of development on the critical area.
- Provide best management practices to mitigate impacts of development on critical areas.
- Reduce the possibility of appeals of City decisions regarding new development proposals.
- Provide added protection to the City should a lawsuit be initiated against the City or a prospective developer.

EE 9.6.6 REGIONAL COORDINATION

Ensure success of programs affecting sustainability in areas outside the city limits by coordinating and cooperating with adjacent and overlapping jurisdictions, including partnering with the Jamestown Tribe to promote an ethic of environmental stewardship.

Discussion: The State Department of Fish and Wildlife, Audubon Society, Tribes and other agencies and governmental entities are involved in water resource management, water quality, fish species and habitat preservation, and many other initiatives that touch on sustainability. The city's participation in regional coordination is tied to the inherent "blindness" of these natural features to jurisdictional distinctions and the need to share resources and commit to consistent strategies. For example, the City could support developers' and homeowners' efforts to implement the State's Fish and Wildlife Department "Backyard Wildlife Sanctuary Program" that provides voluntary wildlife habitats within new developments and existing neighborhoods. Coordination also includes cooperation with Tribal efforts to maintain and improve shared environmental resources.

CHAPTER

10

HISTORIC AND CULTURAL RESOURCES

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10 HISTORIC AND CULTURAL RESOURCES

INTRODUCTION

When a community preserves its historic and cultural heritage it is making a statement about itself, and about its citizens: who they are; where they have been; what they have done and are doing; and where they are going. Sequim is a friendly small town with a decidedly rural atmosphere. Its citizens desire to maintain that community character by deliberately preserving its rich and diverse historic and cultural resources that are worthy of that effort for preservation and celebration.

The City of Sequim acknowledges the wealth of historic and cultural resources, which are essential to the natural beauty and rich heritage of the Sequim Dungeness Valley. Preservation of that heritage of the community has been identified as a key component in the *City of Sequim's Comprehensive Plan* update process. The importance of Sequim's agricultural past and its contributions to future tourism-related economic development continues to be recognized through the successes of the numerous annual festivals celebrating that history and that culture.

Historic preservation has many facets. It primarily involves the identification, maintenance, renovation, restoration and re-use of buildings and sites important to the community's history and sense of place, culture and traditions. These buildings and sites may represent significant building styles or development patterns representative of a particular era, or specific periods in the community's past. Or these places could be associated with important personages and historic events.

National and State Historic Registries

The *National Register of Historic Places* is the nation's official list of buildings, districts, sites, structures and objects that are significant in American history, architecture, archaeology and culture. Under the National Preservation Act (1966), the states work in partnership with the federal government to expand the list according to specific criteria used for evaluation of the historic significance of the nominated property or place.

There is only one site and building, the Sequim Opera House, within the City and its Urban Growth Area that is listed on the *National Register*; there is an additional building (Sequim Town Hall –1914) that is listed on the *Washington State Heritage Register*.

An additional thirteen sites in the Sequim-Dungeness Valley areas are currently registered *Washington State Heritage Register* or in the *National Register of Historic Places*. The majority of the sites reflect the pioneer and agricultural activities that occurred throughout the Sequim Dungeness Valley. Several sites, however, have antecedents as pre-historic Native American places dating back many thousands of years before non-Native settlement. On-going archeological research indicates the presence of important archeological resources throughout the Sequim region. The potential for uncovering additional archeological resources is a standard consideration before site planning and development occur.

Resources of Local Significance

The Sequim community recognizes the need to identify those historical and cultural resources that are unique and important to the Sequim Dungeness region. Examples of these resources include irrigation ditches, unique views and vistas, special landmarks (such as the old barns and farmsteads), and the traditional agricultural land use patterns as well as other historical structures associated with the agricultural heritage and coastal history of our community.

Native American sites as old as 14,000 years show continuous occupation by the Peninsula's tribal communities, which are irreplaceable resources of human history. The community values that historical and cultural tradition and intends that the city create regulations that preserve sites that may be discovered as the city develops.

Incentives for Historic Preservation

The City of Sequim, with other private organizations, county and state agencies, may assist in the preservation of historic and cultural resources by providing special programs and incentives. These may include property tax credits; relief from strict application of building code requirements; and the use of conditional use permits. The City could also establish its own "Sequim Heritage Registry" honoring buildings, sites, places, and peoples with plaques and markers that briefly describe the historic and cultural significance.

RESOURCE PRESERVATION

HCR GOAL 10.1 PRESERVATION OF PLACE Preserve the history of Sequim and Sequim-Dungeness Valley by protecting the features and artifacts that help to identify 12,000 years of culture and heritage.

POLICIES

HCR 10.1.1 GROWTH / PRESERVATION BALANCE

Identify and support the preservation of sites and structures in the City and its Urban Growth Area that have archeological, cultural or historic significance, while accommodating the requirements for growth that is inevitable in attractive communities.

Discussion: The identity of communities is founded in people and places that combine, over time, to form cultures. The biggest challenge to cultural preservation is community change – growth and development are primary stimulants of change and attract the greatest attention of those who value preservation.

One of the benefits of absorbing most growth within the urban growth area where the pattern of development covers lands that are now substantially modified. While it is still possible that any infill development site could reveal artifacts, the chances are much greater that rural lands outside the UGA are venues of past human activity. Sustaining the city's adopted urban growth strategy, including its goal to preserve rural lands that is a duty of the County, provides an effective

balance between the potential impacts to settlement legacies from growth and development and the need to accommodate the changes to the community's landscape that growth brings.

HCR 10.1.2 DOWNTOWN'S HISTORIC VALUE

Encourage revitalization strategies and preservation efforts for the restoration of buildings, walkways and features of the Downtown core and surroundings, which recognize, emphasize and capitalize on the historic traditions of Sequim and the Sequim-Dungeness Valley region.

Discussion: Maintaining the presence of city government and other civic and cultural functions such as the Library, Olympic Theater Arts, Museum, and Sequim Open Aire Market in the city's Downtown core helps promote community identity, cultural focus, and appreciation of local history. Buildings and locations that have played a significant role in Sequim's history are important to record in a local register, mark with a plaque or sign, and preserve through incentives provided in the city's development codes.

HCR 10.1.3 INCENTIVES FOR HISTORIC PRESERVATION

Assist in the preservation of historic and cultural resources by providing special programs and incentives.

Discussion: The city has limited capacity to assist preservation efforts other than through regulatory mechanisms and partnering with other civic entities. Among the potential assistance to preserve properties are property tax credits (through state designation); relief from strict application of building code requirements, and the use of conditional use permits for re-use of historic structures. A "Sequim Heritage Registry" honoring buildings, sites, places, and peoples with plaques and markers that briefly describe the historic and cultural significance is one way to bring attention to community heritage without minimal public expense.

One practical step to identity a history disguised by recent "façade improvements" to appear more "modern" is to conduct an inventory through records research and, with the assistance of property owners and tenants, an examination of structures to reveal any lost original character. From this, a natural progression in preservation is to enact standards and procedures to restore heritage facades, often supported by local incentives for use or intensity of development.

HCR GOAL 10.2 HERITAGE EVENTS AND ARTS Celebrate Sequim's community heritage by continuing the local traditions of festivals, community events, and media and performance arts that contribute to Sequim's identity.

POLICIES

HCR 10.2.1 CITY SUPPORT OF HERITAGE EVENTS

Utilize city government resources including grounds, facilities and staff to sustain the legacy of community events which reflect Sequim's standing as a special place to live and visit for over one hundred years.

Discussion: The City of Sequim is the proud home of two renowned festivals and a host of events throughout the year that draw visitors to the City and enhance the quality of life for residents. The Sequim Irrigation Festival is the longest continuous running festival in the state of Washington and holds distinction as one of the best places to "escape" to experience a small town celebration. The festival celebrates the opening of the irrigation ditches in 1895 that brought water from the Dungeness River into the arid valley turning fallow fields into fertile farmlands. The Irrigation Festival takes place the first week in May and includes a grand parade, family fun day, carnival, logging show and many more events. Festival royalty serve as ambassadors for the City and represent Sequim in parades and events throughout western Washington all year.

Sequim has become internationally known as the Lavender Capital of North America® and hosts the annual Sequim Lavender Weekend the third weekend in July. The event includes the Sequim Lavender Festival® with a large street fair downtown, lavender farm tours throughout the Sequim-Dungeness Valley, and a wide variety of community sponsored events including art shows, concerts, a quilt show, and live theatre. The event draws visitors from all over the world to take in the sights, smell, and taste of this versatile herb.

Through contracts with the production organizations, these events are supported with funds from the City's Lodging Tax Fund, which is legislated to promote and support tourism efforts. In addition to the two large festivals, the City supports several smaller and new events throughout the year through the Lodging Tax funded Tourism Enhancement Grant program.

HCR 10.2.2 CULTURAL CONTRIBUTIONS TO TOMORROW'S HISTORY

Promote and support cultural events and resources such as theater, music, art and sculpture, as well as historical artifacts, that form today's culture and tomorrow's history.

Discussion: The City Council demonstrated the value of community culture when it established the Arts Commission in 2014. [City support of MAC, too.] [more from KKR . . .]

JAMESTOWN S'KLALLAM TRIBE CULTURAL LEGACY

The banner of the Sequim 120 process states that the foundations for the community's growth planning are *people*, *place*, and *paths to the future*. Understanding and respecting the Native society that preceded Sequim's incorporation as a city by thousands of years and continues to thrive as part of the Sequim-Dungeness regional community are inherent to these foundations. The Jamestown S'Klallam Tribe's presence throughout the Valley is evident in the local economy, environmental stewardship, cultural traditions, and city-Tribe partnerships. The value to the Sequim community to nourish its relationship with the Tribe as partners, neighbors and friends is found in the following statement in the Tribe's Comprehensive Plan:

> "For ten thousand years, a nation of people lived and prospered on these lands of the Olympic Peninsula. These strong people of the S'Klallam tribes had a system of governance, engaged in commerce, managed natural and human resources, and exercised power over their territorial boundaries. The people created a rich culture of art, song, spirituality, traditional knowledge and social structure. They promoted leadership, self-sufficiency, self-reliance, and a code of conduct within their community that served as a basis for strength, pride and survival.
>
> This was a nation, a government and a community, independent and interdependent.
>
> It still is."
>
> *(Jamestown S'Klallam Tribe Comprehensive Plan)*

INTRODUCTION

For thousands of years, the S'Klallam ("strong") people lived in villages along the north coast of the Olympic Peninsula, moving with the seasonal resources and living in harmony with nature. While historians originally thought that man could be traced back 10,000 years on the Olympic Peninsula, the discovery of the Manis Mastadon in 1977 offered definitive evidence that humans, presumably Indian, hunted on the Olympic Peninsula as early as 14,000 years ago. The S'Klallam people occupied multiple permanent and temporary village sites in the Sequim-Dungeness Valley. In addition to hunting in the mountains and harvesting and fishing in the salt and fresh waters of the area, the S'Klallams maintained the Sequim prairie by burning it back each year to create habitat for berries and other edible plants, and new grass to feed the deer and elk they hunted. Their culture relied heavily on the red cedar tree, which provided wood for shelter and canoes as well as bark which was used for clothing, baskets and blankets.

In the 19th century, non-Indian settlers began to arrive in the area, desiring the same abundant lands and waters that were so important to the S'Klallam people. In 1855, the S'Klallam leaders signed a treaty with the federal government with the understanding that they would always be able to hunt, fish and gather in their "usual and accustomed" grounds. As the original inhabitants of Sequim, the S'Klallam people looked for ways to preserve their lifestyle, identity and cultural ways.

In the 1970s, the Jamestown S'Klallam people joined with Tribes across the nation in a movement to gain justice for those whose treaty rights had been ignored for more than a century by the federal government. Several key court decisions reconfirmed their treaty rights to hunt, fish and gather at their historical sites

and waterways, and it was determined that Tribes and the State must co-manage these resources. Through a long legal process, the Jamestown S'Klallam Tribe was "re-recognized" by the United States government on February 10, 1981. This finally confirmed the Tribe's rights as a sovereign nation, and they formalized their government (similar to any local, state or federal government) under a Tribal Constitution.

Though much has changed since the settlers first arrived, it is as important as ever to the S'Klallam people to preserve natural and cultural resources. The Tribe balances its 21st century needs with the importance of preserving natural and cultural resources, making land use decisions that respect its traditions and look forward seven generations. The Tribe works with other governments to do the same.

The Jamestown S'Klallam Tribal government is a leader and well-respected partner in the areas of economic development, health care, natural resources, cultural preservation and the arts for the ultimate benefit of all who share the Sequim-Dungeness Valley.

There are potentially significant historical/cultural resources throughout the City and its UGA where the Tribe has a vested interest in protecting and preserving data about its heritage, culture, ancestors and lifeways. The National Historic Preservation Act contains specific regulations governing historical and cultural resources, particularly under Section 106, that must be followed by governments and individuals alike. Early identification of these sites and resources provides the opportunity to protect them in advance of development, and reduces the potential for sudden, inadvertent, and haphazard discovery and recovery. It is in the interest of Tribal people, pioneers, city and rural dwellers alike, to recognize, understand, and protect the foundations of history upon which we all stand. It is through the remnants and relics of culture that we learn who we are and who we have become.

But culture is also a living thing; we see it in the art and sculpture of totems we now carve, and in the stories we continue to write and to tell. We revere it in the form of salmon returning to our rivers and streams, around which we have woven modern tales, art, and practices. There is little difference between the historic use of native plants or the cultivation of the Sequim prairie, and the cultivation of lavender, wine, or crops for the benefit of a community. The ancient history of a Native community has become intertwined with the more recent shared and common relationships of the families and co-workers that make up the modern Sequim community.

PRESERVATION OF NATIVE HERITAGE

HCR GOAL 10.4 HISTORY AND CULTURE Preserve the history of Native culture in and around Sequim by protecting the features and artifacts that help identify 12,000 years of Native presence.

POLICIES

HCR 10.4.1 COMMUNITY HERITAGE

Protect significant Native sites and cultural resources as an integral part of the heritage of the Sequim community.

Discussion: Cultural resources are oral and written histories, genealogies, personal names, songs, dances, cultural artifacts, as well as both marine and terrestrial traditional and contemporary resource harvest areas and sites. Natural resources crucial to tribal identity such as shellfish, shellfish beds, salmon streams, and kelp beds qualify as cultural resources, due to their

connections to tribal history and both historic and contemporary hunting and fishing practices. Archaeological resources such as shell middens, village sites, intertidal fish traps, culturally modified trees, homesteads, historic buildings, graveyards, and historic harvest sites provide detailed examples of tribal culture and history. Sites of 12,000 years of continuous Tribal occupation are irreplaceable resources of human history.

The Sequim-Dungeness Valley is rated as moderate to high probability for the presence of cultural resources using the predictive model developed by the Washington Department of Archaeological and Historic Preservation (DAHP). The identification of presence or absence of archaeological resources in the landscape is essential prior to development activities; site assessments and consultation with Tribes and DAHP are important steps in such identification. The objective of identification is data recovery and resource conservation.

HCR 10.4.2 FLORA AND FAUNA IN CULTURAL TRADITIONS

Utilize growth policies and an ethic of environmental stewardship to preserve the presence of native flora and fauna that are inherent to the traditions and lifestyles of the S'Klallam people.

Discussion: Native plants and vegetation, such as cattail, eelgrass, hazelnut, nettles, salmonberry, Western Red Cedar and Garry oak, were traditionally used by Indian people of the Olympic Peninsula for a variety of purposes, including clothing and medicine. The right to gather such vegetation is reserved by the S'Klallam people in the Treaty of Point No Point. Preservation of these resources and habitat in which they grow is essential to ensuring the ability to practice the treaty right. The ability to fish, hunt and gather are guaranteed by the United States government as a fiduciary responsibility, and Sequim has a role to play in ensuring that the United States is able to fulfill that trust responsibility.

The city's Urban Growth policies (see Chapter 2 Urban Growth) express the need to stop the conversion of rural lands and activities in the Valley to non-rural uses. This is a primary means to maintain native flora and fauna in the Valley – the continued growth of non-rural / semi-urban development outside designated urban growth areas decades after the advent of statewide Growth Management laws no only threatens Sequim's vision as the center of a rural valley but puts species and resources inherent to the Tribe's history and future at great risk. The city's development policies (see Chapter 3 Land Use) reinforce rural preservation by insuring that urban land resources are used efficiently to accommodate the bulk of Valley growth. Further, the city recognizes its responsibility as a provider of urban services to apply good management and stewardship to minimize impacts on the surrounding natural environment (see Chapter 9 Energy and Environment).

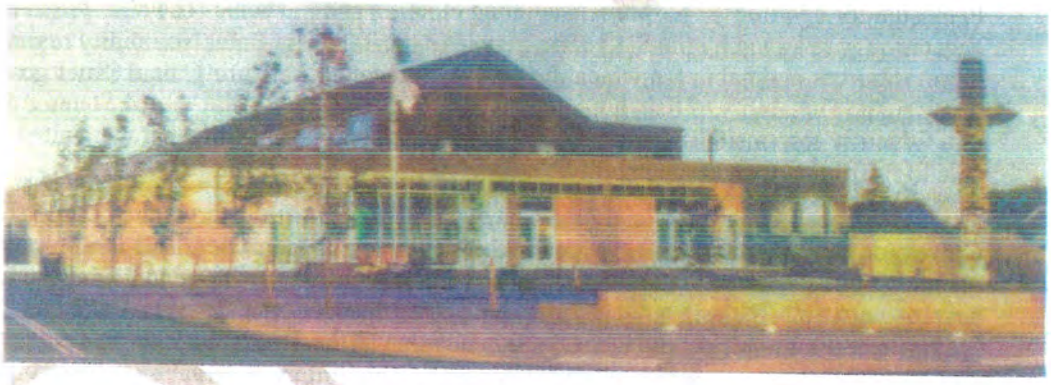
The treaty rights of the S'Klallam Tribes reserve the use of usual and accustomed places for the harvest of finfish and shellfish. Tribal citizens exercise this treaty right on the waters and tidelands of Sequim and Dungeness bays and their tributaries. Maintaining the ability to harvest these cultural and economic treaty resources relies on the health of the aquatic habitat of our streams and bays. Projects such as the replacement of the roadway at Gibson Spit benefit both the City and the Tribe's interest in a healthy aquatic habitat; extending municipal wastewater service to the Tribal administrative campus in Blyn ensures that the environmental quality of Sequim Bay meets standards to support continued health and harvestability of treaty resources into the future (see CFU 5.2.3).

HCR 10.4.3 TRIBAL PRESENCE

Partner with the Tribe to maintain the visibility and prominence of indigenous culture and identity; and on projects that benefit economic health, recreational opportunities, and quality of life in the community.

Discussion: The contemporary presence of the Jamestown S'Klallam Tribe in relation to the city of Sequim is manifest first and foremost by the Tribal people who reside within the City limits. The shared heritage of pioneer and Native extends to our neighbors, friends and co-workers. Second, the Tribe is a property owner within the City, managing apartment units on Bell Street and contributing to available affordable housing. More visibly, the Jamestown Family Health Center is a beneficial provider serving citizens of Clallam County both Native and non-Native, of all income levels. As a sovereign nation, the Tribe is a leader in providing recreational, environmental, service and economic opportunity that benefits the entire community.

The Tribe's presence in and connection to the civic and social life of the Sequim community is also experienced visually by citizens and visitors. The iconic totem in the Community Plaza that is a landmark for the Civic Center and another totem in Pioneer Park are just two of several Tribal contributions to the community that tie the Jamestown S'Klallam Tribe and Sequim community. Through consultation with the Tribe the city has opportunity to increase tribal historic and contemporary contributions to the iconography of Sequim's facilities and streetscapes.



CHAPTER

11 PLAN IMPLEMENTATION

"Make it so . . ."

Jean Luc Picard, Cpt.
USS Enterprise

Plan Implementation: Spending and Regulating Consistent with the Plan

I. RCW 36.70A.120 *Planning activities and capital budget decisions — Implementation in conformity with comprehensive plan.*

Each county and city that is required or chooses to plan under RCW 36.70A.040 shall perform its activities and make capital budget decisions in conformity with its comprehensive plan.

Capital Facilities Plan and 6-Year CIP

II. RCW 36.70A.040 Who must plan — Summary of requirements — Resolution for partial planning — Development regulations must implement comprehensive plans.

. . . the county has a population of fifty thousand or more, the county and each city located within the county shall adopt a comprehensive plan under this chapter and development regulations that are consistent with and implement the comprehensive plan . . .

Updating Development Regulations for Consistency:

1. New zoning classifications

2. New subdivision standards (include provision to apply to plats vested after date of Plan adoption)

3. Revisit building codes and environmental codes