CHAPTER

3

LAND USE

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.

2015-2035 FUTURE LAND USE MAP (FLUM)

Land Use Map Designation		Related Plan Policy
AG	Agriculture Conservancy	LU 3.7.1
SFR	Single-Family Residential	LU 3.2.1 to 3.2.8; LU 3.4.1 to 3.4.7
LD	Lifestyle District	LU 3.3.1; LU 3.3.2; LU 3.3.3
NB	Neighborhood Business	LU 3.5.1
CB	Community Business	LU 3.5.2
HC	Highway Commercial	LU 3.5.4
RC	Regional Commercial	LU 3.5.3
DD	Downtown District	LU 3.3.1, 3.3.2, 3.3.4
HTLI	High Tech Light Industrial	LU 3.6.1, 3.6.2
HC/W	Heavy Commercial/Warehouse	LU 3.5.5
EOA	Economic Opportunity Area	LU 3.6.1, 3.6.2, 3.6.3
PRC	Planned Resort Community	LU 3.8.1
P	Community/Regional Park	PR 7.1.1
NP	Neighborhood Park	PR 7.1.2
OS	Open Space	
ES	Elementary School	CFU 5.10.1; PR 7.1.2
SCH	School Campus	CFU 5.10.1
	Neighborhood Park (Future Vicinity)	
	Elementary School (Future Vicinity)	

City Limit

Urban Growth Area

0.5 0.25 0 0.5

Mile

Field verification of the accuracy of any information contained in this map is the sole responsibility of the user. Parcel information was obtained from Clallam County. Parcel lines are based on available public records and existing map sources, not from field surveys. Parcel lines have been adjusted to better fit planimetric data. The parcel mapping may contain inaccuracies and should not be relied upon for site-specific analysis, property acquisition, determination of rights-of-way, property dimensions, or land area. No representation of warranty regarding the positional accuracy of any map feature is either expressed or implied by publication of this map. By accepting this map, the user releases the City of Sequim from any and all direct liability for actions of decisions made based on information contained in this map.

2015-2035 Future Land Use Map

Adopted: 10/20/2015

Resolution: 2015-16

CITY OF SEQUIM

Date: 11/23/2015

FUTURE LAND USE PLAN DESIGNATIONS, USES, DENSITIES AND PROBABLE ZONES

Land Use Designation	Typical Land Uses	Planned Density Range	Potential Zone Class.
Single-Family Residential (SFR)	Single-family, detached homes; by CUP: neighborhood parks, schools, public services, special needs housing.	Lots of 5,400 sf min. and 14,500 sf max. (4-8 du/ac.); min. plat avg. of 4 du/ac.	SF4-8
Lifestyle District (LD)	Housing of all varieties and density; neighborhood retail; health-care offices, clinics, hospitals; congregate care and assisted living; public services and facilities.	Only limited by height and site requirements	LD
Neighborhood Center (NC)	Neighborhood retail and services; multi-family housing in integrated, planned MU developments; public facilities.	Only limited by height and site requirements	NC
Community Business (CB)	Community retail and services; public facilities.	NA	CB
Regional Commercial (RC)	Regional retail;	NA	RC
Highway Commercial (HC)	Visitor and tourist retail, service and lodging.	NA	HiC
Heavy Comm. / Warehouse (HC/W)	Contractor yard; wholesale; warehouse; light product assembly and finishing	NA	HC/W
High Tech Light-Industrial (HTLI)	Research, design, manufacturing, and assembly of high-value products in indoor facilities with office-like exteriors	NA	HTLI
Economic Opportunity Area (EOA)	Determined by subarea plan: high-tech light industrial, institutional, regional retail, mix of residential / retail / employment	If Residential is included, determined by sub-area plan.	EOA (SF4-8 as placeholder)
Downtown District (DD)	As per 2011 Downtown Plan: full range of community-serving uses with specified exceptions.	Determined by FAR and max. height	DC, DMU-I, DMU-II
Planned Resort Community (PRC)	Residential of varying densities and types, local retail and services, tourism activities (by master plan).	As adopted in master plan.	PRC
Agriculture Conservancy (AC)		NA	AC
Neighborhood Park (NP)	Active sports and passive neighborhood recreation	NA	SF 4-8
Major Park / Open Space (P/OS)	Community-wide sports and passive recreation; preservation of natural areas, habitat, ecology	NA	P / OS
Schools (SCH)	Public schools	NA	SF 4-8

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 RESIDENTIAL 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.

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

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."

Fig. xxx Net vs Gross Density

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. 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.

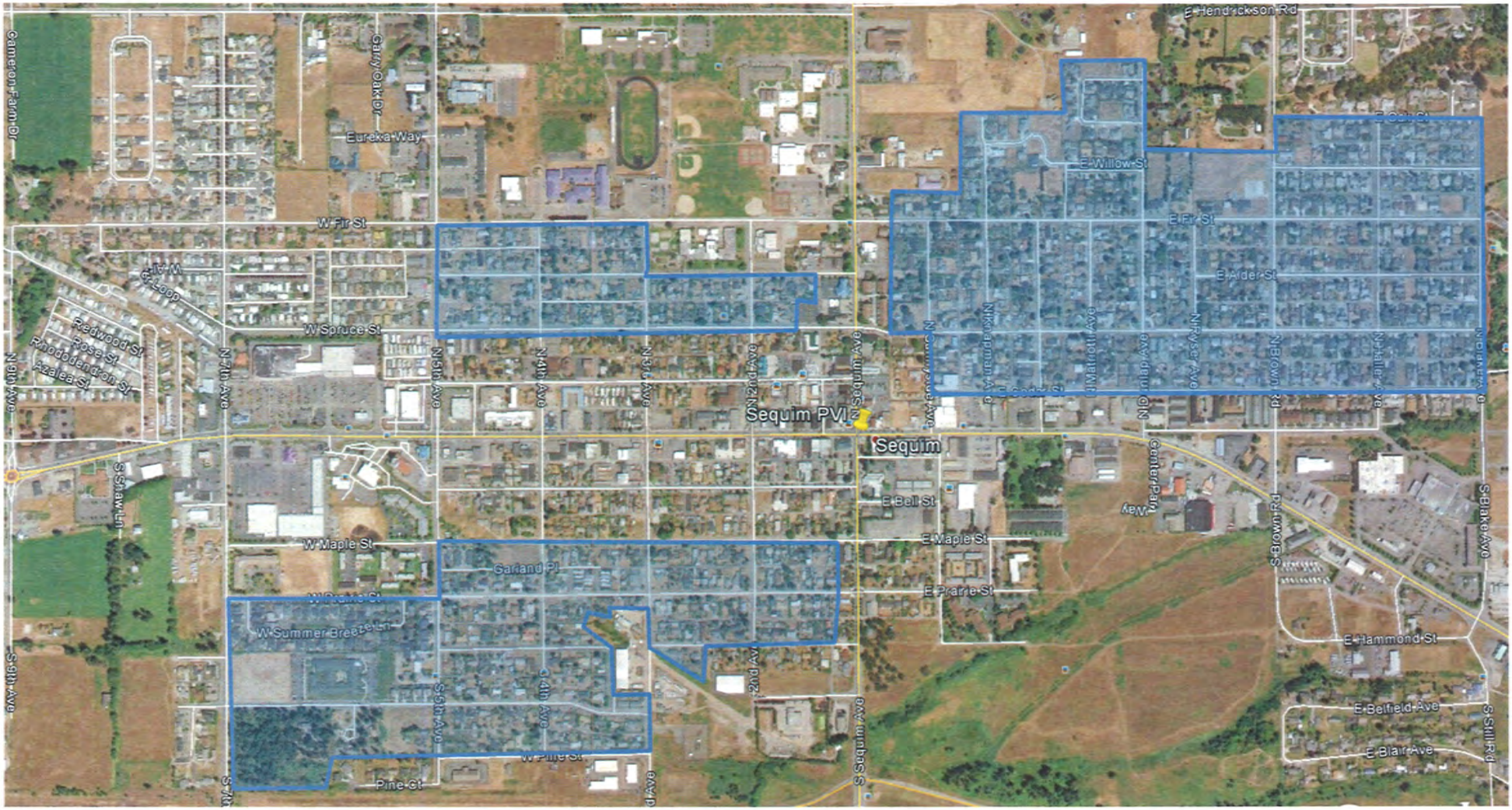
The design of subdivisions and visual quality and character of development also contribute to the legacy of being "small-town, rural." Subdivision regulations and city-wide design standards that reflect this character are critical to meeting community expectations to grow with quality.

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.

Single-Family Residential 18' Maximum Height Districts



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.

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 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 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 LIFESTYLE DISTRICT

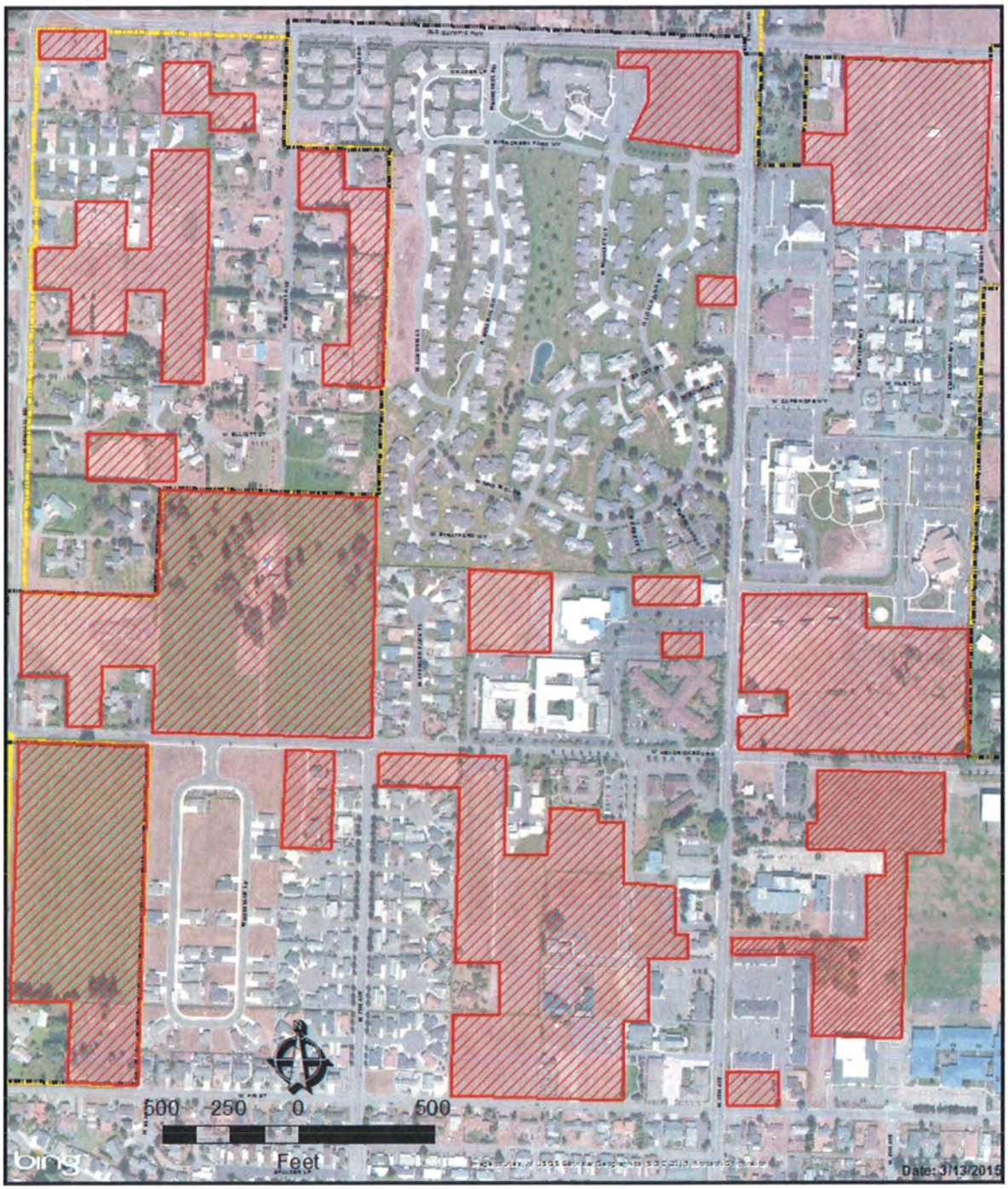
Enhance and foster continued growth of lifestyle options for seniors in a neighborhood setting that provides a broad range of housing types, services, mobility options and health care facilities to support "living-in-place" through the many stages of senior life.

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 *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,



Opportunity Site

City_limits

UGA

Lifestyle District Opportunity Sites

CITY OF SEQUIM

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.

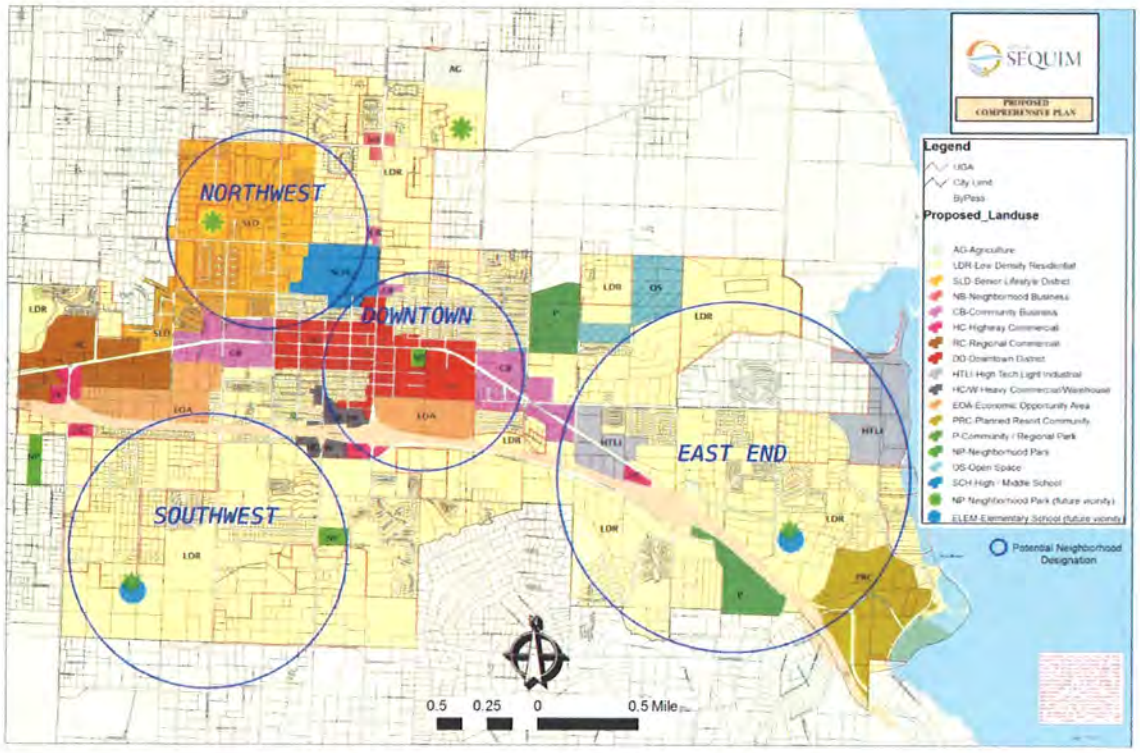


Fig. x Potential Neighborhood Designations

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 policy

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 fed 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. On corner lots, an option is to allow direct access to a garage off the side street, preserving the front yard as an exclusively pedestrian setting.

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, the context of infill development, and other conditions may pose constraints or provide opportunities on how parking for houses is provided. 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 improved 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.

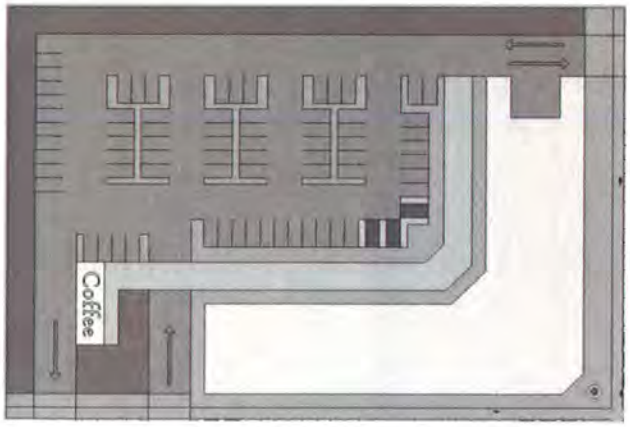
POLICIES

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 site 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.

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 COMMERCIAL

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 Commercial 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.

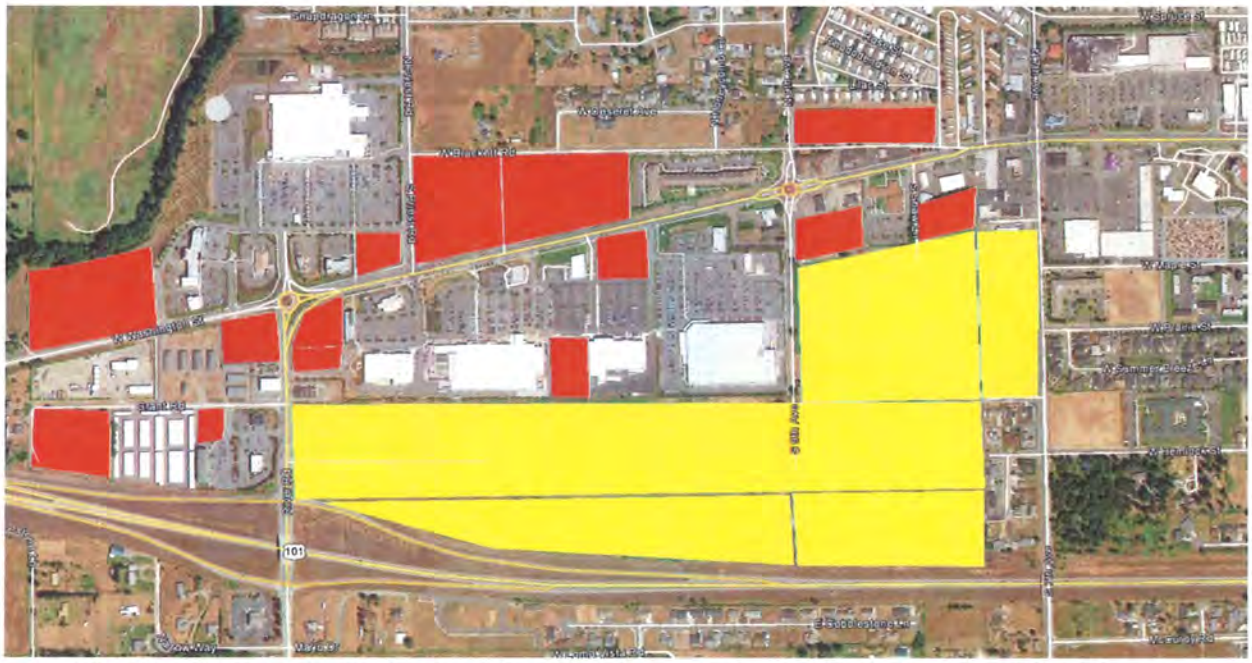


Fig. 3.5.3.1 Capacity for Regional Commercial Expansion in 2015. (Red is infill; Yellow is a designated Economic Opportunity Area and subject to sub-area planning.)

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 ECONOMIC OPPORTUNITY AREAS (EOAS)

Designate "Economic 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, Economic 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.

EOAs are designed for any major development that contributes to city goals for economic resiliency and economic / social diversity. While high-tech / light industrial use (see LU 3.6.2) is at the top of the value-added list, expansion of regional retail including car dealerships, tourist facilities, institutional uses, and mixed-use development (see LU 3.6.3) are also potential projects. Of particular high value to Sequim's future are uses such as a college branch campus or vocational training institute.

Since EOA map designations are in locations of high visibility at major entrances to the city, among the base development criteria to insure a good community fit is project design that reflects the community's character and contributes to a positive community image. Projects that meet this expectation present a good "face" to visitors on all sides, have excellent architectural details, include integrated signing that projects high visual quality, connect to their surroundings both visually and operationally, and use landscape elements to minimize the impact of asphalt expanses for parking lots.

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.

EOA sites have an inherent duty to be good neighbors to surrounding housing 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 LU 3.6.1), mixed-use on a limited scale is a possibility for larger EOA 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.