

SNOHOMISH COUNTY COUNCIL
SNOHOMISH COUNTY, WASHINGTON



CO00020801

ORDINANCE NO. 97-036
ADOPTING THE GOLD BAR UGA SUBAREA PLAN,
A NEW ELEMENT OF THE
GROWTH MANAGEMENT ACT COMPREHENSIVE PLAN:
and
REPEALING PORTIONS OF THE SKYKOMISH VALLEY AREA
COMPREHENSIVE PLAN

WHEREAS, the Snohomish County Council adopted the Snohomish County Growth Management Act Comprehensive Plan (GMACP) on June 28, 1995, as later amended, and

WHEREAS, the Growth Management Act (GMA) requires that each city that is located in the county shall be included within a UGA (RCW 36.70A.110(1)); and

WHEREAS, the GMA requires that each UGA "shall permit urban densities and shall include greenbelt and open space areas" (RCW 36.70A.110(2)); and

WHEREAS; the GMA requires that the county "attempt to reach agreement with each city on the location of an UGA within which the city is located" (RCW 36.70A.110(2)); and

WHEREAS, the county consulted with the City of Gold Bar (the city) and requested that the city propose the location of an urban growth area; and

WHEREAS, the city and the county subsequently entered into an interlocal agreement because there was a continuing need to coordinate and refine the GMA comprehensive plans of each jurisdiction through a joint planning process to evaluate the city's preferred UGA boundary; and

WHEREAS, Amended Ord. # 94-114 adopting a Final UGA for the city included a provision for a future joint planning process which recognized that adjustments to the UGA may result in light of considerations such as the need for employment-generating land uses and changes in capacity resulting from completion of subarea plans; and

WHEREAS, Amended Ord. #94-114 also included a finding that the County Council also considered adding an area east of the city up to and including the former Loth Lumber site, but declined to add this area until joint city-county planning efforts result in a recommendation to the respective councils on revised UGA boundaries; and

WHEREAS, a joint planning process was conducted in 1996 with city participation and a Growth Management Coordinating Committee (GMCC) has sent its recommendations to both councils; and

WHEREAS, the city council reviewed the GMCC recommendation on October 1, 1996, and sent its recommendation on the GMCC position to the Snohomish County Planning Commission; and

WHEREAS, both the GMA and the GMACP provide for amendments or revisions to adopted GMA comprehensive plans and development regulations, provided they are consistent with the GMA and the Shoreline Management Act; and

WHEREAS, the Snohomish County Planning Commission considered adding a new GMACP element to the Snohomish County GMA Comprehensive Plan incorporating the recommendations of the GMCC into a draft subarea plan in a workshop session on November 25, 1996, and at a public hearing on January 28, 1997; and

WHEREAS, the county council held a public hearing on June 2, 1997 to consider the entire record and hear public testimony on Ord. 97-036, adopting the Gold Bar Subarea Plan and repealing portions of the Skykomish Valley Area Comprehensive Plan.

NOW, THEREFORE, BE IT ORDAINED:

Section 1: The Snohomish County Council makes the following findings of fact and conclusions:

- A. The county council adopts the findings and conclusions as set out in Section 1 of Ordinance No. 97-034 (Modifying the Urban Growth Area for the City of Gold Bar for the establishment of a revised Urban Growth Area for the City of Gold Bar) and incorporates the same herein by reference.
- B. To support a designation of "Urban Commercial" within the "East" area as shown on the future land use map of the Gold Bar UGA Subarea Plan, within the revised Gold Bar UGA, the County Council finds:
 - 1) The alternative "Rural Industrial" land use originally designated in the General Policy Plan is inconsistent with the UGA designation. "Urban Industrial" would allow more noxious uses that would be incompatible with existing residential uses to the north and potential residential uses to the west.
 - 2) A major portion of the properties to be designated "Urban Commercial" has historically been used for employment purposes and is currently zoned General Commercial (GC).
 - 3) Addressing the need for increased economic development opportunities in East Skykomish Valley is consistent with the economic development goal of the GMA, found at RCW 36.70A.20(5).

- 4) There is a need to designate additional commercial areas that will help support additional employment growth of 226 new jobs by the year 2012 (Appendix D, Employment Targets for cities).
- 5) Inclusion of a number of parcels located along the SR 2 right-of-way within the "Urban Commercial" designation is appropriate because it will acknowledge some existing land uses on lands which are already characterized by commercial development and naturally belong within the UGA. The council finds that inclusion of these parcels will promote economic development in the Gold Bar area and economic development can be accommodated within the capacities of the county's public services and facilities.

B. To support a designation of "Urban Low Density Residential (3 du/acre), for approximately 119 acres within the "East" sub-area (covering land between May Creek Tracts and city limits) as shown on the future land use map of the Gold Bar UGA Subarea Plan, within the revised Gold Bar UGA, the County Council finds:

- 1) The east sub-area consolidates the City of Gold Bar, May Creek Tract Estates (a residential area developed at suburban densities), and the Loth Lumber site, all of which are characterized by urban growth.
- 2) The east sub-area is shown as part of the City's preferred Urban Growth Area in its adopted GMA Comprehensive Plan.
- 3) The east sub-area is close to existing city infrastructure and, with potential future annexation, could help the city achieve greater efficiency in service delivery to all of its citizens.

C. To support a designation of "Urban Low Density Residential (3 du/acre), for approximately 115 acres within the "East" sub-area (covering May Creek Tracts) as shown on the future land use map of the Gold Bar UGA Subarea Plan within the revised Gold Bar UGA, the County Council finds:

- 1) May Creek Tract constitutes suburban development in the context of the eastern half of the Skykomish River Valley.
- 2) By including May Creek Tract Estates within the UGA, an opportunity is provided for the residents to annex into the City of Gold Bar in the future.
- 3) The May Creek Tracts Development is no longer principally used for seasonal recreation, but has become a year-round residential community, which has been developed at one-third acre densities.
- 4) Incorporation of May Creek Tracts would represent the inclusion of one of the most dense, unincorporated properties adjacent to the City of Gold Bar, and therefore would tend to "harden" the "edge" between truly urban uses and rural uses.
- 5) The Snohomish County Public Utility District #1 supplies potable water and has produced a comprehensive plan that documents the availability

of water supply to serve the growth projected under the highest growth alternative of the Gold Bar UGA Subarea plan, a portion of the GMACP.

D. To support a designation of "Urban Low Density Residential (3 du/acre), for approximately 91 acres within the "North" sub-area as shown on the future land use map of the Gold Bar UGA Subarea Plan within the revised Gold Bar UGA, the County Council finds:

- 1) The north sub-area already contains some urban growth, including the small-lot plat of "Back of the Moon" (38 lots), and it is also located in close proximity to areas having urban growth, being just north of the city limits.
- 2) The north sub-area is shown as part of the City's preferred Urban Growth Area in its adopted GMA Comprehensive Plan.
- 3) The city believes that the north sub-area is ready for development, having heard from interested annexation proponents, and would likely constitute the first phase of growth within an expanded UGA.
- 4) The north sub-area is within the City's water service area. Based on amendments to the City's comprehensive water system plan, currently under consideration by the city, there is adequate water supply to serve the growth projected under the highest growth alternative of the Gold Bar UGA Subarea plan, a portion of the GMACP.

E. In support of designating a "Potential Public Use/Public Utilities" overlay on properties south of SR 2, inside and outside of the UGA boundary, as shown on the future land use map of the Gold Bar UGA Subarea Plan, the County Council finds:

- 1) The site on the Skykomish River is an appropriate location for a future sewer outfall and treatment plant.
- 2) The City of Gold Bar has expressed its intention to seriously consider future infrastructure needs for additional urban development, and provision of sewer service is identified in the GMA as an urban service appropriately provided by cities.

F. In support of designating a "Potential Park/Park Need" overlay on certain properties inside the UGA boundary, as shown on the future land use map of the Gold Bar UGA Subarea Plan, the County Council finds:

- 1) The proposed sites are those general locations most likely to be developed or acquired for future city park purposes, based on preliminary indications from the city.
- 2) The underlying zoning or land use designation would also indicate other allowed land uses permissible in that zoning district or designation.

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- G. The record and findings developed by the county in adoption of Ordinance 97-034 (adopting a revised UGA for the City of Gold Bar) support the amendments proposed for adoption in this ordinance and are hereby incorporated by reference.
 - H. The council concludes that adoption of the Gold Bar UGA Subarea Plan and implementing rezone actions will concentrate growth that may otherwise occur in more rural, eastern portions of the Skykomish River Valley, decreasing inappropriate rural growth.
 - I. The adoption of a minimum density of 3 dwelling units per acre within the revised Gold Bar UGA and urban zoning to implement urban designations will encourage concentrated growth within the urban growth area.
 - J. The Snohomish County Council concludes that the amendments to the GMACP proposed by the Gold Bar Area Subarea Plan further the GMA's goal of encouraging economic development, which states: "Encourage economic development throughout the state that is consistent with adopted comprehensive plans,(to) encourage growth in areas experiencing insufficient economic growth...." The council adopts the following findings and conclusions related to RCW 36.70A.020(5).
 - 1) The east sub-area contains high potential for increased economic development opportunities generated by growth. At least two economic development opportunities are made possible through the redevelopment of a closed lumber mill within a UGA: a community commercial center and new housing.
 - 2) An economic development consideration for the City of Gold Bar is its high ratio (almost 50%) of manufactured housing to wood frame housing. As a result, the city, unique among cities of its size, does not collect as much tax revenue as it would if the housing were predominantly wood frame. Increased tax revenues from an expanded and developed UGA would better enable the City to finance necessary capital improvements to serve existing as well as future development.
 - K. The adoption of the Open Space Corridor/Greenbelt Map (Exhibit B of the Gold Bar UGA Subarea Plan, ATTACHMENT A to this ordinance) will provide a geographical framework to guide present and future implementation strategies for preserving open space and developing greenbelt corridors within and between urban growth areas.
 - L. The County has met and exceeded the public participation requirements of the GMA and Snohomish County Code.
 - M. The adoption of the Gold Bar UGA Subarea Plan satisfies the procedural and substantive provisions of RCW 36.70A and is consistent with the GMA.

- N. The adoption of the Gold Bar UGA Subarea Plan is not inconsistent with the multi-county policies adopted by the Puget Sound Regional Council and with the countywide planning policies for Snohomish County.

Section 3: GMACP Text Changes (Other than those incorporated within Gold Bar UGA Subarea Plan):

The Council directs the Department of Planning and Development Services to add a reference to the Gold Bar UGA Subarea Plan on the Future Land Use Map of the General Policy Plan (GPP) and to reflect the UGA amendment adopted by Ord. No. 97-034 (Modifying the Urban Growth Area for the City of Gold Bar).

Section 4: Repeal of certain portions, Skykomish Valley Area Comprehensive Plan

The following sections of the Skykomish Valley Area Comprehensive Plan, as adopted by Ord. No. 80-064, on October 1, 1980; is repealed as follows:

1. The land use designations and overlays for areas located within the Joint Planning Area and revised UGA for the City of Gold Bar are removed from the Skykomish Valley Area comprehensive plan map (see ATTACHMENT B).

2. That portion of planning area "E" as shown on the map on page 82 and as described on page 83 of the Skykomish Valley Area Comprehensive Plan text is removed for those areas located within Joint Comprehensive Area for the City of Gold Bar.

Section 5. The county council bases its findings of fact and conclusions on the entire record of the planning commission and the county council, including all testimony and exhibits.

Section 6. Based on the foregoing findings and conclusions, the Snohomish County Council adopts the incorporation of the Gold Bar Urban Growth Area Subarea Plan, which is attached hereto as ATTACHMENT A and incorporated by reference into this ordinance as if set forth in full, as an element of the GMACP.

Section 7. Severability. If any provision of this ordinance or its application to any person or circumstance is held invalid, the remainder of the ordinance or the application of the provision to other persons or circumstances is not affected.

PASSED this 2nd day of June, 1997.

ATTEST:

Snohomish County, Washington

Sheila McAllister
Asst. Clerk of the County Council

John Garner
Chair, County Council

- () Approved
() Emergency
() Vetoed

Date 6/4/97
Robert J. Drewel
County Executive

ROBERT J. DREWEL
County Executive

Approved as to form only:

Patricia Brown
Deputy Prosecuting Attorney

ATTEST:

Marilyn Abel Date 6/4/97

Recommended Planning Commission Plan:

(Previously: Public Hearing Draft 1/97)

Snohomish County Growth Management Act Comprehensive Plan:
Gold Bar Urban Growth Area Subarea Plan

I. Introduction

This document is the product of a collaborative planning process between the City of Gold Bar and Snohomish County. It establishes revised Urban Growth Area (UGA) boundaries for the City of Gold Bar and refines the land uses in the unincorporated area, inside and outside the UGA.

Both Snohomish County and Gold Bar previously-adopted Growth Management Act (GMA) comprehensive plans. The General Policy Plan (GPP), a part of the Snohomish County Comprehensive Plan, was adopted by the county on June 28, 1995 and the City of Gold Bar plan (city plan) was adopted in December, 1995. Consistent with the coordination requirements of the GMA, in the fall of 1995 the city and county entered into an interlocal agreement providing for joint planning for large planning area around the city identified in the interlocal agreement. It is intended that this document provide more detail to GPP land uses in the planning area and identify any text or map amendments, thereby implementing the phased approach to planning that is described in the Introduction of the GPP.

This document also provides the basis for amendments to the city plan. In order to assure plan consistency, the city should adopt as amendments to its own plan those portions of this plan that are needed to provide land use designation and policy convergence.

These potential plan amendments to the GPP and city plan benefited from a public process that included the advisory forum of a Growth Management Coordinating Committee or GMCC, which was created early in 1996. Unlike the rest of the cities in the county, Gold Bar did not participate in a GMCC process during the first phase of GMA planning that led to the original adoption (June, 1995) of the GPP. The GMCC was made up of three representatives from the city, three appointed by the Snohomish County Council, and a seventh member chosen by the first six members - a resident of May Creek Tracts development and a member of that Home Owners Association.

This document is the first in a series of detailed subarea plans envisioned by the GPP. Although other UGA plans will vary in scope and level of detail, they will all have the same purpose: to replace existing comprehensive plan designations with preferred land uses and densities that reflect the goals of the GPP through choices made at a local level and in collaboration with a “parent” city.

The city and county each assigned staff persons to a joint planning team which provided technical planning assistance to the GMCC. The committee met twelve times, mostly through the first half of the year and held a public workshop in May. During this time, the Committee considered the Countywide Planning Policies, the requirements of the GMA, critical area designations, city and county population and employment forecasts, residential land capacity, and reviewed the capital facilities element of the city's comprehensive plan.

The committee developed a consensus on where the urban growth area (UGA) boundary should be for the city as well as unanimity on land use designations for the incorporated and unincorporated parts of the UGA. The committee also developed a consensus recommendation on land uses in the unincorporated rural portion of the Joint Comprehensive Planning Area (JCPA). On July 31, the GMCC transmitted the recommendations to the City and County, which provide the operating premises for this subarea plan. Further, on September 10, the committee supplemented its original recommendation by reviewing several policies in the GPP which raised consistency issues with policies in the General Policy Plan, part of Snohomish County's Growth Management Act (GMA) Comprehensive Plan.

The following is a list of planning issues that were studied in the planning process. They were identified by Gold Bar Area GMCC members through their individual perspectives and experiences, and from input from staff and the public. They include:

- commercial land needs,
- parks and open space needs,
- residential land needs to accommodate the city's preferred population growth target,
- future long term public sewer needs for the city,
- other capital facilities including water supply, roads, and schools,
- critical areas,
- property owners' requests for inclusion of their property in the UGA,
- economic development opportunities for Gold Bar, and
- transportation issues
- shoreline management program issues

In addition, the committee and planning staff coordinated with special purpose districts and state agencies, including Public Utility District #1 (water supply), Washington State Department of Health (water supply), Snohomish Health District (on site-sewer disposal system limitations), and Washington State Department of Transportation (SR 2 access questions).

On May 15, 1996, the GMCC held a public workshop with nine attendees from the general public. Input at that meeting and the following regularly scheduled meetings was considered by the GMCC prior to making its recommendations.

III. Summary of the population and employment forecasts:

The Countywide Planning Policies [Policy UG-2(b)] provide that city-preferred growth targets will be one of the planning alternatives analyzed jointly by the county and city when detailed Phase II planning is conducted. As it turned out, the City's desired UGA boundary was the primary focus of the planning work: the GMCC devoted its efforts toward recommending land use designations to support the revised and expanded urban growth area lines.

A. Population, Growth Targets and Plan Alternatives.

1. The following discussion of population projections (growth targets) includes these caveats.
 - a. First, the base population (starting point) is established by the use of year 1992 city population estimate of 1,140 persons.¹ The end year of the planning period is 2015, which is used in the city comprehensive plan; therefore the planning period is 23 years (1992 - 2015), which is slightly longer than the 20 year planning period used for other jurisdictions (1992-2012).
 - b. Secondly, the 1996 city population is 1,400;¹ therefore, some additional population growth (260) has already occurred and is already accounted for in the population projections described below.
 - c. Thirdly, the GMCC was working with the residential holding capacity numbers that did not include May Creek Tracts, which was recommended to be added to the UGA at the end of the committee's deliberations. Land capacity figures for May Creek became available after the GMCC had concluded its work and during drafting of this UGA Plan. Therefore, the small amount of land capacity that is added to the preferred and recommended alternative is reflected in the far right column, Alternative C₁. (Alternatives C and C₁ are treated this way so that the impact or effect of including May Creek Tracts is easily discerned²).
2. In considering potential growth targets, the Gold Bar Area GMCC worked from Plan Alternatives A and B as starting points. The Committee then developed its recommendation for a revised UGA boundary, representing a third alternative (plan alternative C, modified further as C₁).
 - a. ("Plan Alternative A: Low Growth") The Final UGA boundary designated in the GPP by the County Council on June 28, 1995.³ The population target for Gold Bar under this alternative is an increase, from year 1992 to 2012, of 540 persons.⁴

Under this plan alternative, the 540 increase in population would be accommodated within the existing city limits, for a total UGA population of 1680 in the year 2012.

¹ WA State Office of Financial Management (OFM), "April 1 Population of Cities, Towns, and Counties Used for the Allocation of Designated State Revenues," (Forecasting Division, June 28, 1996).

² "Plan Alternative C₁" as presented in this plan is the GMCC- preferred and recommended alternative with residential holding capacity and existing population of May Creek Tracts included. (Table One has been revised to include existing 1992 population for all alternatives). During their discussion on the merits of including May Creek in the UGA, the Committee believed that adding May Creek would neither increase nor decrease residential holding capacity of the UGA (used term: "would be a wash") because the Tracts were at full- or almost full-buildout. This is true for partially used land, but in fact, its addition does add slightly more effective net holding capacity for vacant land (26 units or 72 persons). And obviously adding the existing 1992 population base increases the population size of the UGA accordingly.

³ Amended Snohomish County Ordinance No. 94-114.

⁴ See Appendix D, Snohomish County Growth Management Act Comprehensive Plan - General Policy Plan. Also, the population figure is the same as that population that could be accommodated within city limits. 540 persons is derived from "City of Gold Bar Urban Land Capacity Analysis Methodology," "Alternative A" produced for the City of Gold Bar by the Barrett Consulting Group, October 20, 1993.

- b. (“Plan Alternative B: Medium Growth”) The preferred UGA as depicted in the City of Gold Bar’s adopted GMA plan (December, 1995). The population target for Gold Bar under this alternative is an increase, from year 1992 to 2015, of 812 persons.⁵

The latter figure is extracted from the adopted GMA city plan text and is not linked to land capacity analysis. It was calculated by using the city plan projection for year 2015 (1,952) and subtracting the Washington State Office of Financial Management estimated year 1992 population (1,140).

Under this plan alternative, the increase in population would be accommodated primarily within the existing city limits (1,680: 1,140 existing residents plus 540 new), but also outside of current city limits in an expanded UGA (225 existing residents in the “East” and “North” subareas plus 272 future population), for a total UGA population of 2,177.

- c. (“Plan Alternative C: High Growth”) Spatially, the city’s preferred UGA boundary provides the basis for the recommended Gold Bar UGA. Further, plan alternative C is linked to land capacity analysis and results in a population increase of approximately 1,048 persons (not including May Creek Tracts). It was calculated, in part, by adjusting the net residential holding capacity of the city.⁶

Under this plan alternative, a total UGA population of 2,413 would include 1,575 persons within existing city limits (1,140 existing residents plus 435 new); a 613 new persons increase in the now unincorporated portions of the proposed UGA, plus 225 existing residents.

- d. (“Plan Alternative C₁: High Growth - May Creek”) Identical to Plan Alternative C, plus additional residential holding capacity and existing population attributable to May Creek Tracts.

⁵ Calculated using year 2015 population projection of 1,952 people from “City of Gold Bar Comprehensive Plan,” page LU-15, December, 1995, and estimated year 1992 population of 1,140 people from OFM (June 28, 1996).

⁶ Derived by subtracting loss of residential capacity (105 persons) from city holding capacity (1) as a result of the proposed GMCC recommendation for city plan amendment that changes 32 acres of residential land to commercial designation. Only one-third of this area (11 acres) would be developable, however, which is why there is only a 105 person loss in holding capacity.

Under this plan alternative, a total UGA population of 3,135 would include 1,575 persons within existing city limits, 650 current residents of May Creek, 225 current residents of the "East" and "North" subareas, and a 685 new person increase in those now unincorporated portions of the UGA.

TABLE ONE : Comparison Table of Alternative Growth Scenarios

The following table compares the alternatives for their key characteristics:

	column A	column B	column C	column D
	Alt. "A" (County Plan) <u>Low Growth</u> (base yr. = 2012)	Alt. "B" (City Plan) <u>Medium Growth</u> (2015)	Alt "C" GMCC recommend. <u>High Growth</u> (2015)	Alt "C ₁ " GMCC <u>High Growth + May Creek</u> (2015)
EXISTING				
UGA 1992 Pop				
City	1,140	1,140	1,140	1,140
Unincorp.	-	225	225	875
Total UGA	1,140	1,365	1,365	2,015
NEW				
UGA Add Pop 1992-2012/15				
City	540	540	435	435
Unincorp.	--	272	613	685
Total UGA	540	812	1,048	1,120
TOTAL UGA Population (Growth to 2012 or '15, plus existing pop)	1,680 low	2,177 med.	2,413 hi	3,135 May Ck.

B. Growth Rate Comparisons:

The recent experience of the city's growth rate suggests that development pressure for construction of new housing has reached Gold Bar. The city's population growth rate over the last six years is 29.8% or about 5% annually. In accordance with OFM guidelines, this growth rate was determined by calculating the population change between the last census and the current year's estimate, which shows an increase from 1,078 (1990) to 1,400 (1996). The increase is partly due to annexation of approximately 43 acres during that period.

It is not clear whether the city and surrounding area could continue to sustain that rate of growth over the next sixteen to twenty years. A 5% growth rate, if extended through time, would mean a doubling in population, or a 100% increase approaching the year 2010. However, for comparison purposes, the highest growth scenario, which includes May Creek Tracts, would translate to a 3.2% annual growth rate which would result in a 62.6% increase above current population levels in 1996. Excluding May Creek, growth is a 56.3% increase by the year 2015, or a 3.0% annual growth rate. Readers of this plan should remember that the city's planning period ends in 2015, because the plan was adopted in 1995.

C. Reasons for the GMCC recommendation of High Growth scenario:

The GMCC chose the highest growth alternative (Alternative C₁) as the recommended plan alternative for several reasons.

1. The Committee wanted to validate the city's preferred UGA boundaries by recommending to Snohomish County the revision of the UGA accordingly. Therefore, the residential holding capacity attributable to the residential lands within those boundaries became the preferred population target.
2. In consideration of the City's recent growth spurt (+29.8%), the Committee felt that expansion of the UGA should include land with sufficient capacity to more than accommodate the city's preferred growth target (Plan Alternative B), an increase of 812.
3. The Committee also considered the desires of other property owners who wished to be included in the expanded UGA, although not ultimately included. The testimony came primarily from persons in two distinct areas: one at the north west corner of the City and the other area both east of Area "North" and north of Area "East." Property owners in the latter area argued that their inclusion would "square off" the UGA boundary, connect to May Creek Tracts, and in effect "wrap around" the north and east sides of the City. In response, the Committee declined to recommend inclusion of these properties for three reasons: one, the additional land capacity would not be warranted

even in consideration of the City's recent high growth rate; two, the area was not characterized by urban growth; and three, under the Countywide Planning Policies, UGA boundaries would be reconsidered again in Year 2000.⁷

4. Consideration of the economic development goal of the GMA, which encourages growth in areas experiencing insufficient economic growth. The UGA plan, as proposed, encourages several types of economic development; one represented by the redevelopment of a closed lumber mill; another by construction of new housing; and a third by expansion of the commercial land base within the city.
5. Adding the "East" subarea to the UGA would consolidate the City of Gold Bar, May Creek Tracts, (a residential area developed at suburban densities) and the old Loth Lumber site. The area contains land uses and parcel patterns characteristic of urban growth. In addition, the Committee believed that including May Creek Tracts would allow the residents of the Tracts to annex to the city, giving them a choice for future governance.
6. Adding the "North" subarea would recognize the previous "Residential Estate" designation of the Snohomish County Skykomish Valley Area Comprehensive Plan as well as the previous General Policy Plan designation of "High Density Rural Residential" (1-2 du/acre), both of which cover approximately 80% of the area recommended for inclusion. The area contains some urban growth and is in close proximity to urban growth.

D. Employment.

For an employment forecast, the Gold Bar GMCC used and confirmed the SCT-adopted target as found in Appendix D, Snohomish County Growth Management Act Comprehensive Plan - General Policy Plan. This forecast for total employment by the year 2012 is 512 jobs, an increase of 226 jobs. The forecasted employment is more than accommodated by the amount of land proposed to be designated as "Urban Commercial" on the county's Future Land Use Map (GPP) and the city's land use map, as amended to include more commercially-designated land than originally adopted in 1995. In 1990 - 1992, the jobs-to-population ratio was approximately 25%.⁸

The over capacity in employment lands serves other purposes. The City of Gold Bar would like to position itself to gain more employment growth to potentially increase the ratio of jobs to employment to provide more employment opportunities in and around the city, albeit if its primarily in the service sector. The GPP encourages the expansion of the commercial and service sectors of the local

⁷ Snohomish County, Countywide Planning Policies for Snohomish County Policy UGA-14 (February 4, 1993) as amended.

⁸ 1990 to 1992 from Appendix D, General Policy Plan, 1995.

economy, particularly the redevelopment of existing industrial areas.⁹ Adding additional job creation capacity to the existing employment base would also have the effect of reducing peak period traffic congestion which would serve transportation planning goals.

IV. Land Uses in the Recommended UGA:

A. Existing Land Use

The City of Gold Bar, as it currently exists in the central core of the UGA, is best described as a small residential town or city, the center of which contains a classic grid street pattern. The predominant land use is single family residential (accounting for two-thirds of all land uses). There is a significant amount of mobile homes: comprising 40-50% of all residential land uses in the city. Mobile home parks are located to the east and west of the grid system, where approximately half are located, the other half are located on single family lots. Most of the commercial activity and land use is located on and oriented to SR 2. The average overall density of the existing residential portions of the City is 3 dwelling units per net acre. The City maintains a small park located on Burlington and Northern railroad right-of-way, on the south side of Highway 2. Approximately 24% of the area within the city limits is vacant, undeveloped land according to a planning consultant's report done on the city's behalf in October, 1993. However, much of the vacant properties are constrained by their location in the 100-year floodplain.

Development pressures have resulted in recent subdivision activity at the periphery of the existing city limits. For example: new lot creation is found along Maple Road (a.k.a. 385th Avenue SE) on the city's western edge; along the north side of the city, south of Ley Rd (Larson annexation area, annexed in 1993); and on the city's eastern edge (13th St.). In the last two years, (1994 through 1996) the city has approved four new subdivisions, which have created 57 new lots in these locations.¹⁰

The GPP plan amendment, if approved as proposed, adds two areas to the UGA of Gold Bar, which are identified as the "North" and "East" subareas.

In the "North" subarea, land uses include single family residential and wooded, vacant land. There are approximately 50 residences, of which 38 are suburban in nature. The residences are located in the "Back of the Moon" plat (recorded in 1962, whose average lot size is 12,500 square feet. The western and eastern halves of the subarea are distinct from one another. The latter is cleared of vegetation; contains the bulk of residences; includes the suburban plat, and 4 linear residential tracts, fronting on Ley Road and the Wallace River. A farm product processing

⁹ GPP ED Policy 2.A.2 is applicable for the redevelopment of the former Loth Lumber site to a community commercial center.

¹⁰ source: telephone conversation with Donna Juhola, City Clerk, City of Gold Bar, 9/1996.

facility is located to the east of "Back of the Moon." The eastern half is heavily wooded, and includes a floodplain area.

In the "East" subarea, land uses include a non-operational industrial use (former lumber mill site) on Pickle Farm Road, a mix of residential and commercial uses along SR 2 (20 residences, 2 commercial and one mixed use, non-residential parcel). The subarea also includes May Creek Tracts, a large residential development (with four separate additions or divisions) that first developed for summer recreational purposes, but which, over time, has transformed to permanent, year-round housing. Approximately 74%, or 270 lots have been developed with single family residences. If annexed to Gold Bar, approximately 650 persons (1995 estimate) would be added to the population of the city in addition to 72 new persons added by ultimate build-out of the development.¹¹ In terms of its relationship to Gold Bar and the rest of the Skykomish Valley, the development could truly be called suburban form of development. The remainder of the area between May Creek, SR 2, and the city limits is wooded and vacant.

B. Planned Land Uses

The future land use map for the Gold Bar area, a part of the Gold Bar UGA plan, depicts the addition of the "North" and "East" subareas, as described above, to the Urban Growth Area.

1. North Subarea

This subarea is approximately 91 acres. The GMCC's recommended GPP map change amendment includes all 91 acres within the UGA boundary with a designation of "Urban Low Density Residential (3 d.u. per acre)."

The North Subarea is characterized by the following attributes:

- a. Approximately 82% of the area has been historically designated as "Residential Estate" since 1980 by the Skykomish Valley Area Comprehensive Plan. This designation carries a 1-2 dwelling unit per acre density. The remainder of the area along the north boundary line, which fronts on the Wallace River, was designated "Rural Conservation (2.3)" by that plan.
- b. Likewise, with the original adoption of the General Policy Plan (6/95), the same area was designated "High Density Rural Residential" (1-2 du./ac.). The shoreline of the Wallace was designated "Medium Density Rural Residential-2.3."

¹¹ Snohomish County Department of Planning and Development Services, October, 1996. Approximately 72 more persons could be expected to occupy 26 future dwellings within the May Creek Tracts from development of currently vacant land.

- c. Approximately 50% of the area is within the scope of the Snohomish County Shoreline Master Program, covering two areas. The first is the shoreline of the Wallace River, which is within either the "Rural" or "Conservancy" environments. The majority of the shoreline associated with the Wallace has a shoreline designation of Rural, except for that segment of the Wallace that is 500 feet west of its intersection with Ley Road, which is designated Conservancy. The second is an area of approximately 30 acres (the middle one-third) of the North subarea which is also designated Rural because it is within the 100 year floodplain. The residential density that is associated with the Shoreline designation of Conservancy is 1 dwelling unit per 2.3 acres; and Rural is 2.3 dwelling units per acre, which is somewhat below the recommended density of 3 du/ac.
- d. The area lies within the City of Gold Bar's water system Service Area Boundaries and is part of the city's preferred Urban Growth Area, a part of its adopted GMA Comprehensive Plan.
- e. The area was designated "Suburban" on the previous City of Gold Bar Comprehensive Plan (1983).
- f. The area already contains some urban growth, and it is also located in close proximity to areas having urban growth, being just north of the city limits.
- g. The city plans to form a local improvement district (LID) for road improvements for May Creek Road (a.k.a. Ley Road), and annexation of the parcels to the north would resolve any jurisdictional issue by incorporation of all the right-of-way.

2. East Area

The UGA plan, as proposed by the GMCC, is also to include this area within the UGA of Gold Bar. The proposed GPP map changes include designation of properties along SR 2 and those properties formerly known as the Loth Lumber site as "Urban Commercial." This designation and other area designations covers approximately 286 acres as follows:

- 52 acres of Urban Commercial
- 115 acres in May Creek Tracts designated Urban Low Density (URL-3)
(of which only 48 have development potential)
- 119 acres - other lands designated URL-3

The East Subarea is characterized by the following attributes:

- a. The GPP designation of the portion of the subarea occupied by former Loth Lumber Company recommended as "Urban Commercial" is currently "Rural Industrial" and the current Snohomish County zoning of these properties is General Commercial (GC). The current GC zoning covers 32 acres. In addition, The remainder of the "Urban Commercial" designation (20 acres) also includes properties along SR 2 one lot deep which include some single family uses, retail uses and one mixed industrial/residential use. About 4 acres out of these 20 acres is actually State Road 2 right-of-way, leaving 16 acres along SR 2 in an Urban Commercial designation.
- b. The current GPP designation of the residential portion of the subarea is Rural Residential - 5 - (1 DU/5 Acres Basic).
- c. Approximately 5-10% of the area is within the scope of the Snohomish County Shoreline Master Program. May Creek, a tributary of the Wallace River, transverses the subarea in a north/south direction.

As is the case with the North subarea, the underlying physical constraint is the presence of a floodplain. Therefore, a specific plan policy which calls for the implementation of the county's floodplain ordinance should be implemented prior to any annexation of the flood-prone portion of the East subarea as well.

C. Principles Used For Assigning Land Use Designations

In addition to the substitution of "Urban Commercial" for "Urban Industrial," the UGA Plan for Gold Bar includes a few new designations, because of the uniqueness of the planning area, shoreline management planning issues, and the need for additional detail and consistency with the city's plan. The following new land use designations are included in this subarea plan:

1. Urban Low Density Residential - (3 d.u./ac) or URL-3. This designation is intended to reflect what constitutes urban density for the Gold Bar UGA, based on the premise that the implementing zoning would be R-12,500 in the unincorporated area and corresponding city zoning of R-12,500. The primary principles that were used in determining this density are:
 - a. The designation should reflect the existing density for Gold Bar, a small city lacking sanitary sewer services.

- b. The designation should also reflect the minimum lot size requirement of the Snohomish Health District for on-site sanitary disposal systems.

Although there is a current GPP policy which does not allow new subdivisions in UGAs unless there is sewer service, new subdivisions in UGAs where there are no existing sanitary sewer systems, including the Gold Bar UGA, are exempt.¹²

2. "Public Use/Utility [*Planning and Development Services (PDS) staff Recommendation*]. As a symbol overlay, it is proposed to reflect those land uses that could in the future be owned by the City of Gold Bar for water and sewer utility purposes. As proposed, there are two areas to be shown as "Other Land Use - Public Use/Utility," one of which is in actual use:
 - ♦ City-owned property in the north portion of the JCPA associated with the city's water supply, and
 - ♦ privately-owned property between SR 2 and the Skykomish River, both inside and outside the UGA.

The latter parcels are identified with a "U" symbol to support the city in any future efforts to construct a sanitary sewer treatment facility. As part of its deliberations, the Gold Bar Area GMCC recognized the importance of sewer as an urban service that is appropriately provided by cities. PDS staff modified the Committee's recommendation for an "Institutional" designation and its inclusion in the UGA by substituting a symbol overlay¹³ which still retains the intent of the Committee to accentuate the importance and location of a future treatment facility. This symbol overlay would be a step in that direction. The primary criteria that was used in formulating the public use designation or indicative symbol are:

- ♦ The location of parcels on the Skykomish River, being appropriate for a potential sewer out-fall point, and
 - ♦ the need for Gold Bar to seriously consider future infrastructure needs for additional urban development.
3. Park. The principle used for this designation is to map the existing private parks in May Creek Tracts and for parks under public ownership.

¹² See new section 18.42.085, SCC contained in Section 10, Adopted Ordinance No. 96-076.

¹³ PDS staff recommends that future planned public use lands (non-commercial or non-residential uses planned to be of broad public benefit) be shown in a general, non-specific way, so that underlying zoning could be used by the property owner for allowed uses in the applicable zoning district. The future Public Use symbol overlaps the proposed UGA boundary, to increase flexibility for sewer plant siting by the city. Parcels to the east currently outside the UGA may also be potential sewer plant locations, given the proximity to the Skykomish River. In the case of the latter, however, an expansion of the UGA would be necessary. All parcels south of SR 2 in this general vicinity are constrained by one or more of these factors: low density zoning, floodplain location and Shoreline environment of Conservancy (Shoreline Master Program or SMP). However, future utilities could be approved subject to meeting requirements for same in the SMP and other plans and regulations.

4. Public Use/ Potential Park. The primary principle behind this symbol overlay is to depict those areas most likely to be developed or acquired for future city park purposes. Like other planned public use uses, potential park areas are shown by a symbol intended to signify general location rather than specific parcels. In this way, the underlying zoning or land use designation could be relied on by the property owner for allowed uses.
5. "Shoreline Management Area overlay" [*Planning and Development Services (PDS) staff Recommendation*].¹⁴ This overlay is to recognize the sensitivity of the Wallace River corridor which is designated as "Rural" and "Conservancy" by the Snohomish County and City of Gold Bar Shoreline Management Programs (SMP) and to expressly overlay those plans' provisions in to this comprehensive plan.

These environments extend 200 feet south from the ordinary high water mark of the Wallace and also cover the middle one-third of the North subarea because it is within the 100 year floodplain. All areas are included in the UGA in order to allow annexation of parcels within the overlay which was a issue of concern to the City of Gold Bar. PDS staff agrees that not to include shoreline areas would be an obstacle to future annexation by the city. However, the density within the overlay must be consistent with the requirements of the adopted SMPs of the City of Gold Bar and Snohomish County.

Density requirements of both city and county shoreline documents are identical with each other, but different from the three dwelling units per acre proposed in other portions of the North subarea.¹⁵ When a development proposal is considered by either jurisdiction, the density requirements of the Shoreline Master Program would take precedence. It is anticipated that Snohomish County will further amend both the Shoreline Master Program and the GPP to reconcile these differences in densities on a countywide basis. 1995 state legislation has mandated all jurisdictions accomplish this within the next two years in a broader integration based on administrative guidelines yet to be promulgated by the state.¹⁶

¹⁴ While a county staff recommendation, the source of the recommendation and the overlay concept has its origin in the thoughtful deliberations by the City of Gold Bar Planning Commission. At their September 26, 1996 meeting, the Commissioners reviewed all shoreline and annexation issues associated with a UGA expansion to the north. They took the approach that recognition of the shoreline environments or designations should be included in the Gold Bar UGA.

¹⁵ In a proposed areawide rezone that would implement the comprehensive designations of the Gold Bar UGA plan, PDS will recommend that the zoning for much of the North subarea flood plain remain at the current zoning of Rural Conservation (RC), where parcel patterns would permit a rational application of that concept.

¹⁶ It is a requirement of recent amendments to the GMA (a.k.a. Bill 1724) to integrate planning processes, procedures and requirements of the State Environmental Policy Act (SEPA), the GMA and the Shoreline Management Act. Snohomish County will comply within the two year - mandated time-frame that will start upon promulgation of administrative rules (Washington Administrative Code or WACs), expected end 1996.

There are separate regulatory considerations other than this proposed UGA plan that are already in place by the city which are relevant here. The implementation of critical area ordinances, and county floodplain requirements will tend to decrease actual densities in the shoreline overlay area anyway as development proposals come forward. Implementation of buffer and setback requirements would cause some density to be transferred away to the least environmentally sensitive portions of vacant properties. On-site septic design requirements of the Snohomish Health District might also require larger building sites because of the super high permeability characteristic of Gold Bar area soils. All of these considerations work together with the concept of the shoreline management overlay as recommended by PDS staff.

The Gold Bar City Council and Planning Commission endorsed this approach for the North subarea by recognition of the shoreline environments, and it is proposed by this plan to include the East subarea as well.

It is particularly important to identify the Wallace River corridor as an area which requires careful management of future development, because of the presence of migrating salmon. To separate the Wallace River from the remainder of the North subarea in this regulatory way would also comport with the extent of prior comprehensive plan designations and the differences in density the designations represent. A previous subarea plan, the Skykomish Valley Area Comprehensive Plan (October, 1980) and the original General Policy Plan (June, 1995) respected the differences in jurisdiction between the shoreline and comprehensive plans, the former depicted as Rural (1 unit per 2.3 acres) and the latter area designated 1-2 dwelling units per acre.

V. Land Uses in the Joint Comprehensive Planning Area (JCPA)

A. Planned Land Uses

The Plan includes recommendations for land use designations in the unincorporated area outside of the UGA as well, within an area known as the Joint Comprehensive Planning Area or JCPA. The interlocal agreement with the City provides for potential plan amendments within the JCPA.

Planned land uses in the JCPA, as recommended by PDS staff, would remain the same as currently depicted on the amended (11/96) Future Land Use map of the Snohomish County GMA Comprehensive Plan - General Policy Plan. All of the land use designations that are currently used in the GPP are continued, as their purpose and intent is identical to those in the GPP. These include: Forest, Forest

Transition Area (FTA), Riverway Commercial Farmland, Low Density Rural Residential (1 d.u./20 ac.) or RR-L and Rural Residential - 5.

The recommendations of the Gold Bar GMCC, in the main, support the retention of most of the current GPP designations as originally adopted, with the exception of what density the rural residential areas should be. The GMCC recommended last summer that the former designation of Medium Density Rural Residential (2.3) be re-adopted. However, the County Council recently adopted a new designation: Rural Residential - 5 in this area. The Committee also recommended continuation of the low density (1/20 acres) designation as shown on the GPP map. Only a few small areas within the Gold Bar JCPA are designated Low Density Rural Residential (1 DU/20 acres) RR-L

B. Other Land Use Considerations -

1. Open Space Corridors/Greenbelt Areas Mapping).

The GPP contains Policy LU 10.A.2 that indicates UGA Plans should identify and designate open space areas within UGAs. These areas in and outside the City of Gold Bar are mapped to "provide a geographical framework to guide present and future implementation strategies for preserving open space ... the map is a long range planning tool that does not, by itself, create any regulatory impact."¹⁷

The Opens Space/Greenbelt Areas map of this subarea plan shows the most recent information available, and includes buffer areas of 50 feet or 100 feet associated with May Creek and the Wallace River (for "Rural" and "Conservancy" shoreline environments respectively); linear open space including a buried petroleum/natural gas pipeline, a proposed city park project, and three more potential parks.

2. Housing Opportunities and Fair Share

The GPP, and the Countywide Planning Policies as well, contains provisions relating to "Fair Share Housing." "Fair Share Housing" is defined as a "concept that affordable and special need housing should be proportionately distributed within the county, rather than concentrated in a few locations."¹⁸

Objective HO 1.D in the GPP anticipates that Snohomish County will maintain an adequate supply of appropriately-zoned land in order that enough housing, and different types of housing, would be built for a wide range of income

¹⁷ Proposed text amendment to GPP, pg. 16, Exhibit A, pending Ord. No. 96-074. Readers of this Plan should refer to the complete text of this section that describes the purpose and the intent of the GPP's Open Space Map (Map 5), attached to this plan and Exhibit

¹⁸ General Policy Plan, Appendix E, "Definitions." Pg. E-5.

groups. One specific policy calls for a sufficient supply and mix of appropriately zoned, developable land that is served by adequate infrastructure (water and sewer). Sewer service would allow increased densities and in turn, keep land costs down, which favors affordability.

The intent of the GPP policies is to ensure that the fair share housing allocation would be met by a true mixture of densities and housing types, including several forms of multi-family residential development at higher densities.

There is a significant infrastructure constraint placed in Gold Bar that inhibits increased urbanization and the fair share housing strategy based on higher densities. At this time, Gold Bar is not able to build-out at traditional urban densities because it currently does not provide sewer service, nor will it in the immediate future.

The Snohomish County GMA Comprehensive Plan - GPP has recognized this constraint in current policy and regulations. Land Use policy LU 2.A.1 requires urban densities of 4 to 6 dwelling units per acre for new development in UGAs, except for the UGAs of "Darrington, Index and Gold Bar, as long as those cities do not have sanitary sewer systems." In addition, under amended provisions of SCC 18.42.085, new subdivisions in the Gold Bar UGA would be exempt from the new GPP requirement of a minimum net density of 4 dwelling units per acre.

In terms of fair share however, the City of Gold Bar would be obligated to meet the entire spectrum of housing needs comprising its fair share requirement at such future time when sewer service comes on line. The UGA Plan does include a plan policy that would require the City of Gold Bar and Snohomish County to continue to maintain consistency between their respective land use plans. See the recommended housing policy in this Plan's implementation section, page 22. Any proposed amendments to this UGA Plan should propose strategies to achieve affordable housing objectives that would be appropriate for a small rural city. Since the City has a significant proportion of mobile homes in its housing stock, the City is already meeting its affordable housing "fair share" obligations. From a more regional perspective, there may also be more suitable, and sewerred communities west of the city that are in a better position to serve those housing needs dependent on sewer for the larger Skykomish Valley region.

During the planning process that produced the Gold Bar UGA plan, the importance of sanitary sewer service was a primary theme. The City was encouraged by the Gold Bar Area GMCC to fund a feasibility study for preliminary design.

4. Capital Facilities

a. Water Supply

There are two water supply purveyors within the area. The City of Gold Bar serves the existing city limits and an unincorporated area north of the city (Back of the Moon subdivision). Transmission lines and fire hydrants are also found along Ley Road. In 1996, the city supplies 461 individual water connections or their residential equivalents within its service area.

Another public utility, Snohomish County Public Utility District (PUD) #1, serves the May Creek Tracts development and some unincorporated areas west and south of the development. The service area is approximately 3 1/2 square miles, and is one of several satellite/remote systems within the PUD's regional service area.

Both purveyors are included in the North Snohomish County Coordinated Water System Plan and their respective service areas are demarcated (See Exhibit J-3, water service areas map). Any changes to service area boundaries must follow the procedures for same in that plan. The City has shown interest in the past to extend its service further east, but the PUD has indicated it does not intend to relinquish portions of its service area to Gold Bar.

The City of Gold Bar has an adopted water system plan,¹⁹ which includes a 1992 analysis of its water system of 433 connections (6% less than in 1996). This document also included a spectacular growth rate, which assumed the population would reach 2,750 by the year 2002. This population target is no longer officially recognized by the City and is not included in the adopted GMA comprehensive plan.

Gold Bar is currently preparing an Amendment to the '92 Abbreviated Water System Plan, and is using consultant engineering services for this purpose. The Amendment has been prepared in accordance with updated but pending state Department of Health (DOH) administrative rules²⁰ and will be submitted to DOH for approval. The City's consulting engineer has reviewed water system components and has conducted a capacity analysis of the present water system²¹. The system's source capacity was determined and used to establish the number of service connections

¹⁹ S. T. Engineering, Abbreviated Water System Plan, prepared for the City of Gold Bar, July, 1992.

²⁰ WA State Dept. of Health, proposed "Group A Public Water System Regulations for potable water systems

²¹ S.T. Engineering, Draft Technical Memorandum No. 1: Evaluation of new Department of Health Public Water Systems Waterworks standards, prepared for the City of Gold Bar, October 3, 1996.

allowed by the state; expressed in units of "equivalent residential units" (ERUs). The engineer's estimate of the present water system without improvement is 738 ERUs; an increase potentially of 62% more in additional water service by the city over the current usage. The limiting factor on the system revealed by this analysis is pumping capacity.

The Public Utility District's Comprehensive Water System Plan documents the water source adequacy and storage capability of the May Creek subsystem to serve future development. In 1995, the May Creek system served an estimated 270 connections.²² By the year 2015, the May Creek system is expected to have about 470 service connections, a 63% increase over 1996. And at the 470 connections level, there would be a peak daily demand flow of 248 gpm, a rate which would still leave a reserve 260 gpm of surplus source capacity.²³

In terms of future service of the "East" subarea, the District has constructed an 8-inch diameter line south to SR 2 paralleling Pickle Farm Road to serve the Loth Lumber site. This line is capable of sustaining urban fire flows (estimated flow at least 1000 gpm). The District expects the capital cost of new service infrastructure to be financed through developer extension agreements with latecomers reimbursement provisions, at no capital cost to the District. The District has applied to the WA State Dept. of Ecology for a permanent change in water rights that would allow the PUD #1 to use the May Creek water source for municipal purposes and to expand the area served to the south of May Creek Tracts. The agency is currently operating under a temporary permit issued in 1987.

As a logical assumption, it is anticipated that the future water supply for the areas to be added to the UGA will continue to be served by both purveyors within their respective service areas. The City's water system would continue to add connections to its existing service of the "North" area; and the PUD #1 would continue serving the bulk of the new and existing development in the "East" area.²⁴ Additional storage capability (60,000 gallons) would be expected to be on line by the year 2012.

²² Snohomish County Public Utility District No. 1, Comprehensive Water System Plan, draft December 1995 with Washington Dept. of Health approval July, 1996), pg. 4-5. However, other tables within list the number of connections at 259.

²³ The May Creek Home-owners Association estimate there are 364 buildable sites, of which 116 are not yet on line. Compared to 2015, the peak daily demand in 1996 for 260 connections is 137 gpm, with a surplus of 363 gpm (peak daily demand). The District's water rights certificate allows a maximum withdrawal rate of 500 gpm, which is capable of being supplied by an aquifer east of May Creek Tracts. Like the city's water system, the limiting factor is pumping capacity. Water rights adding up to 500 gpm has pumpage rate of 270 gpm with an 8" well. The District plans to switch over to a 12" capable of pumping the full amount of the water right when the water right is finalized.

²⁴ The May Creek Home-owners Association estimate there are 364 buildable sites, of which 116 are yet on line to the PUD #1 water.

An exception is those properties immediately east of the city that would "square off" an irregular boundary, in accordance with the service area boundaries of each purveyor. These assumptions or conclusions about future service responsibilities also would be consistent with the North County Coordinated Water System Plan.

The additional city water capability of 277 connections or ERUs could serve 95 to 110 housing units under the highest infill development scenario within the existing city limits; and approximately another 75 to 85 new housing units in the "North" area under the highest growth alternative.²⁵

Additional PUD #1 capacity of 200 additional planned connections by 2015 could serve between 168 to 192 units of infill development in May Creek and other new residential development in other portions of the "East" area under the highest growth alternative.²⁶

b. Schools

Based on broad growth trends, the need for additional school facilities has been analyzed previously by the City in its Capital Facilities Element and by the Sultan School District No. 311 Capital Facilities Plan (1994-1999). As an adopted plan of the Sultan School District, it provides some guidance for estimating a potential school population that would need to be served by the District as a result of population growth in the Gold Bar UGA. The City has adopted the District's CPI, by reference, in its Capital Facilities Element.

A future enrollment number for each of the alternatives can be ascertained by using the Washington State Office of the Superintendent of Public Instruction (OSPI) method for projecting a total number of students at all grade levels. The OSPI's projected student to total population ratio is 19.24% established up through 1999.²⁷ Assuming the ratio held constant through 2012 and no significant demographic changes occur over that time period, between 104 (under Alternative "A") to 216 (Alternative C₁) additional children could be expected to be added to the Sultan School District rolls. It would be a reasonable expectation that approximately half of this increase would result in elementary school

²⁵ Based on the highest city infill population of 280 more persons (Alternatives 1 and 2. Under alternatives C and C₁; the infill population decreases to 175 persons which would only require 60 -67 ERUs); and an estimated additional 218 person population residing in the North area under the highest growth scenario. All ERUs are calculated using a household size range of 2.6 persons per household (city plan) to 2.9 persons/household (county staff methodology).

²⁶ Based on 72 infill population in May Creek, and another 395 persons residing in the East area under the highest growth scenario (C₁) within same household size range as in footnote above.

²⁷ Shockey/Brent, Inc., Planning Consultants, Sultan School District No. 311 Capital Facilities Plan (1994-1999), prepared for Snohomish County Planning, (Everett, November, 1994) pg. 10

enrollment, based on 1993 trends for enrollment distribution among elementary, middle and high school levels.

c. Potential Parks and Identification of Open Space

During the planning process that lead up to the recommendations for plan changes to both the city and county comprehensive plans, the city became proactive in parks planning. The city is serious about implementing its adopted Level of Service (LOS) standards for new parks.²⁸ As a result, several potential park sites are shown on the proposed future land use map [as well as the Open Space Map - exhibit J-4 (a)] with an indicative symbol (potential park sites are not intended to be parcel specific). Two are shown within city limits and two in the unincorporated area. The City is actively pursuing realization of a passive recreation area north of May Creek for which it has applied and received a "Conservation Futures" grant. ("May Creek Park"). A sum of \$235,370 was granted in late 1996 to the city for land purchase and acquisition; the project would acquire approximately 20 acres and over 1900 linear feet of shoreline along May Creek, a tributary of the Wallace River. According to the proposal, the city plans to purchase one parcel for access, parking and a picnic site; the other parcels to be left in a natural state, except for the construction of trail and interpretative signs. In the "East" subarea, there are two pocket parks in May Creek Tracts, private parks maintained by the Home Owners Association.

Three other potential sites are shown on the land use plan map, two of which are in the expanded UGA. The City expects to negotiate with potential developers of these parcels to create publicly-dedicated park and open space areas.

Based on the growth alternatives previously outlined, between 1.8 and 3.7 acres of additional parks and/or open space would be necessary to meet the needs of the additional population to come within the next 15 years. Added to the deficiency of park land for the current population, there is an ultimate park need of between 4.5 acres (low growth alternative) and 7.5 acres (highest growth alternative) more park space than currently exists. Although the additional park area should be in place prior to the end of the planning period, the planned construction of the May Creek Passive Recreation Area this year would mean the city would have approximately 200% more than the requirement (7.5 acres) by the end of 1997.

²⁸

The LOS is 3.25 acres of Community or Neighborhood parks per 1,000 population.

d. **Transportation**

As a small city located in the rural environment of Skykomish Valley, the Gold Bar lifeline to the rest of the region is State Highway 2. A significant amount of pass-through traffic east- and west-bound impacts the city, especially during peak recreational seasons.

Level of Service, or LOS is a term used to describe the relative efficiency of the transportation system, (the street transportation system in the case of Gold Bar) of the community comparing road capacity to traffic volumes. Level A is the highest with low volume and great ease of mobility, LOS F the lowest (stop and go traffic).

The City of Gold Bar Plan has adopted an LOS D for city streets and roads. Although no accurate traffic count or estimates of traffic volume is available, it is estimated that all local roads outside of SR 2 are functioning at LOS A.

This would also be the case expected for additional trips to be added by the new population. Even a 61% increase in population would not place that much demand on local streets, assuming equal trip distribution on the city's grid system. Pickle Farm Road and Ley Road are likely to experience the most increase in volumes; however, under no growth scenario would the adopted city LOS be violated. In addition, the county would conduct a transportation concurrency review of any proposed projects in the unincorporated portions of the UGA to ensure consistency with GMA requirements.

VI. Implementation of the Gold Bar UGA Plan

The Gold Bar UGA Plan shall be implemented in several ways: 1) specific policies to be included in an a this Subarea plan; 2) through an areawide rezone that would implement land use and shoreline environment designations in the unincorporated UGA, 3) through implementation through development regulations, and 4) through additional interjurisdictional cooperation through the execution of interlocal agreements. This section will explore these approaches in more detail.

A. Recommended Policies For Implementation of the Gold Bar UGA Plan

1. Land Use:

a. **BACKGROUND:** General Policy Plan Policy LU 1.C.3 indicates that the designation and siting of new industrial or commercial land uses along the UGA boundary should include buffers.

b. **POLICY:**

GB-1. Parcels that are designated "Urban Commercial" by the Gold Bar Subarea Plan shall maintain a twenty-five (25) foot landscaped buffer to form a sight-obscuring screen between the commercial property and abutting residential properties; and 10 feet of ornamental landscaping between the commercial property and public road rights-of-way.

GB-2. The minimum net residential density for the unincorporated area portion of the Gold Bar UGA shall be Urban Low Density Residential (3 du/1 acre) (aka URL-3). When the City of Gold Bar initiates sanitary sewer service for the City, the minimum net density shall be four dwelling units per acre.

2. Housing:

a. **BACKGROUND:** Recognizing the constraints placed on UGA planning because of the lack of a sewer system, any future amendments to the Gold Bar Subarea Plan need to provide for housing policies that meet the requirements of

b. **POLICY:**

GB-3. When the City of Gold Bar initiates sanitary sewer service, the GPP UGA Plan for the unincorporated portion of the Gold Bar UGA shall be reviewed and amended to incorporate a number of specific strategies for provision of additional housing types that require higher density and public sanitary sewer treatment. Such provisions shall address meeting the affordable housing goals of the Countywide Planning Policies and the determination of specific housing needs will be made in accordance with the accepted county-wide methodology at that time.

3. Natural Environment - Flood plains and Shorelines

a. **BACKGROUND:** GPP Policy 1.A.11 indicates that "urban growth areas which are located within the floodplain, as identified in Title 27 of the SCC, shall comply with all provisions of that title, ... Annexation agreements shall ensure the continued implementation of this policy." The following subarea plan policy or implementation strategy fulfills this GPP policy requirement:

b. **POLICY:**

GB-4. The City of Gold Bar and Snohomish County shall enter into a Memorandum of Understanding that commits the City and the County to work together to draft an interlocal agreement for the city's administration of Snohomish County Code Title 27, regulations for Special Flood Hazard Areas.

c. **POLICY:**

GB-5. For those properties (or portions of properties) that fall within the scope of the Shoreline Management Overlay as mapped on the Gold Bar Subarea Future Land Use Plan map, the densities of the environment designation within the adopted Shoreline Master Program will apply to any development proposal in lieu of the Urban Low Residential Density (3.0 du/acre) designation. For floodplain areas, the delineation of the actual boundaries shall be according to delineation of the 100 year flood boundary as depicted in the Floodway Maps for Snohomish County, Washington, National Flood Insurance Program.

4. **Interjurisdictional Coordination:**

a. **BACKGROUND:** The Gold Bar Area GMCC recommended the following implementation strategy as a plan policy:

b. **POLICY:**

GB-6. Snohomish County and the City of Gold Bar shall continue to communicate and closely coordinate regarding the effect of development project impacts in one jurisdiction on the other. Each jurisdiction will accept public testimony by residents living in the other jurisdiction at such times when:

- (1) specific development proposals are being considered, or
- (2) city and county comprehensive plan amendments are proposed.

B. **Implementing Development Regulations**

The nature of the urban environment to occur in the expanded UGA will be shaped by development regulations, including the critical area ordinances of both jurisdictions, shoreline management requirements, and floodplain regulations for new construction (elevations and flood proofing). Buffers and setback requirements, as discussed earlier, will tend to protect the environmentally sensitive areas within the Shoreline Management Overlay. For example, the setback for new development on the Wallace, according to the critical area ordinances prepared under the Growth Management Act for Gold Bar and Snohomish County is 100 foot²⁹.

C. **Interlocal Agreements And Further Interjurisdictional Coordination**

The execution of one or more interlocal agreements is important both for successful implementation of this plan and for continued good working relationships with the City of Gold Bar. As noted above, one adopted GPP policy requires the County to execute an interlocal for continued implementation of the county's floodplain regulations. Following the adoption of this plan amendment, the County should

²⁹ Setback requirements under both jurisdictions are identical for the Wallace River. Reference Section 4.4, Chapter 14, Gold Bar Municipal Code and Sections 32.10.500 through .520, SCC.

continue to give technical planning assistance to the city. The assistance could either be informal or formal, via an interlocal, to facilitate city plan amendments which would ensure map and text consistency between the city plan and the GPP. This is both encouraged by the GMA and the state agency implementing the GMA. As the city grows, the evolution of improved development regulations to implement city UGA land uses and policies would be an important second step for the city to take toward managing the inevitable growth coming its way.

VII. List of Exhibits











Exhibit A: UGA Boundary and Land Uses for the Gold Bar Area

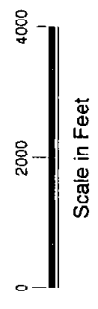
Exhibit B: Open Space/Greenbelt Areas Map

Exhibit C: Water Service Area Boundaries: City of Gold Bar System and PUD #1 (from:
North Snohomish County Coordinated Water System Plan)

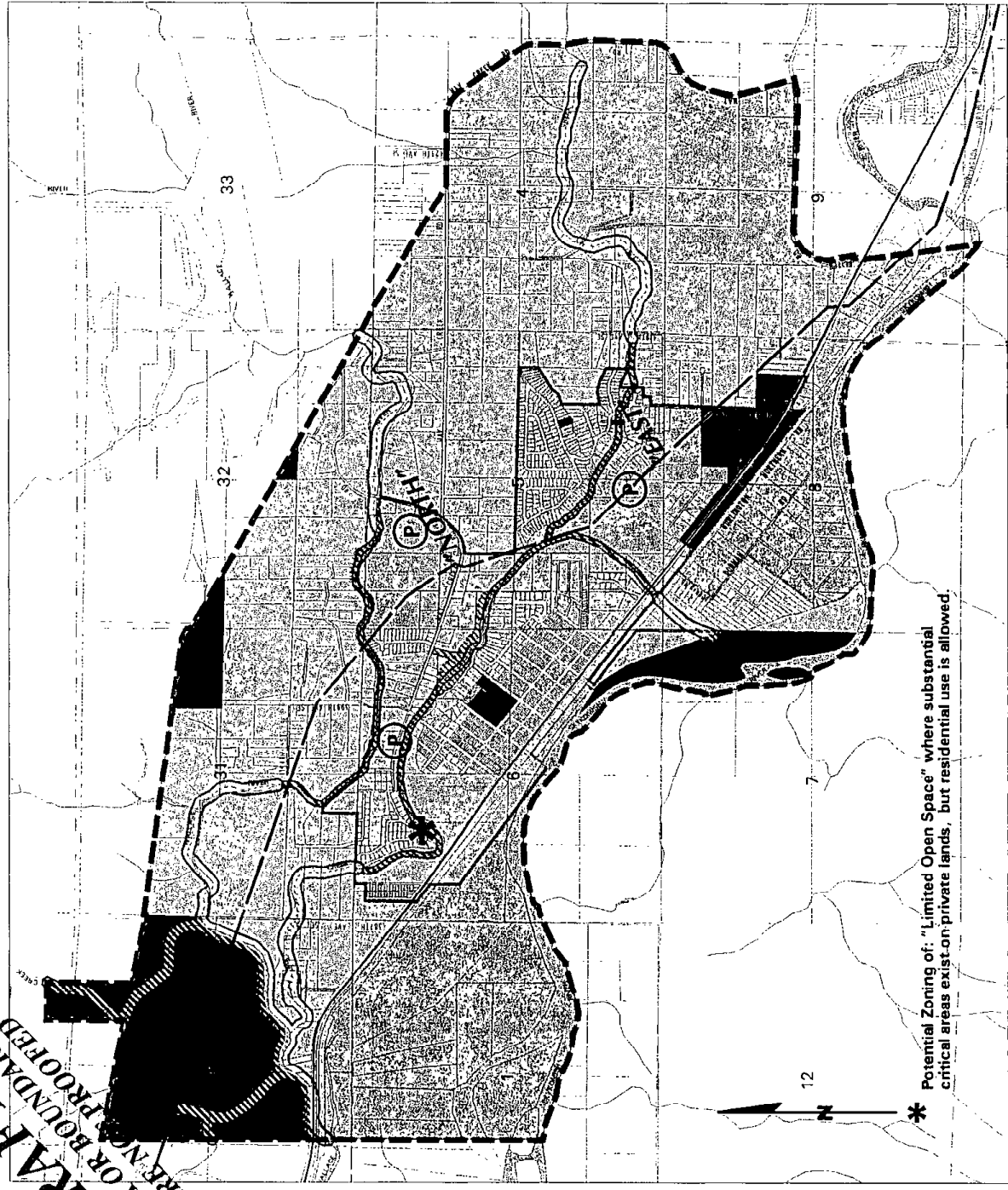
Exhibit B APPROVED
9/2/97

Openspace/Greenbelt Areas Map

-  Park
-  Proposed May Creek Park (Conservation Futures)
-  Public School Site
-  Shoreline Master Program Rural - 50 foot Buffer
-  Shoreline Master Program Conservancy - 100 foot Buffer
-  Incorporated City Area
-  Recommended UGA Boundary
-  Joint Comp. Plan. Area (JCPA)
-  Buried Petroleum/Natural Gas Pipeline
-  Potential Park or Park Need



Snatchemish County



DRAFT
DATA OR BOUNDARIES
ARE NOT PROVIDED

Produced by Snatchemish County Planning and Development Services, Cartography Section, rdri, March, 1996 (gis/png/carto/proj/comp/openspace.aml)

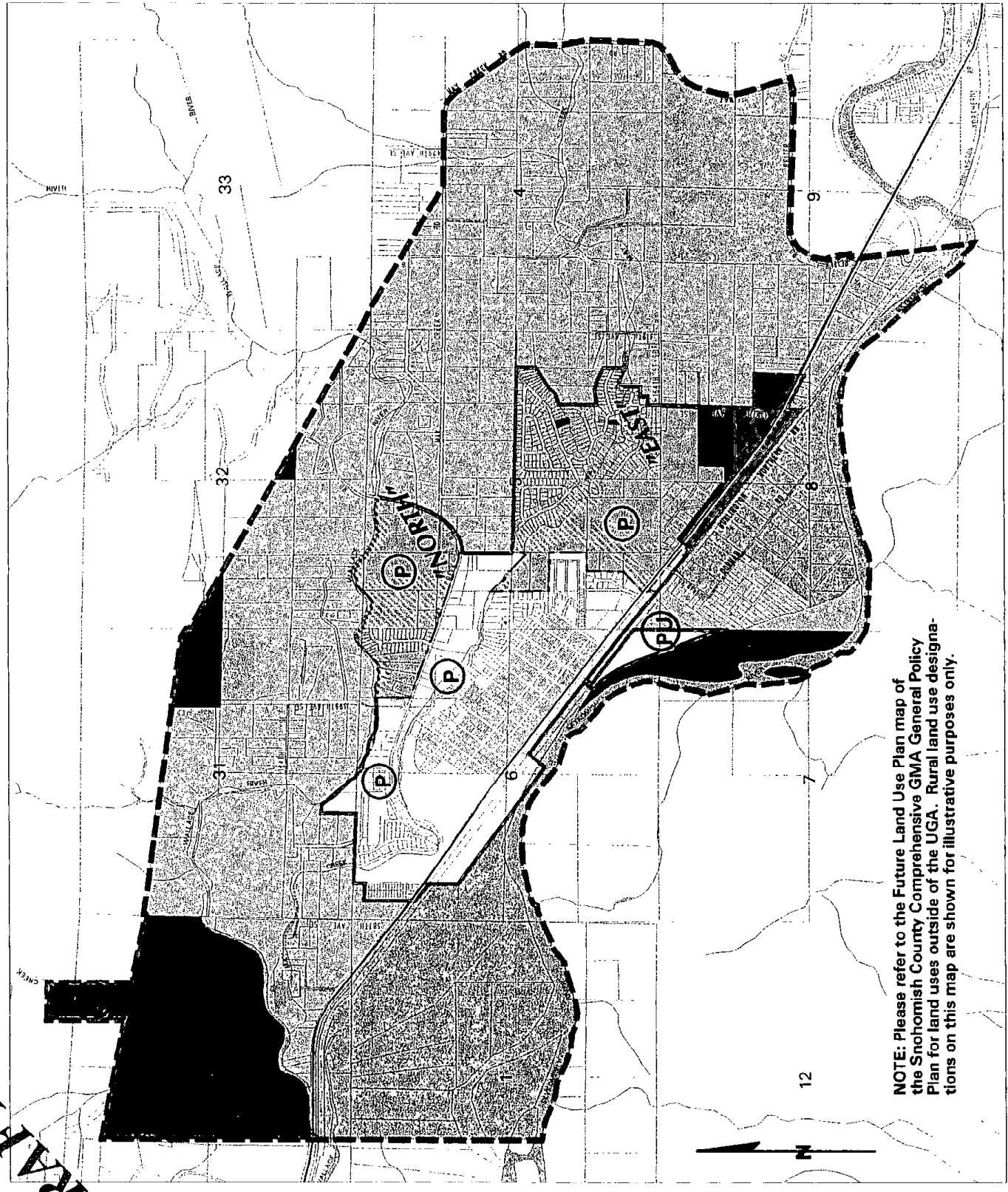
DRAFT

R 08 E | R 09 E

EXHIBIT A APPROVED UGA Boundary and Land Uses for the Gold Bar Area

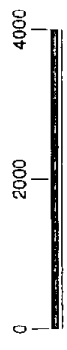
(Snohomish County Planning Commission Recommendation January 1997)

T 27 N | T 28 N



NOTE: Please refer to the Future Land Use Plan map of the Snohomish County Comprehensive GMA General Policy Plan for land uses outside of the UGA. Rural land use designations on this map are shown for illustrative purposes only.

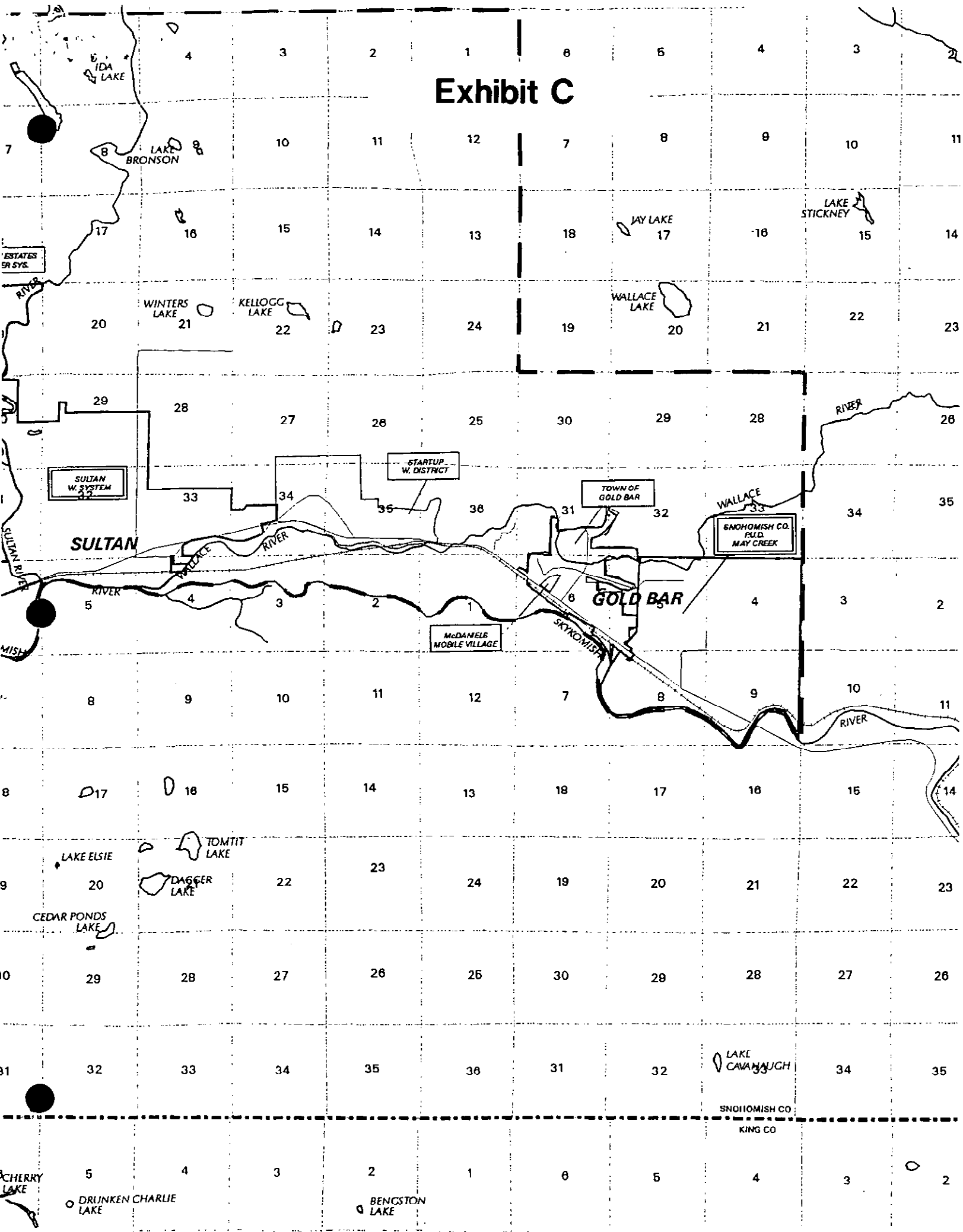
- Commercial Forest or Forest Transition Area
- Riverway Agriculture
- Park
- Low Density Rural Residential (1 DU/20 Acres)
- Rural Residential (1 DU/5 Acres Basic)
- Urban Low Density Residential (3 DU/Acre)
- Urban Commercial
- Incorporated City Area
- Shoreline Management Area Overlay
- Recommended UGA Boundary
- Joint Comp. Plan. Area (JCPA)
- Potential Park or Park Need
- Potential Public Use/ Public Utilities



Scale in Feet



Exhibit C

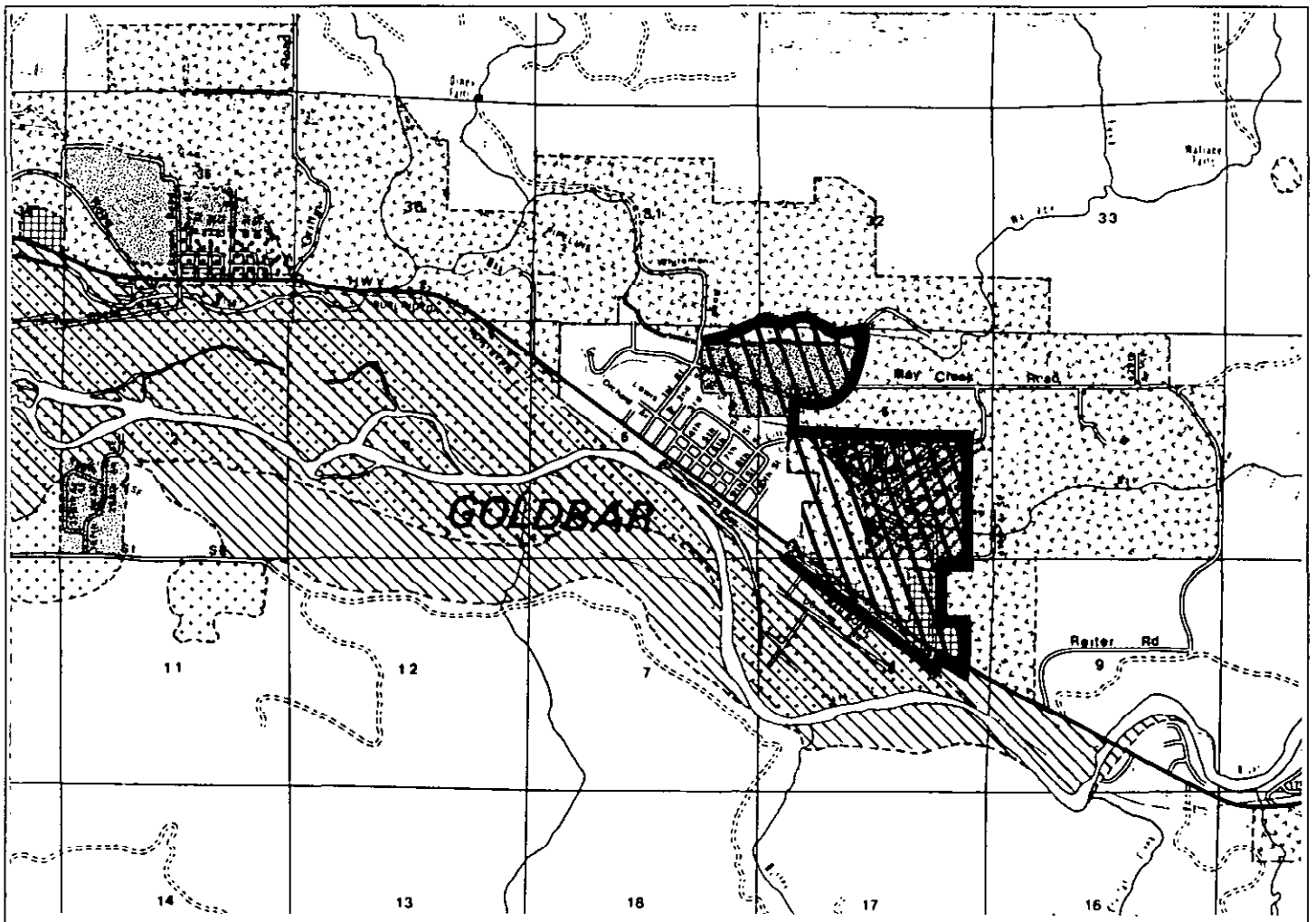


Attachment B

Skykomish Valley Comprehensive Plan

Land Use designations of the Skykomish Valley Area Comprehensive Plan map are repealed within the Gold Bar UGA

Ordinance # 97 -- 036



Legend:



Repeal Area Boundary