

Introduction

Structure of the Comprehensive Plan

The Lyman Comprehensive Plan (the Plan) is composed of three basic parts:

1. Introduction
2. Comprehensive Plan Elements
3. Comprehensive Plan Appendices

The Introduction includes a description of the requirements of the Growth Management Act (GMA) and the framework GMA established for planning in Washington State and Skagit County. The introduction also includes a brief history and community profile of Lyman.

The Implementation and Amendments section of the Introduction describes the process for implementing and amending policies and land use designations contained in the Plan. It also describes the requirements of the Regulatory Reform Act (ESHB 1724) as they relate to the Plan and provides some important GMA language regarding concurrency.

The Plan Elements are chapters on each of the following topics:

- Land Use
- Housing
- Transportation
- Capital Facilities
- Utilities
- Parks, Trails, and Recreation
- Economic Development

Each element begins with a discussion of the purpose served by the element, and a summary of the GMA requirements for that element. Following presentation of the GMA context is a listing of the element's goals, which were identified through the public involvement process and analysis of the existing conditions. The supporting policies follow the goals in each Element.

The Land Use Element provides the foundation for assumptions in all other elements. The Comprehensive Plan Land Use Map (Figure 1) gives geographic form to the Comprehensive Plan's land use policies by designating appropriate land use categories for areas throughout the Town.

The Plan Appendices provide, for each element, an inventory of data needs assessment or analysis, conclusions, and as appropriate, references to the Skagit County Countywide Planning Policies.

What is a Comprehensive Plan?

In 1990, the Washington State Legislature adopted the GMA. The GMA requires that any county in Washington State with a population of 50,000 or more and a population increase of 10-percent or more over the past 10 years plan under the GMA.

A comprehensive plan indicates how a community envisions its future and sets forth strategies for achieving the desired vision. A plan has three characteristics. First, it is *comprehensive*: The plan encompasses all the geographic and functional elements that have a bearing on the community's physical development. Second, it is *general*: The plan summarizes the major policies and proposals of a Town but does not usually indicate specific locations or establish detailed regulations. Third, it is *long range*: The plan looks beyond the current pressing issues confronting the community. to the community's future. Although the planning time frame for a plan is twenty years, many of its policies and actions will affect its community well into the future.

Why is a Comprehensive Plan Needed?

Many of the regular decisions made by officials have a significant impact on how the community develops and functions. A comprehensive plan coordinates and guides individual decisions in a manner that moves the community towards its overall goals. It is important to consider the goals of the GMA. RCW 36.70A.020 outlines the goals with which this plan must comply. They are as follows:

1. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and Town comprehensive plans.
3. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
4. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
5. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

6. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
7. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.
8. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water. and develop parks and recreation facilities.
9. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
10. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
11. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time of occupancy and use without decreasing current service levels below locally established minimum standards.
12. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

These Goals led to the following Countywide Planning Policies (CWPP) that provides more specific guidance.

- Urban growth shall be allowed only within cities and towns, their designated UGAs and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards (CWPP 1.1)
- Cities and towns and their urban growth areas, and non-municipal urban growth areas designated pursuant to CPP 1.1, shall include areas and densities sufficient to accommodate as a target 80% of the county's 20-year population projection (CWPP 1.2).
- Local governments shall allow for an adequate supply of land use options to provide housing for a wide range of incomes, housing types and densities (CWPP 4.1)
- Public/private partnerships shall be encouraged to build affordable housing and devise incentives for innovative and environmentally sensitive design to meet the housing needs of people with low and moderate incomes and special needs populations (CWPP 4.2).
- The Comprehensive Plan should support innovative land use management techniques.
- Identified critical areas, shorelands, aquatic resource areas and natural resource lands shall be protected by restricting conversion; encroachment by incompatible uses shall be prevented by maintenance of adequate buffering between conflicting uses (CWPP 8.1)
- Open space corridors within and between urban growth areas shall be identified; these areas shall include lands useful for recreation, fish and wildlife habitat, trails, and connection of critical areas (CWPP 9.1).

Functions of a Comprehensive Plan

A comprehensive plan serves many functions, including policy determination, policy implementation, and communication/education.

Policy Determination

First, it encourages government officials to look at the big picture, to step away from current pressing needs to develop overriding policy goals for their community. Second, it allows the elected officials to explicitly state the policies that are guiding their decisions so that those policies may be viewed critically and subjected to open and democratic review.

The plan serves to focus, direct, and coordinate the efforts of local government by providing a general comprehensive statement of the community's goals and policies.

Policy Implementation

A community can move more effectively toward its goals and implement its policies after they have been agreed to and formalized through the adoption of a comprehensive plan. A comprehensive plan is a basic source of reference for officials as they consider the enactment of ordinances or regulations affecting the community's physical development (e.g., a zoning ordinance or a particular rezoning), and when they make decisions pertaining to public facility investments (e.g., capital improvement programming or construction of a specific public facility). This ensures that the community's overall goals and policies are furthered, or implemented, by those decisions. A plan also provides a practical guide to officials as they administer ordinances and programs. This ensures that the day-to-day decisions of Town staff are consistent with the overall policy direction established by the elected representatives.

Communication and Education

A comprehensive plan communicates to the public and to Town staff the policy direction of the council. This allows the staff, the public, private developers, business people, financial institutions, and other interested parties to understand local policy on any particular issue. As such, a plan provides predictability. Everyone is better able to plan individual activities knowing the probable response to their proposals and to protect investments made on the basis of policy.

In addition, a comprehensive plan educates the public, the business community, the staff, and the elected official on the workings, conditions, and issues within their community. This can stimulate interest in the community affairs and increase the citizen participation in government.

Visioning and Public Process

Lyman's Comprehensive Plan responds to several layers of background data, policies, and plans. While the GMA and the Skagit Countywide Planning Policies provide an overall framework for the Plan, the foundation of the Plan exists in the hopes and visions of the people whom it will directly affect.

This 2018 version of the Comprehensive Plan builds on previous versions dating back to 1994. The Town began work on the current Comprehensive Plan in 2016. The staff updated data, incorporated new buildable lands capacity analyses and growth projections, and revised language to reflect current laws. The staff reviewed the policy basis for the Plan relative to the new information, and recommended adjustments as necessary.

Multiple public open hearings were held in 2015 and 2018, to inform the public about the Comprehensive Plan update process being undertaken and to encourage their participation.

The Town of Lyman's Past and Future

Lyman is a small town nestled in beautiful Skagit County. It has a rich heritage based on its abundant timber, fish and mineral resources and its Native American history. Lyman was Incorporated on May 5, 1909 as a 4th class Municipality. By 1911 the first lumber mill was in full swing, it employed approx. 300 men and the population rose with its advent and operation. In 1928 the water system that supplied Lyman was privately owned; its source of supply was several small creeks north of town. In 1929 the depression began and was detrimental to the town. The population diminished from 600 to 300 and agriculture and dairy became the principal sustenance for the town.

To help recovery from the depression the US Government enrolled men from Chicago and Detroit in the Civilian Conservation Corp. Securing property in Lyman 100+ men of the CCC were housed and worked in and near Lyman. They built roads, one of which leads to the present Water System, and constructed a concrete revetment along the Skagit River to stop erosion which was cutting into the main part of town. This work helped the economy of the town. Presently the population of Lyman is 454, the water system is now owned and operated by the Town. Lyman has a small but solid economic base which includes a town park, a cemetery, an historical Indian Cemetery, a Church, a Grocery Store and Gas Station, Restaurant, Post Office, Tavern, Landscaping business, Lyman Business Park, which includes a Public Storage Facility and Gift Shop, an Espresso Stand, computer technicians, day care for children, contractors, fishing guides, and timber cutters.

Lyman's vision is to keep its existing small-town character and remain a friendly residential community in the foothills of the Cascades. One community goal is to continue to build on the values of the community, taking advantage of the location on the Skagit River, with respect to privately owned property

Being one of the first places on the State Route 20 corridor and Scenic Cascade Loop, tourism is welcomed and encouraged. Thousands of tourists traveling Cascade loop stop in Lyman for a variety of services. The small city park has been renovated to attract groups of tourists and locals alike that come to use the Rails to Trails, which is a 22.5-mile trail that connects the City of Sedro Woolley and the Town of Concrete. Lyman is a perfect spot for sightseeing, picnics, refreshments, and restroom stops as it is centrally located. Property within the town limits are owned by Department of Natural Resources, Skagit Land Trust, and other agencies that are conservation oriented and strive to conserve and enhance the Skagit River eco system which is designated Wild and Scenic along the towns border. By forming partnerships with local community agencies, Lyman has opened one of its municipal buildings to be used as a library, Food bank, Community Center, and meeting place for Local, State, and Federal Agencies. By

implementing the improved development standards Lyman will retain its small town feel and still attract growth

GMA Compliance and Consistency

This document is consistent with the goals, policies and requirements in the Washington State Growth Management Act. To ensure consistency, each of the GMA goals was used as a basis for the Comprehensive Plan goals and policies. Each element is also outlined and organized according to the requirements of the GMA.

The following Comprehensive Plan documents and related studies are hereby adopted by reference:

- The Coordinated Water System Plan Public Utility District No. 1 of Skagit County, latest edition and amendments
- Town of Lyman's Water System, latest edition and updates
- Skagit County Housing Needs Assessment and Low Income Needs Assessment, latest editions
- Skagit County Comprehensive Economic Development Strategic Plan, latest edition
- Skagit Regional Transportation Improvement Plan, latest edition
- Skagit County Comprehensive Solid Waste Plan, latest edition
- Sedro-Woolley School District Comprehensive Plan, latest edition
- Skagit County Natural Hazard Mitigation Plan, latest edition
- Lyman's Critical Areas Ordinance
- Lyman Shoreline Master Plan Ordinance

Community Profile and Setting

Lyman is located in Skagit County 8 miles east of the City of Sedro Woolley, along the Skagit River. The portion of Skagit River that flows through Lyman is designated Wild and Scenic hosting 4 fish Species, and 2 bird species that are on the endangered list. Jones Creek runs through the town of Lyman and was historically the source of water before the new Water System was built and then updated in 2003. There were erosion problems soon after Lyman was established losing several acres of land to the rivers flooding. The same erosion problem has recently surfaced with 3 homes losing land to erosion. Lyman has been working with the United States Army Corp of Engineers (USACE), Washington State Military Department of Emergency Management, and Skagit County Department of Emergency Management and other, state and federal agencies to come up with a Contingency plan and solution to stop the threat to homes due to erosion by stabilizing the riverbanks and diverting the waters without impacting the delicate river eco system that supports fish and game. There are no homes in the town that are in the 100-year floodplain, but 60.6% of land in the Lyman Town limits is in the floodway. The town limits stretch across the river to the river bank to the south. Any and all land in the floodway is owned by the Washington Department of Natural Resources and is unusable. **(Figure 1 Aerial View)** Lyman has a proposed Urban Growth Area (UGA) at present and is working on expanding the water service area to be included in the UGA. At present there are only a few buildable lots but over 50 water services available to serve growth. Lyman follows the Skagit Countywide Planning Policies.

The Town of Lyman is the water purveyor for the town and surrounding area. See Appendix -- maps for water service area. There are 219 existing water services with 275 approved connections the system has the capacity to serve Lyman over the next 20 years if conservation measures are implemented. There are water rights for 125 gallons per minute. There is an existing 157,000-gallon water tank on the hill north of Town. The Town of Lyman 2013 Water System Plan Update adopted by reference as part of this Comprehensive Plan provides additional information. Additional capacity to serve vacant or underutilized land will become available upon implementation of the Comprehensive Water System Plan.

History

As early as 1870, settlers from the east coast and mid-west traveled up the Skagit River inland as much as 30 miles to where the Skagit Indian village was located, near the present-day site of Lyman. About 2000 Native Americans of the Skagit Tribe then lived near current-day Lyman until the early 1920's, when a smallpox epidemic occurred, the Skagit Tribe was once robust and healthy, but this terrible epidemic reduced their numbers by about 80%.

During the early years of white settlement, trees were cut, and the land was cleared; farming was carried out on rich soil after the stumps of the trees were removed. The soil produced crops and there were no insect pests at that time. Lumber harvesting drew more white men into the area between the Pacific Coast and the Cascade mountain range. The early settlers cut down trees and made their living quarters, furniture and fuel from these readily available lumber resources.

Logging operations were formally established along the Skagit River in 1873.

With the logging industry prospering, the white settlers began coming in greater numbers.

Among the new settlers to arrive around 1880 was Otto Klement, who was to become a leading figure in promoting the civic growth of Lyman. He owned a trading post consisting of a store, hotel and saloon, all housed under the same roof. This post soon became the hangout for hunters, timber cruisers and adventurers who came to ferret out the mysteries of the trackless wilderness. A post office was also included at the trading post after November 28, 1881, when a mail route to Lyman was established by Congress. This route extended sixty miles, from Mukilteo to Tulalip, Port Susan, Stanwood, Utsalady, Skagit City, Mount Vernon, Sterling and ending at Lyman.

Among the earliest white settlers in this vicinity were two cousins of Scotch-Irish decent—Henry Cooper and Henry Cooper Leggett. The cousins had traveled from eastern Canada to California where they worked for about 4 years and became American citizens in 1873. They then arrived by sailboat in Seattle, where they lived and worked until 1881, when they boarded a boat bringing farm implements into Skagit River country. They secured employment on a farm in the vicinity now known as the “flats”, and upon hearing reports of the rich, fertile land farther up the Skagit River that could be homesteaded; they traveled by canoe with an Indian guide and finally put ashore at what is the present town of Lyman. They found Mr. A W Williamson, a hop grower, to be the only permanent white farmer in the area at the time.

Henry Cooper homesteaded on 160 acres bordering on the Skagit River. He felled trees on his new property, built a cabin and arranged to bring his wife from Seattle to this home. Meanwhile, Henry Leggett homesteaded 160 acres about one and one-half miles down the river from Lyman. News from the outside, including mail and newspapers, was brought up river by canoe about once a week. The Skagit River was the only source of transportation until about 1881, when a

crude road was put into use along the south boundary of the river. The first road was cropped out to get a wagon through for supplies.

Lyman is considerably smaller now but, the Office of Financial Management (OFM) shows a slight trend of growth for the last 10-15 years. Lyman Elementary School, which is in the Sedro Woolley School District is rated as one of the best in the district and families move to the Lyman area just to be sure that their children will attend the School. Several of the resident's commute to and from work to Sedro Woolley, Mount Vernon, Bellingham, Everett and Seattle. They love the small-town atmosphere and would rather commute than move to the more populated cities.

Implementation

Purpose and Relationship to the GMA

A comprehensive plan is implemented through the goals and policies it identifies to guide and coordinate local decision making. The plan's policies shape the course of action taken by the community as it begins to implement the plan. The GMA encourages innovative implementation methods that are both regulatory and nonregulatory. Regulatory actions may include the adoption of a zoning ordinance or other land use regulations, while nonregulatory actions include such methods as the adoption of a capital facilities plan. Some actions may involve a complicated series of related steps, which themselves may need to be carefully planned (for example, planning for major utility system). This section will describe these actions, plans, and measures necessary to implement this Plan.

Regulatory Measures

The GMA requires that local governments enact land development regulations that are consistent with and implement the Plan. In order to accomplish this, the existing development regulations should be reviewed for their consistency with the comprehensive plan in order to identify where regulations must be amended or removed, or where new regulations should be drafted.

Zoning

The zoning ordinance and zoning map must be consistent with the future land use map and policies established in the plan. The future land use map and land use policies in the Comprehensive Plan establish the use, density, and intensity of future development within the Town. The Town maintains a separate Comprehensive Plan Land Use Map (**Figure2**) and Zoning Map (**Figure3**) to establish that it is future land use (rather than current use or zoning) which provides the basis for the Town's regulations.

As part of the update of the land use regulations, Lyman is also obligated by ESHB 1724 adopted by the 1995 Legislature to combine project permitting and environmental reviews, consolidate appeals processes, and clarify the timing of the development of the review process.

Concurrency Management

The Plan policies also provide for the GMA requirement for concurrency by establishing level of service (LOS) standards for capital and transportation facilities. "Concurrency" means that the public facilities and services need to maintain the LOS standards adopted in the Plan are available simultaneous to or within a reasonable period after development approval or construction.

A concurrency management system is a regulatory scheme that sets forth the procedures and processes to be used to determine whether public facilities have adequate capacity to accommodate a proposed development. A concurrency management system also identifies the responses to be made by the Town when it is determined that the proposal will exceed the LOS established and, therefore, exceed the defined capacity, and that is, fail to maintain concurrency. The process also includes establishing the criteria by which the Town determines whether individual development proposals are served by adequate public facilities and establishing monitoring procedures to enable periodic updates of public facilities and services capacities.

Under the GMA, concurrency management must be established for transportation and capital facilities; however, jurisdictions may establish concurrency for any public facilities for which they have established LOS standards in their comprehensive plan. Level of service standards may be established for fire and emergency facilities, police, schools, sewer and water, transportation, and parks and recreational facilities and services.

Capital Improvement Plan

Another implementation tool of the Plan is the planning for capital improvements. The 20-year Capital Improvements Plan, or CIP, sets out the capital projects that the Town must undertake in order to implement the Plan. A six-year CIP, a list of those projects to be completed in the near-term, should be updated annually, with the first year of the schedule acting as the capital budget for the fiscal year. During the annual updating of the six-year schedule, the cost estimates and funding sources listed should be updated and revised to reflect any additional information that the Town has received. The CIP schedule should also be revised to include any additional capital projects that are needed to maintain the Town's adopted LOS standards.

Administrative Actions

The Plan includes a number of policies that should be carried out through administrative actions, such as interlocal agreements, revised development and review procedures, and public involvement programs. Development and review procedures must be revised to implement concurrency and to ensure that new development complies with the performance standards established. The Plan also calls for the Town to publicize county and state initiatives, such as affordable housing programs, so that Lyman residents are able to take advantage of them. The Town should establish a work program that prioritizes each of the Plan policies that must be implemented through administrative actions.

Public Involvement

In order for the Plan to continue to provide guidance to the community, the citizens must monitor and remain informed about its implementation. As the Plan is tested by development, there will be the need for ongoing amendments to respond to changing conditions. As the community matures, the vision of the future will change, and new needs and priorities will emerge. The Town is obligated to coordinate many aspects of the plan with adjacent jurisdictions, which will also generate changes. Continued public involvement and communication is crucial to keeping the public engaged in the implementation and updating process, and so that the Plan remains a guidance document for the community.

Amending the Comprehensive Plan

For the Comprehensive Plan to function as an effective decision-making document, it must be flexible enough to accommodate changes in public attitudes, developmental technologies, economic forces and legislative policy, yet focused enough to insure consistent application of development principals. The GMA requires that the Town establish a public participation program that identifies the procedures and schedules to be used to update or amend the Comprehensive Plan.

Types of Amendments

Skagit County and the Town of Lyman are required to review their comprehensive plans and development regulations at a minimum interval of every seven years. In addition, GMA establishes that a governing body is generally not permitted to amend the Comprehensive Plan any more frequently than once a calendar year, except in cases of emergency. Proposed amendments must be consistent with GMA and the Skagit County Countywide Planning Policies (CPP). In addition, proposed amendments must be reviewed relative to the plans of adjacent jurisdictions, and all proposed amendments proposed in any one year must be considered concurrently so that the cumulative effect of the various proposals can be determined. Under certain circumstances, amendments may be considered more frequently than once per year, such as:

- The initial adoption of a subarea plan.
- The adoption or amendment of a shoreline master program.
- The amendment of the capital facilities element of the plan that occurs concurrently with the adoption or amendment of the Town budget.
- To resolve an appeal of a comprehensive plan filed with a Growth Management Hearings Board or with the court.

The Town of Lyman permits consideration of two types of plan amendments:

Comprehensive Plan Periodic Update

Review of the Plan is conducted no less frequently than every eight years in response to the GMA requirement, and to respond to Skagit County's review of designated urban growth areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area. The eight- year review will examine the entire Plan, including a reevaluation of goals, population projections and land densities, and a review of land use, transportation, environmental, parks, and community facility policies and proposals.

Annual Plan Review and Amendment

The second type of plan review and amendment relates to site-specific requests and minor policy changes. In some cases, amendments to the Plan may be necessitated by amendments to the GMA or CPP, or changes in federal or state legislation. These types of Plan or development regulation amendments may be undertaken once a year, and may be recommended by the Town Council, Planning Commission, Town staff, or any citizen.

The Town requests that Plan amendment proponents provide the following information in their application for amendment.

- A statement of what is proposed to be changed and why.
- A statement of the anticipated impacts of the change, including geographic area affected and issues presented.
- A description as to how the proposed change is consistent with other goals and policies.
- A description of any changes to development regulations, capital improvement programs, or other plans required for implementation.

Review and Plan Amendment Process

The annual review and plan amendment process provides an opportunity to refine and update the Plan and to monitor and evaluate the progress of the implementation strategies and policies incorporated therein.

This annual review and plan amendment process provides the method by which the Town, private property owners, developers, community groups, or individual citizens may request changes to the planned land uses on property or propose changes to the goals and policies of the Plan. The process affords the opportunity to refine the Plan based on changing conditions and community needs.

During the review and amendment process, the Town Council may consider current development trends to determine the Town's progress in achieving the goals established in the Plan. Information to be considered may include land capacity, residential versus economic development, amounts and values of non-residential construction, number and types of housing units authorized by building permit, the status of critical area resources, as well as the number of permit approvals, including subdivisions, annexations, and building permits. Other information that may be relevant to consider includes the current capacity status of major infrastructure systems for which levels of service have been adopted in the Plan and the levels of police, fire, and park and recreational services being provided by the Town. The process may also include monitoring of overall population growth and relative comparison with the forecast growth projections contained in the Plan (and the inclusion of updated projections where appropriate).

The annual review and amendment process requires public participation, both through community meetings to familiarize the public with the amendment proposals, as well as a formal public hearing before the Town Council. Adoption of amendments occurs following state agency review.

Policies

The following policies are recommended to reflect the annual plan review and amendment process:

- 1 The Town of Lyman may conduct an annual review of the Comprehensive Plan to consider the need for amendments. At that time, both Town-initiated and private citizen- or developer-initiated amendment requests may be considered.
- 2 All Comprehensive Plan amendments shall be processed together with any necessary zoning, or other ordinance amendment, to ensure consistency.
- 3 Amendment procedures shall be fully outlined in the Town of Lyman's land development regulations.

Plan Review and Amendment Schedule

The plan amendment process is designated to be flexible to accommodate unique conditions such as the nature, complexity, or amount of plan amendment requests in a single year. The

annual “window” of plan amendment submittals from the public will be open throughout the year, (that is, the public can submit requests for amendments at any time). However, they will only be “processed” in accordance with the adopted regulations. The timing of the process is intended to conform to the following generalized schedule:

- 1 The town solicits public requests for comprehensive plan amendments.
- 2 Deadline for submitting proposed amendments to the Town Clerk.
- 3 Town Council decides which proposal amendments should be considered and establishes a schedule for evaluating and adopting proposed amendments.
- 4 The proposed amendments are evaluated for consideration.
- 5 Town Council holds a public hearing and decides on adoption of the proposed amendments.

Emergency Plan Amendment Consideration

The Plan may be amended outside the normal schedule if findings are adopted (by Town Council resolution) to show that the amendment was necessary due to an emergency of a neighborhood or Town-wide significance. Plan and zoning amendments related to annexations may be considered during the normal annexation process and need not necessarily be coordinated with the annual plan amendment schedule. The nature of the emergency shall be explained to the Town Council, which shall decide whether to allow the proposal to proceed ahead of the normal amendment schedule.

Future Updates

Economic Development and Park and Recreation Elements

An economic development element should provide a summary of economic conditions, including employment, payroll, sectors, businesses, sales, and other information. Some of this information is provided in the Land Use Appendix and specific goals and policies supporting economic development are included in the Land Use, Transportation, and other Elements. The Parks, Trails and Recreation Element has been updated to be consistent with the Plan. In accordance with GMA, a parks element should include an estimate of future demand, an evaluation of service needs, and an evaluation of approaches to meeting parks and recreation demands. The Park, Trails, and Recreation Element and Appendix provides parks objectives for the community based on known demand and inventory.

At a time when additional funding is available, the Town will seek to conduct more detailed analysis and forecasting for parks and economic development.

Shoreline Master Program Integration

GMA also requires integration of the Plan with the Shoreline Master Program (SMP). Lyman first adopted a SMP in 1999, and more recently conducted a comprehensive update. The SMP is being reviewed as part of the Skagit County Shoreline Master Plan, which is still under review as of 2018. Policy LU-P40 in the Plan specifically recognizes the Shoreline Master Program, and the SMP is generally consistent with the Plan.

Transportation Modeling

The Transportation Element provides goals and policies that direct strategies for future transportation improvements. The Element is based on the Land Use and Transportation Appendices that contain information about population growth, land use, transportation conditions, and future transportation needs.

In the relatively simple transportation environment that currently exists, transportation impacts can be readily identified. The Town does not presently have the resources or funding to monitor local levels of service. However, as growth continues, and depending on actions the state may take with improving State Route 20, it may be valuable to model future traffic conditions, especially peak conditions on State Route 20. This may be best managed in coordination with the State Department of Transportation.

Land Use Element

Introduction

The Land Use Element provides the policy basis for directing the Town's growth to accommodate the desired mix of urban land uses. The Land Use Element is maintained in accordance with the Growth Management Act (GMA) (RCW 36.70A.070) to direct land use decisions including any potential annexations that may be proposed within the urban growth area over the next twenty years.

GMA requires the Town to maintain:

A land use element designating the proposed general distribution and general location and extent of the uses of/and, where appropriate, for agriculture, timber production, housing, commerce, industrial, recreation, open spaces, general aviation airports, public utilities, and other land uses.

The land use element shall include population densities, building intensities, and estimates of future population growth

The land use element shall provide for protection of the quality and quantity of ground water used for public water supplies.

Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity.

Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

This Element has also been developed in accordance with the Skagit County Countywide Planning Policies (CWPP) that provides specific guidance to the chapter. The Land Use Element contains the goals and policies necessary to support the Town's responsibility for managing land resources and guiding development through regulations, guidelines, and standards. In addition, the Land Use Element provides for the protection, enhancement, and restoration of critical areas and natural resources. The Land Use Element is closely linked to other elements - in particular, Housing, Transportation, and Utilities.

Information supporting the Land Use Element, including current and projected population, land use, and rates of growth are contained in the Land Use Appendix. The designated land uses are shown on the Comprehensive Plan Land Use Map (**Figure 2**) and existing land uses are shown on (**Figure 3**) in the Land Use Appendix.

Goals

- LU-1 Plan for current and future land uses in accordance with the values and vision of Lyman’s residents and business people.
- LU-2 Preserve and promote the small town and rural character of the Town, including the quality of life and the design and scale of structures, as new development occurs.
- LU-3 Maintain, preserve, and enhance the Town's historic, cultural, and archeological resources to provide a sense of local identity and history to the residents and visitors of the community.
- LU-4 Establish design guidelines to maintain and enhance the historic, small town character of the community.
- LU-5 Encourage revitalization of the existing commercial area and provide for the orderly development of other designated commercial areas.
- LU-6 Encourage land uses, development, and commercial services that support the integration of physical activity into daily life and promote outdoor recreational activities and tourism.
- LU-7 Preserve natural open space, including surrounding forest and agricultural lands, for scenic and aesthetic enjoyment, to protect and preserve environmentally sensitive areas, and to enhance the quality of life of Lyman’s residents.
- LU-8 Promote community-wide stewardship of the natural environment.
- LU-9 Protect and enhance critical areas and give special consideration to measures to protect and enhance habitat for anadromous and salmonid fish, consistent with the best available science and in accordance with RCW 36.70A.172

Policies

General

LU-P1 Encourage development that creates and maintains a safe, healthy, and diverse community providing affordable housing and employment opportunities. and protecting the natural environment and cultural resources.

LU-P2 Maintain the Comprehensive Plan consistent with the Growth Management Act and ensure that adopted land use policies, regulations, and related capital facility plans are consistent with other elements of the Comprehensive Plan.

Potential Annexation Areas

LU-P3 The Town of Lyman shall consider the annexation into the Town of those areas that:

- a) Are within the Town's designated urban growth area; and
- b) Include public facilities, including streets, that meet or exceed current Town standards, or that are improved or anticipated to be improved according to an interlocal agreement.

LU-P4 Coordinate future planning for potential annexation areas with Skagit County, and shall seek to adopt interlocal agreements with Skagit County regarding the development of unincorporated areas within Lyman's proposed (UGA).

Growth Strategy

LU-P5 Growth should be directed as follows:

- a) First to areas with existing infrastructure capacity outside of flood-plain;
- b) Second, to areas where infrastructure improvements can be easily extended; and

- c) Last, to areas requiring major publicly-financed infrastructure improvements.

- LU-P6 To allow for appropriate development, development regulations and standards should be simple and measurable and be implemented through expeditious public review.
- LU-P7 The Town of Lyman and other service providers shall adopt and coordinate capital improvement programs to remedy identified infrastructure deficiencies in functional areas, such as transportation facilities, public water supply, waste water treatment, and shall reassess land use designations according to infrastructure available.
- LU-P8 Urban growth areas should be zoned to support future urban densities subject to availability of sanitary sewer service.
- LU-P9 All new plats in Lyman and its urban growth area may be designed to support future connection to a sanitary sewer system, including placement of side sewers and sewer mains within the development.
- LU-P10 Design new development to accommodate replanning at a higher density once sewer service is available.
- LU-P11 Reconsider land use designations and zoning to support commercial, higher density residential, and a mix of uses, once sewer service is available.

Residential Land Uses

- LU-P12 Residential designations should be determined by:
 - a. The suitability of the land and natural processes;
 - b. Existing land use patterns:

- c. Availability and capability of infrastructure and public services;
- d. Residential space needs as determined by population and housing projections: and
- e. Values and preferences of local residents on location and densities of residential growth and development.

LU-P13	Concentrate development where public facilities, services, and amenities exist to support higher densities and intensities.
LU-P14	Consider innovative development techniques, such as planned residential developments, density averaging, and clustering to allow for more flexibility and creativity in design and to provide protection of environmentally sensitive areas.
LU-P15	Give preference to innovative techniques for residential subdivision and development consistent with LU-P35 to protect environmentally sensitive areas.
LU-P16	<p>When adequate public facilities are available, common-wall and zero lot line single family development shall be allowed in:</p> <ul style="list-style-type: none"> a) Areas where they provide a transition between detached single family and higher intensity land uses: and b) Areas where higher density residential land uses are permitted.

Infill Development

LU-P17	<p>To maintain the residential character of neighborhoods, accessory housing units shall be allowed only when developed in a manner that is consistent with adopted development regulations and standards for residential areas, including:</p> <ul style="list-style-type: none"> a) Adequate off-street parking:
--------	---

- b) Limited total building square footage or lot coverage:
- c) Bulk and scale consistent with neighboring residences: and Adequate utilities and services.

Commercial Land Uses

- LU-PI8 ***Only those areas that meet the following criteria should be designated for commercial uses:***
- a. The area is within an identified public Water Service Area: and
 - b. The area has adequate vehicle access to primary travel routes.
- LU-P19 Encourage commercial activities at major intersections, and near existing commercial areas. Commercial zoning shall be limited to those areas shown on the adopted Comprehensive Plan Land Use Map (**Figure 1**).
- LU-P20 Allow commercial activities that support outdoor recreation when compatible with surrounding uses and through the conditional use permit process.
- LU-P21 Review and approval processes for commercial developments should be flexible depending on the type of development, its anticipated market, and the characteristics of the surrounding community.
- LU-P22 ***Allow home occupations in residential areas, if they are designed, located, and operated to be compatible to adjacent residential land uses.***

Physical Activity

- LU-P23 Encourage commercial uses to maintain a pedestrian scale and orientation.
- LU-P24 Encourage the integration of physical activity into daily life by increasing the opportunity for safe and pleasant pedestrian and bicycle trips between residences and local businesses.
- LU-P25 Encourage connections between residential, commercial, and recreational areas in a manner consistent with Transportation Element policies for pedestrian and bicycle facilities.

Revitalization and Community Character

- LU-P26 Encourage the creation of a community organization to promote activities and special events in the Town and to attract additional business and merchants to the area.
- LU-P27 Establish design guidelines that:
- Encourage development consistent with the Town’s historic small town rural character;
 - Encourage beautification with street plantings, street furniture, decorative lighting and signage, and historical markers;
 - Encourage development to be of a pedestrian-scale and orientation, and promote good pedestrian access; and
 - Address specific design features such as roof lines. significant views. building shapes. textures. pedestrian amenities, and landscaping.
- LU-P28 Create gateway features at the entryways to the Town that provide a sense of arrival and welcome. and that establishes the identity of the community.
- LU-P29 Encourage the use of landscaping and the preservation of native vegetation to enhance aesthetic and environmental quality of the Town.

- LU-P30 The Town of Lyman regulations and development standards shall require improvements such as:
- a. Paved streets, curbs, sidewalks, and internal walkways, where appropriate;
 - b. Adequate parking;
 - c. Street lighting and street trees;
 - d. Storm water management facilities;
 - e. Public water supply; and
 - f. Public sanitary sewers, when available.

- LU-P31 Encourage the preservation and rehabilitation of sites and buildings with unique or significant historic characteristics.

Industrial Land Uses

- LU-P32 Allow the expansion of existing industrial uses when they are compatible with the character of the town and meet all concurrency requirements for infrastructure and public services.

- LU-P33 Regulate industrial uses to prevent nuisances such as noise, dust, odor, vibration, air and water pollution, and traffic that would affect nearby residential and commercial development and have adverse environmental impacts. Residential uses shall be buffered from industrial developments. Perimeter trees and shrubs on industrial sites should be preserved and enhanced when expansion or redevelopment is proposed.

Critical Areas and Resource Lands

- LU-P34 Protect critical areas and give special consideration to measures to protect and enhance habitat for anadromous and salmonid fish. consistent with the best available science. Critical areas include:
- Wetlands;
 - Critical aquifer recharge areas;
 - Frequently flooded areas;
 - Geologically hazardous areas; and
 - Fish and wildlife habitat conservation areas.

Map critical areas located in and adjacent to the Lyman planning area.

Development within or adjacent to areas designated as critical areas (as defined by the Town of Lyman Critical Areas Ordinance). shall be regulated to require design and construction that avoids, minimizes, and mitigates for potential impacts to the critical area.

River and stream channels should be preserved, protected and enhanced for their hydraulic, ecological, and aesthetic functions in accordance with the Shoreline Master Program and sensitive areas regulations.

Project applicants shall assure that any impacts to critical areas will not result in significant risk to public health or safety. public or private property, or the environment. **(Figure 4)**

Shorelines

- LU-P35 Utilize the policies and guidelines of the adopted Shoreline Management Master Program when reviewing development in the shoreline area.

Water Quality

- LU-P36 Protect surface and ground water quality and quantity through development regulations, surface water management standards, and watershed management practices.

Floodplain

- LU-P37 Limit the use of FEMA designated 100-year floodplain to open space, recreation, and agricultural use. The identified hydraulic floodway shall be preserved as natural wetland and habitat area.

Agricultural and Resource Lands

- LU-P38 Cooperate with state, county, and federal programs to ensure protection of food producing lands including: agricultural districting; purchase of development rights; and transfer of development rights.
- LU-P39 The town shall recognize the Forest Practices Act, RCW 76.09, policy and regulation of forest practices, except as provided in the Town of Lyman and Skagit County Shoreline Master Program.

Housing Element

Introduction

The purpose of the Housing Element is to ensure the vitality and character of the existing residential housing stock, determine the future housing needs for the Town of Lyman and set policies to help the Town implement programs to satisfy those needs. This Housing Element has been developed in accordance with the Growth Management Act to address the current and future housing needs of the Town of Lyman.

RCW 36.70A.070 requires that the Comprehensive Plan contain:

A housing element ensuring the vitality and character of established residential neighborhoods that:

- a) Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth:*
- b) Includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing including single-family residences:*
- c) Identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and*
- d) Makes adequate provisions for existing and projected needs of all economic segments of the community.*

It has also been developed in accordance with the Skagit County Countywide Planning Policies and has been coordinated with the other Elements of this Plan.

This Element contains the goals and policies necessary to support Town actions that influence the preservation and development of housing. The goals and policies are framed to address the range of choices and the amount of supply necessary to accommodate the estimated future demand. This Element is closely linked to the Land Use Element, which prescribes related goals and policies for residential densities, community design, and amenities that support a quality community.

Information supporting the Housing Element, including information about housing units, households, and affordability is contained in the Housing Appendix.

Goals

- H-1 Provide a range of housing types to encourage an adequate choice of living accommodation for all current and future residents of Lyman.
- H-2 Encourage the preservation of existing housing stock outside of flood-plain.
- H-3 Promote strong, stable residential neighborhoods through public investments in physical improvements and through public policy decisions intended to protect and preserve existing neighborhoods.
- H-4 Encourage the availability of affordable housing to all economic segments of the population of the Town.
- H-5 Promote fair and equal access to housing for all persons regardless of race, color, religion, gender, age, national origin, family status, source of income or disability.
- H-6 Encourage all new development to be outside of the floodplain. Encourage existing properties which have suffered from repetitive loss due to flooding, to locate outside of the floodplain.

Policies

Housing Choice

- H-P1 Strive for a variety of housing types and prices, including multi-family, attached, and small-lot single-family units.
- H-P2 Focus higher density housing options close to commercial areas, transportation facilities, and public services.
- H-P3 Development of accessory housing units shall be consistent with Land Use Policy 17.

- H-P4 Encourage innovative housing development, such as planned unit developments, cluster housing and cottage housing that increases the range of housing types available
- H-P5 Promote new innovative designs that are energy efficient and use less expensive building materials.

Preserve Existing Housing

- H-P6 Conserve the Town's existing housing through code enforcement and participation in rehabilitation programs.
- H-P7 Encourage individual homeowners to reinvest in their homes by providing information, technical assistance and referrals to appropriate agencies.
- H-P8 Encourage owners of buildings that are showing signs of deterioration to bring their homes into conformance with building code standards through voluntary community-wide compliance programs.
- H-P9 Maintain public infrastructure in residential areas to preserve the character and vitality of existing neighborhoods.
- H-P10 Control nuisances, including junk, old cars, litter through active code enforcement to keep neighborhoods livable.

Affordable Housing

- H-P11 Encourage private sector efforts to secure federal and/or state funds to provide housing for elderly and disabled citizens.
- H-P12 Encourage local participation in state programs, such as the Housing Assistance Program and the State Housing Finance Commission's home-ownership loan program, which facilitate home ownership by low and moderate-income families.

- H-P13 Review and monitor development regulations and standards to promote efficient and economical permit procedures that do not unnecessarily add to the cost of housing.
- H-P14 Evaluate the effectiveness of development regulations to encourage residential developments that increase housing choice and affordability and are compatible with adjacent neighborhoods.

Manufactured Housing

- H-P15 Allow manufactured homes under ordinances and regulations governing other residential buildings, provided the dwelling unit is certified by the Washington State Department of Labor and Industries as meeting the Factory Built Housing code, if set on a permanent foundation, with the wheels and tongue removed and skirting applied.
- H-P16 Ensure that building code is consistent with the State Department of Labor and Industries standards for siting and the Department of Housing and Urban Development's Safety and Construction Standards for manufactured homes.

Fair and Equal Access

- H-P17 Maintain zoning and development regulations for all persons regardless of race, color, religion, gender, age, national origin, family status, source of income or disability, including group homes, consistent with the Federal Fair Housing Act.
- H-P18 Encourage the utilization of the housing resources from federal or state sources to assist in providing better housing opportunities for low-income, elderly, or handicapped persons.
- H-P19 Residential areas should include space for affordable housing for elderly, disadvantaged, disabled and low-income households.
- H-P20 Make reasonable accommodations in its rules, policies, practices, and services to afford persons with disabilities and other special needs equal opportunity to use or enjoy a dwelling.

Transportation Element

Introduction

The Transportation Element is an integrated part of the overall Lyman Comprehensive Plan that establishes a plan for transportation infrastructure and facilities to accommodate the community's anticipated level of growth.

The Growth Management Act (GMA) requires (RCW 36.70A.070) that the Comprehensive Plan contain;

A transportation element that implements, and is consistent with, the land use element. The transportation element shall include the following sub-elements:

- i. Land use assumptions used in estimating travel;*
- ii. Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the department of transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;*
- iii. Facilities and service needs, including an inventory of transportations facilities and services; level of service standards for all locally owned arterials; level of service standards for highways to facilitate coordination between the city's six-year street program and the department of transportation's six-year investment program; specific actions and requirements for improving local transportation facilities; forecasts of future traffic; and identification of needs to meet current and future demands. Identified needs on state-owned transportation facilities must be consistent with the statewide multimodal transportation plan required under chapter 47.06 RCW;*
- iv. Finance*
- v. Demand-management strategies.*

After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW 36.70A.040, local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride sharing programs, demand management, and other transportation systems management strategies. "Concurrent with the development" shall mean that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.¹

¹ This is a summary of RCW 36.70A.070(6) and some text has been deleted from the section.

Additional requirements are contained in the Clean Air Conformity Act. WAC 173-420-080 states that:

Transportation plans shall include policies and provisions that promote the reduction of criteria pollutants. Transportation plans shall identify those aspects of the existing transportation system whose modification offers the best opportunity for improving air quality. Transportation plans shall include descriptions of the existing and proposed transportation system in sufficient detail, to permit conformity determinations using the criteria in WAC 173-420-060 and 173-420-065. Plans shall be analyzed with regional emission analysis for criteria pollutants. Local plans that are consistent under RCW 47.80.030 with a conforming regional transportation plan are deemed to comply with this chapter provided that the requirements of WAC 173-420-050 are met. Upon a conformity finding by the MPO, the plan shall be submitted to the United States Department of Transportation for federal conformity determination.

The key transportation concern for Lyman is to maintain a functioning street system as traffic continues to increase while also preserving the small-town character. However, traffic on SR 20 already conflicts with this image of a rural residential community. Future highway traffic volumes may further diminish the character of the Town and result in more urban-scale transportation improvements to accommodate the traffic growth.

Additional community concerns include ensuring access to jobs and services; providing local vehicular and pedestrian access to key destinations; ensuring public safety; and protecting the environment.

Information supporting the Transportation Element, including information about street classification, street inventory, levels of service, future needs, and planned improvements, is contained in the Transportation Appendix.

Goals

- T-1 Provide a transportation system that includes streets, sidewalks, and trails, that supports the Land Use Element, and meets the needs of residents traveling by automobile, transit, bicycle, or pedestrian means.
- T-2 Preserve and enhance the small town and rural-residential character of the community through application of street standards, and the use of sidewalks, trees, benches, and other amenities that promote a sense of community.
- T-3 Ensure pedestrian and traffic safety through the design, construction, and maintenance of transportation infrastructure.

- T-4 Develop a functional, safe and convenient system of pedestrian and bicycle pathways and facilities throughout the Town that support walking to parks and commercial services; provide trail connections; and reduce vehicle trips.
- T-5 Provide transportation facilities and services in a manner that protects and enhances the environment.
- T-6 Communicate and coordinate the transportation needs and interests of Lyman with adjacent communities and applicable agencies.
- T-7 Promote ridesharing, transit use, pedestrian travel, and other viable options that reduce single occupant vehicle travel.
- T-8 Provide sufficient parking facilities and controls that complement the road system, that serve the needs of Lyman’s residents and commercial areas and are compatible with Lyman’s small-town character.

Policies

Transportation System

- T-P1 Maintain a system of transportation facilities and services that adequately serves the access circulation needs of Town residents and visitors and seek to improve the transportation facilities to recognize changes in the community’s needs.
- T-P2 Periodically review transportation levels of service and forecasts.
- T-P3 Use future land use designations in planning for adequate roadway, pedestrian, bicycle, and transit services to meet travel needs.

Street Network

- T-P4 The existing local street system should be developed to ensure maximum vehicle and pedestrian connectivity between adjacent developments.

- T-P5 Encourage the connection of streets when considering the development of new streets or street improvements, to minimize cul-de-sacs, dead-end streets and other design features that reduce circulation and limit emergency access.
- T-P6 Streets shall be designed to support anticipated future development on adjacent undeveloped or underdeveloped properties.
- T-P7 Encourage local street connections that do not rely on State Route 20.
- T-P8 Prevent “cut-through” traffic on local access streets by providing adequate traffic capacity on collectors and arterials, while limiting traffic on side streets.

Street Classification

- T-P9 A consistent classification of streets shall be established according to function, so that needed traffic capacity may be preserved, and planned street improvements will be consistent with state, federal, and regional functional requirements.
- T-P10 Curb cuts should be minimized on principal arterials to maintain street carrying capacity and operational efficiency.
- T-P11 Apply appropriate standards for street development that recognize the functional hierarchy of streets and the small-town character of the community.

Implementation

- T-P12 Seek funding to bring existing streets up to Town standards for new streets.
- T-P13 Use a road maintenance program to prevent the deterioration of public streets.

T-P14 Require property owners to maintain the appearance of public right-of-way adjacent to their property.

State Route 20

T-P15 The Town of Lyman recognizes SR 20 as a highway of statewide significance connecting eastern and western Washington. SR 20 has a state adopted level of service standard of “C.”

T-P16 Work with Washington State Department of Transportation (WSDOT) to develop a design plan for SR 20 that enhances the aesthetics of the highway consistent with the small-town character of the Town, providing for curbs, gutters, sidewalks, planting areas, and decorative elements.

T-P17 Work with WSDOT to designate SR 20 as a “rural” highway which should not be expanded within Town limits.

T-P18 Coordinate with WSDOT to manage land development and local street access along SR 20 to protect the functional viability of the highway and to support economic development.

Street Design

T-P19 Recognize the important role that sidewalks, trails, and streetlights play in providing a safe and pleasant environment within the community and maintain design standards. Public and private developments are expected to create attractive pedestrian spaces through the implementation of design standards.

T-P20 Streets in the city core should maintain a network “grid” pattern of traditional small-town development.

T-P21 Local residential streets should be sufficient to serve the needs of local residents, including space for parking and sidewalks, while being designed to be consistent with Lyman’s rural character.

T-P22 Encourage safety and beautification projects for all roads in the Town.

- T-P23 Require new streets, and streets that are substantially improved, to include low maintenance landscaping strips and street trees at the time of development.
- T-P24 Transportation facilities and services should be sited, designed, and buffered (through screening and/or landscaping) to fit in harmoniously with their surroundings. When sited within or adjacent to residential areas, special attention should be given to minimizing noise, light, and glare impacts.
- T-P25 Recognize the needs of, and incorporate designs for, emergency and refuse collection vehicles, and public transportation in Town road design and construction.

Transportation Safety

- T-P26 Work with local public safety officials to identify and evaluate unsafe traffic conditions, and work to improve traffic safety through installation of appropriate street improvements.
- T-P27 Seek to integrate bicycle, pedestrian, and motorized networks.
- T-P28 Adequate illumination should be provided on all streets to provide safe pedestrian environments while not intruding on residences.

Pedestrian and Bicycle Facilities

- T-P29 Work to develop a system of interconnected walkways and bicycle ways that provide safe passage between neighborhoods, commercial and recreational areas.
- T-P30 Establish a network of non-motorized connections that allows pedestrians and bicyclists to access the Town core from new developments.

- T-P31 Strive to develop pedestrian paths in established neighborhoods. Priority shall be given to key pedestrian routes that link neighborhoods with public facilities, parks, transit stops, and commercial areas.
- T-P32 Provide signage at intersections of bike trails with streets.
- T-P33 Encourage the location of bicycle racks at appropriate destination points, such as Town Hall, commercial establishments, parks, and employment centers.
- T-P34 Establish a network of trails, consistent with the Parks, Trails, and Recreation Element, that provide public access to streams, rivers, and wetlands, and that connect to other local and regional trails by working with local and state agencies and private property owners.
- T-P35 Seek to acquire additional public rights-of-way for trails and walkways, and to take advantage of corridors such as transmission lines, public lands, and surplus rights-of-way, for trails and bicycle paths.
- T-P36 Arterials and collectors should be designed with sufficient shoulders to allow for safe bicycle use.
- T-P37 Sidewalks shall be designed and constructed to allow for disabled access in compliance with Federal law.

Environmental Protection

- T-P38 New transportation facilities shall be designed to minimize impacts on environmentally sensitive areas, including natural drainage patterns. The Town should avoid locating new transportation facilities in, or adjacent to, environmentally sensitive areas.
- T-P39 Appropriate mitigating measures shall be implemented where impacts from transportation systems are identified and unavoidable.

- T-P40 Use Best Management Practices to minimize the impact of work within the right-of-way and environmentally sensitive areas.
- T-P41 Evaluate all land use permit applications for biofiltration, storm drainage, and improvements (such as curbs and gutters) to minimize the impacts of polluted storm water runoff.
- T-P42 Minimize the creation of new impervious surface areas, to the extent practical.
- T-P43 Promote alternative modes of transportation, such as transit, bicycling, and walking to reduce air and surface water pollution.
- T-P44 Support the provision of public transportation for Lyman residents.

Concurrency

- T-P45 Maintain a concurrency management system to monitor the expected transportation impact of proposed development on the available capacity of the street system. New development shall be allowed only when and where all transportation facilities are adequate at the time of development, or when a financial commitment is in place to complete the necessary improvements or strategies that will accommodate the impacts within six years.
- T-P46 Applicants may provide needed improvements in transportation facilities and/or services that may be financed individually through developer contributions or jointly through financing mechanisms such as local improvement districts (LIDS) and latecomer agreements when concurrency is not possible with existing facilities. Developers may propose other strategies to mitigate impacts of their projects so long as these strategies are consistent with the Town’s goals and policies.
- T-P47 Require applicants to construct new streets directly serving new development, and pay a proportional share based on actual costs for specific off-site improvements needed to mitigate development impacts.

- T-P48 Maintain an impact fee system for assessing and mitigating the impact of new development upon the Town’s transportation system.
- T-P49 Improvements to Lyman’s transportation system should accommodate not only existing conditions, but also projected growth based on a realistic evaluation of the impact of state, regional, and local planning policies.
- T-P50 The efficient and safe use of existing streets and roadways shall be encouraged as a priority over the creation of new roads, wherever such use is consistent with other objectives.

Level of Service

- T-P51 Lyman adopts an intersection level of service (LOS) standard of “C” for roadways within the Town (not including intersections with SR 20).
- T-P52 For determining concurrency, the LOS shall be based on measures of actual traffic patterns from new development.
- T-P53 Work with Skagit Transit to determine overall transit plans and future route extensions consistent with regionally adopted LOS standards for public transportation.
- T-P54 Coordinate with WSDOT and the County on improvements to SR 20 necessary to maintain highway functionality at the state-adopted LOS.
- T-P55 Update its Capital Facilities Element to maintain a funding strategy for transportation improvements.
- T-P56 Reassess land use and transportation assumptions if the LOS standards cannot be maintained due to funding short falls.

Transportation Demand Management

- T-P57 Encourage businesses to develop and implement transportation management plans to reduce single occupancy vehicle use and travel during peak periods.
- T-P58 Encourage employers to offer flexible work schedules that reduce peak period travel and lessen the need for roadway capacity expansions.
- T-P59 Promote alternatives to the single-occupant automobile as a means of reducing the demand for construction of new streets and arterials.
- T-P60 Work with Skagit Transit to provide effective, accessible, and convenient transit services to Lyman residents, including the elderly, youth, low-income, and disabled. Transit facilities (stations, park-and-ride lots, shelters, etc.) should be easily accessible to pedestrians, including those with disabilities, and convenient to local access points and services.

Parking

- T_P61 Require adequate off-street parking for all land uses.
- T-P62 Maintain parking standards for all land uses as part of the development review process.
- T-P63 Encourage parking to be located on side and rear properties of sites and limit the overall width of parking areas.
- T-P64 Evaluate parking needs by identifying parking supply and demand at commercial areas, trail heads, and other areas; determining peak demand conditions; and identifying needed improvements.
- T-P65 Provide or require directional signage to visitor parking areas.
- T-P66 Encourage the use of joint-use parking opportunities for churches, public buildings, recreation destinations, and commercial uses.

Capital Facilities Element

Introduction

The Capital Facilities Element established the goals and policies to plan for investing in and maintaining the Town's capital facilities, such as buildings, streets, and municipal utility systems. The level of investment in capital facilities should correspond to other elements of the Plan, including the anticipated growth and land use pattern, and the level of service desired by the community.

The Washington State Growth Management Act (GMA), RCW 36.70A.070 requires cities and towns to prepare capital facilities plan element consisting of:

- a) *An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities.*
- b) *A forecast of future needs for such capital facilities*
- c) *The proposed locations and capacities of expanded or new capital facilities*
- d) *At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes.*
- e) *A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.*

Capital facilities investments include major rehabilitation or maintenance on capital assets: construction of new buildings, streets, and other facilities; and land for parks and other public purposes.

The GMA also requires that communities develop policies that address how the location of essential public facilities of state and regional significance will be prioritized, coordinated, planned, expanded, and sited through an interjurisdictional process.

Under the GMA, a capital facilities element is required to address all public facilities except transportation facilities, which are to be addressed separately under the Transportation Element of the Plan. Accordingly, the Comprehensive Plan contains separate transportation and capital facilities elements. However, the discussion of finance for both capital facilities and transportation has been combined in one location under this Capital Facilities Element.

The Town of Lyman is responsible for efficiently providing facilities and services that are needed by the residents and businesses of the Town for a safe, secure, and well-functioning environment. These facilities and services include but are not limited to municipal services,

police and fire protection, parks, streets, water service, storm drainage, and schools. Not all these services are built, maintained, and/or operated by Town government. Some facilities and services are provided by outside agencies or districts, such as school services.

The Town currently directly supports facilities and services for municipal government, park and recreation, water, and fire. The Town has agreements with, or contracts for services from, outside providers for school facilities and services. The Town does not currently have a plan for sanitary sewer facilities or services.

Only Town-owned, operated, or maintained facilities and services have costs associated with them in the capital facilities expenditures listing. The Sedro-Woolley School District Capital Facilities Plan is adopted by reference by this Comprehensive Plan.

Information supporting the Capital Facilities Element, including an inventory of capital facilities, information about funding sources, and the 20-year capital improvement plan, is contained in the Capital Facilities Appendix.

Goals

- | | |
|------|--|
| CF-1 | Enhance the quality of life in Lyman through the planned provision of public capital facilities, provided by the Town or other public and private entities. |
| CF-2 | Ensure the timely and adequate provision of public facilities to accommodate planned land uses consistent with the goals and policies of the Land Use and Transportation Elements. |
| CF-3 | Finance needed capital facilities in a manner that is economic, efficient, and fair. |
| CF-4 | Ensure that capital facilities and public services necessary to support new development are adequate to serve the development based on adopted levels of service. |
| CF-5 | Ensure that new growth and development pay for a proportionate share of the cost of new facilities needed to serve such growth and development. |
| CF-6 | Ensure that essential facilities of state or regional significance are sited through cooperative and coordinated planning with other jurisdictions in the region. |

CF-7 Manage storm water and waste water to protect habitat and other resources and to prevent contamination and sedimentation.

Policies

General

- CF-P1 Encourage the shared development of all public capital facilities including, but not limited to, community facilities such as parks, libraries, schools, community meeting facilities and Town office conference rooms.
- CF-P2 Maintain an inventory of existing capital facilities owned by public entities. This inventory shall include location and capacities of such facilities and shall be updated periodically.
- CF-P3 Project needed capital facilities based on adopted level of service standards and forecasted growth in accordance with the Plan.
- CF-P4 Require all annexations and new development to connect with Town of Lyman utilities that are available at the time of annexation or development, or to accommodate future connection to Town utilities.
- CF-P5 Require placement of new utility systems within the existing right-of-way whenever possible.

Level of Service Standards

CF-P6 Encourage the following level of service standards for capital facilities planning purposes:

Service

Level of Service

Parks and Recreation

See Parks, Trails, and Recreation Element

Transportation

See Transportation Element

Concurrency

- CF-P7 Ensure that the density and intensity of new development are compatible with the level of existing or planned public facilities that is necessary to support such development.
- CF-P8 New development shall be allowed only when and where such development can be adequately served by public services and utilities without reducing service below adopted levels of service, provided that the development shall not be prohibited if it would violate the constitutional property rights of the applicant.
- CF-P9 Ensure that new development meets concurrency standards. Applicants shall provide information relating to impacts on public facilities and services for the Town to determine whether the development will be adequately served by public facilities.
- CF-P10 Review proposed new development in the Lyman urban growth area to ensure that sufficient public facilities and services are available or will be made available to serve the development.

Financing

- CF-P11 Maintain a six-year plan to finance needed capital facilities, as determined by adopted level of service standards and projected funding capabilities. The plan shall clearly identify sources of funding for capital facilities. The finance plan shall be updated annually.
- CF-P12 If the six-year capital facilities finance plan shows that projected funding is inadequate to finance projected capital facilities needs based on adopted level of service standards and forecasted growth, adjustments shall be made to the level of service standards, Land Use Element, or both to achieve a balance between funding capacities and needed facilities.
- CF-P13 Protect investments in existing facilities, maintain existing facilities, and maximize the use of existing facilities before investing in new facilities.

- CF-P14 If adequate public facilities are unavailable and public funds are not committed to provide such facilities, applicants must provide the facilities to the extent consistent with the constitutional property rights of the owner. Facilities shall be constructed in accordance with Town-adopted construction standards and level of service standards and shall be transferred to the Town or to a home owners association for long-term maintenance.
- CF-P15 Levy impact fees to finance public facility improvements to public streets and roads; public parks, open space and recreation facilities; school facilities; and town fire protection facilities.
- CF-P16 Long-term borrowing for capital facilities should be considered an appropriate method of financing large facilities that benefit more than one generation of users.
- CF-P17 Where possible, special limited-assessment, revenue, and other self-supporting bonds shall be used instead of tax-supported general obligation bonds.

Community Facilities

- CF-P18 Community facilities should be located, designed and operated to be compatible with neighboring uses and should be centrally located and accessible. Safe and convenient access should be provided.

Essential Public Facilities

- CF-P19 Coordinate with other jurisdictions to ensure the efficient and equitable siting of essential public facilities.
- CF-P20 Proposed new or expansions to existing essential public facilities should be sited consistent with the Lyman Comprehensive Plan and the Countywide Planning Policies.
- CF-P21 A facility may be determined to be an essential public facility if it has one or more of the following characteristics:

- a) The facility meets the Growth Management Act definition of an essential public facility;
- b) The facility is on a state, county or local community list of essential public facilities;
- c) The facility serves a significant portion of the County or metropolitan region or is part of a Countywide service system;
or
- d) The facility is difficult to site or expand.

CF-P22

The process to site proposed new or expansions to existing essential public facilities shall consist of the following:

- a) An inventory of similar existing essential public facilities, including their locations and capacities;
- b) A forecast of the future needs for the essential public facility;
- c) An analysis of the potential social and economic impacts and benefits to jurisdictions receiving or surrounding the facilities;
- d) An analysis of the proposal's consistency with county and Lyman policies;
- e) An analysis of alternatives to the facility, including decentralization, conservation, demand management and other strategies;
- f) An analysis of alternative sites based on siting criteria developed through an inter-jurisdictional process;
- g) An analysis of environmental impacts and mitigation; and
- h) Extensive public involvement.

Water

CF-P23

Regularly update the Town's Water System Plan that plans for water facilities and services for the entire Town consistent with state and federal requirements.

CF-P24

Improve the water utility system to provide water service to accommodate projected land uses in accordance with the Water System Plan.

- CF-P25 Encourage conservation of water use through promotion of conservation devices and behavioral changes intended to minimize water consumption.
- CF-P26 Implement measures to ensure the protection of the water source and potential future sources, including, but not limited to:
- a) Designate and protect critical aquifer recharge areas for potable water;
 - b) Restrict the use of hazardous chemicals and materials within the aquifer recharge and wellhead protection areas that could contaminate the potable water source;
 - c) Limit the creation of impervious surface areas to maintain the recharge capacity of the aquifer;
 - d) Maintain emergency water supply plan that could be activated if existing wells become contaminated;
 - e) Develop a comprehensive spill response plan to minimize the potential for groundwater contamination occurring as a result of accidental release of hazardous materials; and
 - f) Periodically update the Town's wellhead protection studies to recognize changes to land uses within the aquifer recharge area.
- CF-P27 Require all annexations and new development to connect to the Town water system when available at the time of annexation or development, or to accommodate future connection to public water utilities that are anticipated to be available within six years.
- CF-P28 Facilitate connecting all pre-existing development to public water supply so long as it is physically feasible and fiscally responsible to implement.
- CF-P29 Encourage properties with private wells to be connected to the Town's water system or ensure adverse impacts to existing wells from new development on adjacent properties are avoided or mitigated.
- CF-P30 Consider annexing non-town water systems within the urban growth area at the time of land annexation to consolidate services, improve

efficiency, and provide more reliable service so long as it is physically feasible and fiscally responsible to implement.

Sanitary Sewer and Septic Systems

- CF-P31 Consider future implementation of a public sanitary sewer system in Lyman and any urban growth area if and when such a plan is determined to be feasible.
- CF-P32 Implement and enforce the Skagit County Health regulations and standards regarding on-site individual septic disposal systems.
- CF-P33 Limit or prohibit development where there are limitations to on-site treatment due to soils, topography or water resources until sanitary sewer service can be provided.
- CF-P34 Encourage regular inspections, maintenance, and pumping of septic systems and assist Skagit County in providing education regarding proper maintenance of septic systems. On-site wastewater treatment shall be inspected frequently, and proof of pump out systems shall be required in areas with high risk of system failure.
- CF-P35 Under no circumstances shall parcels smaller than 12,500 square feet that are served by on-site sewage systems be created without Skagit County Health approval.
- CF-P36 Existing platted lots smaller than 12,500 square feet and served by on-site septic systems, shall only be allowed to be developed in accordance with the Skagit County Health requirements.
- CF-P37 Septic systems shall not be allowed within wellhead protection areas or in aquifer recharge areas where they would pose a threat to sources of potable water.
- CF-P38 Within critical aquifer recharge areas and wellhead protection areas, the Town shall require an analysis of potential groundwater contamination for all developments proposed to result in an equivalent residential

septic system density greater than one per acre. The Town shall limit the density of septic systems to protect potable water from contamination.

CF-P39 Private well systems must have a back-flow prevention device and be tested yearly with the results submitted to the Water Dept.

Storm Drainage

CF-P40 Maintain storm water management regulations for development and redevelopment to manage the potential impacts of storm water runoff.

CF-P41 Prioritize needed storm water improvements based on cost, feasibility, and effectiveness. Special consideration should be given to concurrent installations to minimize construction related disruptions to the public and to the costs of system deliveries.

CF-P42 Design and construct new construction and substantial site redevelopment to include surface water conveyance and management systems in accordance with the Town-adopted storm water management manual.

CF-P43 Require that future street systems be designed to provide storm water systems within right-of-way.

CF-P44 Maintain flood hazard regulations.

CF-P45 Implement procedures and a maintenance schedule to properly maintain public and private storm water collection, retention/detention, and treatment systems.

Utilities Element

Introduction

The Utilities Element is intended to provide a framework for the efficient and predictable provision and siting of utility facilities and services within the Town in a manner that facilitates providing utility services to the public. This element includes private utilities (those not provided by the Town), including electricity, telecommunications, and solid waste collection and disposal. The goals and policies of the Comprehensive Plan apply to the Town's relationship with current utility providers and any of their successors.

The Growth Management Act (GMA), RCW 36.70A.070, requires cities and towns to prepare a utility element consisting of:

The general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.

Some utilities are regulated by the Washington Utilities and Transportation Commission (WUTC). The Washington Utilities and Transportation Commission is a three-member board with associated staff that regulates the rates, services, and practices of privately-owned utilities and transportation companies, including electric, telecommunications, natural gas, water, and solid waste collection companies. The Commission regulates utilities under authority granted in Title 80, and transportation companies under Title 81, of the Revised Code of Washington (RCW). Most utilities under the WUTC's jurisdiction must provide suitable facilities to supply service on demand. State law regulates the rates, charges, services, facilities, and practices of these utilities. Any changes in policies regarding these aspects of utility provision require WUTC approval.

The utility providers themselves have primary responsibility for planning for private utilities and making necessary improvements. Clearly, however, this planning should be consistent with the Land Use and Utilities Elements of the Comprehensive Plan adopted by the Town of Lyman

Information supporting the Utilities Element, including an inventory of utility facilities, is contained in the Utilities Appendix.

Goals

- U-1 Ensure that utilities, including electricity, natural gas, telecommunications, and solid waste collection and recycling, are available or can be provided to support existing and designated land uses in a manner that is fiscally and environmentally responsible,

aesthetically acceptable to the community, and safe for nearby inhabitants.

Policies

- U-P1 Design and install utilities with sufficient capacity to accommodate projected population growth in accordance with the Land Use Element of this Plan in planning for future facilities.
- U-P2 Coordinate with utility providers at early stages in planning for needed facilities.
- a) Encourage utility providers to use the Land Use Element of this Plan in planning future facilities.
 - b) Consider adopting procedures to review and comment on proposed actions and policies of public and private utility providers.
 - c) Town coordination may include involvement in consideration of alternatives to new facilities and alternate locations for new facilities.
- U-P3 Minimize adverse environmental, aesthetic, and fiscal impacts associated with the siting, development, and operation of utility services and facilities.
- U-P4 Promote the location of utility facilities in shared corridors and tranches to reduce costs, minimize the amount of land allocated for this purpose, and to minimize construction disturbances.

Electrical and Telecommunication

- U-P5 Coordinate with local utility providers and require new utility distribution lines and telecommunication lines to be located underground, with the exception of high voltage electrical transmission lines.
- U-P6 Coordinate with local utility providers and require existing utility distribution lines and telecommunication lines to be placed

underground as streets are widened and/or areas are redeveloped, where feasible.

- U-P7 Encourage a minimum of disruption to areas affected by the installation of underground utilities, including the use of a single trench in a corridor to accommodate all electrical and communication utilities.
- U-P8 Promote collocation of major utility transmission facilities, such as high voltage electrical transmission lines and water and natural gas trunk pipe lines, within shared utility corridors, to minimize the amount of land allocated for this purpose and the tendency of such corridors to divide neighborhoods.
- U-P9 Promote conservation measures to reduce the need for additional utility distribution facilities in the future.
- U-P10 Work with utility providers to provide public trails within utility corridors, where safe and feasible.
- U-P11 Encourage utility providers to limit disturbance to vegetation within major utility transmission corridors to that which is necessary for the safety and maintenance of transmission facilities.
- U-P12 Encourage the planting of lower-growing trees and shrubs within and adjacent to utility line corridors in a manner that assures the safety and maintenance of transmission facilities and in compliance with applicable state regulations.
- U-P13 Encourage telecommunication providers to provide high-speed cable, phone, and data services to businesses, residences, schools and other facilities throughout the Town and urban growth area.
- U-P14 Require new cellular/wireless communication facilities to be located and designed in a manner that is sensitive to the surrounding character and that minimizes aesthetic impacts.

U-P15 Work with telecommunication providers, and state and regional agencies, to improve local broadband connectivity through the development of fiber infrastructure.

Solid Waste

U-P16 Drop box stations or transfer stations for solid waste shall be located and designed to minimize impacts on adjacent existing and designated uses. Drop box stations or transfer stations for solid waste shall be secure, safe, and buffered from adjacent uses.

U-P18 Solid waste management within the Town of Lyman shall conform to the Washington State laws regarding solid waste management.

U-P19 Encourage recycling activities.

Parks, Trails and Recreation Element

Introduction

The Parks, Trails and Recreation Element has been developed in accordance with the Growth Management Act (GMA) to address the current and future passive and active recreational needs of the community. The GMA requires that the Comprehensive Plan contain a park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. RCW 36.70A.070 requires that this element include:

- a) *Estimates of park and recreation demand for at least a ten-year period;*
- b) *An evaluation of facilities and service needs; and*
- c) *An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.*

This element identifies the goals that will guide the acquisition and development of Town parks. The Parks, Trails and Recreation Appendix provides an inventory of existing park and trail facilities and park levels of service standard that the community has adopted.

It has also been developed in accordance with the Skagit County Countywide Planning Policies and has been coordinated with the other elements of this Plan.

Goals

- | | |
|-------|--|
| PTR-1 | Build, operate, and maintain a system of recreational facilities that is responsive to the needs of all ages and interest groups among Lyman residents in a cost-effective manner. |
| PTR-2 | Build and maintain a system of multi-use trails and corridors for recreational hikers and walkers, joggers, casual strollers, bicyclists and neighborhood residents that access and/or link significant environmental and recreational features, public facilities, local neighborhoods, and business districts. |
| PTR-3 | Preserve natural open space for scenic and aesthetic enjoyment, to protect and preserve environmentally sensitive areas, and to enhance the quality of life of Lyman residents. |

- PTR-4 Provide funding to develop and ensure the maintenance of parks, programs, and facilities.
- PTR-5 Create opportunities for private contributions and volunteerism in the acquisition, construction, operation, and maintenance of parks, trails, and recreation facilities.
- PTR-6 Cooperate in regional parks and trails planning.

Policies

- PTR-P1 Provide parks and recreation facilities consistent with demand, based on the following Level of Service (LOS) standards:
 - a) Mini-parks: 0.5 acres per 1,000 population
 - b) Neighborhood parks: 2.0 acres per 1,000 population
 - c) Community parks: 5.0 acres per 1,000 population
 - d) Tourist parks: No level of service standard has been developed for Tourist parks.
 - e) Resource parks: No level of service standard has been developed for Resource parks.
- PTR-P2 Prioritize and implement parks and recreation projects as directed by the Capital Facilities Element.
- PTR-P3 Pursue acquisition of land for future park areas in accordance with the Capital Facilities Element.
- PTR-P4 Pursue opportunities to acquire properties adjacent to neighborhood parks where appropriate for expansion.
- PTR-P5 Pursue opportunities to acquire land and develop parks that provide public access to local rivers consistent with the Town's Shoreline Master Program.

- PTR-P6 Develop funding priorities to adequately develop and maintain park, trail, and recreation facilities.

- PTR-P7 Use the impact fee system to fund improvements that address the impact of new development upon the Town’s parks, trails, and recreation system.

- PTR-P8 Take advantage of opportunities to secure property for parks and recreation facilities, including purchase, grant funding, private donation, easements, availability of public lands for parks use, and dedication of private land as part of the development review process.

- PTR-P9 Identify opportunities for partnerships with other public-sector entities (such as Skagit County, the Washington Department of Natural Resources, and other appropriate agencies), and with private groups, to develop, expand, and manage local and regional parks and recreation facilities for Town residents and visiting facility users.

- PTR-P10 Applicants may be required to develop and dedicate parks and trails in new development in accordance with the adopted Parks, Trails and Recreation Element, and consistent with applicable Town development standards and the Town shall credit such development and dedication costs against a project’s park impact fees, consistent with applicable state law.

Park and Trail Design

- PTR-P11 Provide facilities that serve a variety of active and passive activities (such as picnic areas, playgrounds, open space, and playfields), and serve individual recreational needs (e.g., running, walking, biking), as well as the needs of groups (e.g., picnic shelters).

- PTR-P12 Design and update parks, trails, and facilities to be accessible to a variety of age groups, interests, incomes, skill levels, and physical capabilities. If feasible, facilities and trails should provide handicap accessible access in conformance with the Americans with Disabilities Act.

- PTR-P13 Ensure that development adjacent to parks and recreation facilities is designed to minimize impacts on these parks and recreation areas.

- PTR-P14 Buffer active play facilities in new parks and recreation facilities so as to protect the privacy of and minimize impacts to adjacent property.

- PTR-P15 Consider the level of use, ease of maintenance and longevity in the selection and design of parks and recreation equipment and structures

- PTR-P16 Signage for parks and trails should include interpretive and historical information.

Environmental issues

- PTR-P17 Support the preservation and protection of significant environmental features that reflect Lyman’s natural heritage for park and open space use, including wetlands, open spaces, woodlands, streams and stream corridors, shorelines, and other unique features.

- PTR-P18 Use Best Management Practices in the development and maintenance of park facilities.

- PTR-P19 Ensure that park development adjacent to the Skagit River, and Jones Creek protects and/or enhances salmon habitat.

Trails

- PTR-P20 Pursue the development of trail facilities that connect to and enhance current trail facilities.

- PTR-P21 Upgrade existing pedestrian trails and provide new easements, where appropriate, for connecting trail links, and extending trail systems.

Park, Trail, and Recreation Facility Management

- PTR-P22 Cooperate in the identification of trail connections to parks and trails in Skagit County and communities along the Skagit Valley and coordinate with relevant agencies jurisdictions to promote development and completion of a regular trail network.

- PTR-P23 Maintain appropriate design, construction and maintenance standards for trails, which shall be based on the Washington Department of Transportation trail standards.
- PTR-P24 Trails and trailheads shall be located so as to not unduly interfere with the privacy of residents.

Recreation and Cultural Programs

- PTR-P25 Ensure that citizens of all ages and abilities are offered recreational opportunities that are comprehensive, enriching, and affordable in clean, properly maintained, safe, and accessible facilities.
- PTR-P26 Cooperate with Skagit County, the Sedro-Woolley School District, and other community agencies for coordinated recreation programs.
- PTR-P27 Promote historical, environmental, and cultural education through special event programs, the preservation of historical sites, and the support of festivals and events reflecting the cultural heritage of the Town.

Public Participation and Volunteerism

- PTR-P28 Promote opportunities for public participation in the planning of new or upgraded parks, trails, and recreation facilities.
- PTR-P29 Coordinate with community groups and citizens to identify volunteer expertise, labor, and contribution opportunities for operation and maintenance of parks, recreation facilities and trails, and for the operation of recreation programs. **(Figure 4)**

Economic Development Element

Introduction

Lyman is a unique area with respect to economic development opportunities. There is an existing community center with some local services.

Any new development of the area will be in keeping with the historic character of the area. In order to attract new business and industry, Lyman may need to develop an independent Economic Development Strategic Plan. This is a very limited area for economic development today, but with adequate marketing and planning as well as development of urban infrastructure, new opportunities can be identified.

Goals

- ED-1 Create and maintain employment opportunities to the extent that there is available land.
- ED-2 Maintain the Community Business area as a community focal point with public and private services and amenities.
- ED-3 Encourage economic development that conserves natural resources and open spaces, protects environmental quality and enhances Skagit County's overall quality of life.
- ED-4 Foster a public-private cooperative partnership involving Skagit County, local cities, tribal governments, state and federal agencies that is supportive of diverse business operations and investments throughout Skagit County.
- ED-5 Encourage business investment as a means to provide job opportunities for Skagit County residents.
- ED-6 Make a continuous commitment to maintaining the character and quality of a thriving community, encouraging well designed parking, pedestrian improvements and transit access, in the Community Business area.
- ED-7 Encourage development of and provide facilities to support existing and future industrial district needs.

Policies

- ED-P1 Encourage retail that is conveniently oriented to residential neighborhoods.

- ED-P2 Encourage pedestrian activity with provisions for sidewalks and streetscape amenities, and for pedestrian access to nearby residential areas.
- ED-P3 Encourage clean up, re-use and redevelopment of vacant or underutilized commercial and industrial sites.
- ED-P4 Keep development standards in place that are clear, reasonable, and economically feasible requirements, and that provide for concurrent mitigation of impacts on transportation, drainage, parks, public safety and other elements of the environment.
- ED-P5 Provide the public services and public facilities necessary to support a high quality of life and attract business investment.
- ED-P6 Develop a long-term program that effectively builds local capacity for sustained economic development.
- ED-P7 Provide planning flexibility that will be responsive to unforeseen or changing economic conditions and community expectations.
- ED-P8 Review land-use and permitting procedures to assure that regulatory processes are understandable, predictable and can be accomplished within reasonable time periods in a manner that meets or exceeds state statutory requirements.
- ED-P9 Maintain a balanced tax system that is competitive for business and residential investment.
- ED-P10 Encourage economic development that creates a net positive fiscal impact for Skagit County and local communities.
- ED-P11 Provide well defined access routes that do not conflict with access to business and residential areas.
- ED-P12 Develop policies for developers for manufacturing areas which will provide Lyman and the developers with consistent expectations with regard to performance standards and contract obligations.

Land Use Appendix

Introduction

“How shall we grow?” is a recurring theme in communities throughout the United States. Growth can take many forms; more people, more homes, new job opportunities, higher standards of living, increased family wealth and so on. This appendix is a compilation of information used to support the adopted goals and policies of the Land Use Element of the Comprehensive Plan.

Since incremental growth within the Town and in the region constantly changes the baseline existing conditions described here, the purpose of the Appendix is to provide a “snapshot” of the Town that can be updated whenever new information is available, or when a new city, county or state initiative requires it. The U.S. Census and state-mandated “buildable lands” program provide valuable information to support the 2018 Comprehensive Plan Update.

Natural Environment

Geography

The Town of Lyman is a small community located in central Skagit County on the banks of the Skagit River. The town is divided by S.R. 20, with the largest number of businesses on the north side of SR 20. Lyman has no Urban Growth Area currently but has plans to establish land on the west end of town as UGA. The water service area extends to Robinson Rd to the west. The proposed UGA would extend to include the Water service area as part of the UGA for possible annexation in the future. See water service area map (**Figure 5**)

Topography

The elevation of the Town is lowest at about 95 feet above sea level. Sixty 60% of the town of Lyman lies in the floodway and is unusable. This land belongs to WA State Dept of Natural Resources and is unusable. Jones Creek flows through Lyman into the Skagit River. (**Figure 6**)

Historic Resources

Lyman was Incorporated May 5, 1909 and has a rich pioneering and logging history. There is a strong community interest in preserving the historical qualities of Lyman. The Town Hall is located in a large old house known as the “Minkler Mansion” and is listed on the State Register of Historical Places. Appropriately, the Town Hall is also used as a Museum and contains many historical pictures, furnishings, and archives. A Historical society was established in 2008 and is proactive in maintaining the history and works with the Lyman Elementary School to provide field trips that teach the children about Lyman’s past. Other historical structures include, the Post office building, several homes built at Lyman’s inception and the old Town Hall building which now serves as the community building and lending library. It also houses Skagit County Fire District 8 Fire and Aid Vehicles.

The Eagle Cemetery was established in 1890 and was split into a park and cemetery. The cemetery was deeded to the town in 1937 by the Knights of Pythias with the stipulation that if

the cemetery needed more land what is now used as the town park would be converted for burial purposes. The town council made it a priority to purchase land to the north of the cemetery to ensure that the park that has been renovated remain a park.

Population

Population and demographic characteristics need to be considered when determining the future land-use designations and residential densities. Future population projections and trends are also important in determining future demands for public facilities and services, recreational opportunities and economic development.

Population Characteristics

Loss of employment opportunities in the timber industry, resulted in a modest rise in population between 1980 and 1990. The population has had a modest but steady growth at every Census Skagit County population has meanwhile continued to grow at a faster rate Additional analysis of population and housing is included in the Housing Appendix.

TABLE 1 LYMAN AND SKAGIT COUNTY POPULATION TRENDS (1978-2017)

	1970	1980	1990	2000	2010	2017
Lyman		270	275	409	438	454
Skagit County	52,381	64,138	79,555	102,979	116,816	125,619

Source: U.S Bureau of the Census

Projected Population Growth in Lyman

Lyman’s population is projected to continue growing over the next twenty years.

TABLE 2 MEDIUM POPULATION FORECAST FOR LYMAN AND SKAGIT COUNTY

	1990	2000	2010	2036
		Census	Census	Projection
Lyman	275	409	438	550
Skagit County	79,555	102,978	116,816	155,452

Source: U.S Bureau of the Census; Skagit County Growth Allocations

Growth Targets

The rate of population growth reflects a natural increase and influx of new residents. These new residents will likely spillover from the western cities in the county such as Sedro-Woolley, Burlington, Mount Vernon, and Anacortes. Lyman’s population is expected to follow the County trend of increasing. Lyman will likely continue to attract people in search of a small town and rural lifestyle.

The development of population projections is a responsibility shared by the state Office of Financial Management (OFM) and Washington counties participating in the GMA. OFM is responsible for preparing a reasonable range of possible population growth, providing a high and low projection for each county, and each county is responsible for selecting a 20-year GMA planning target within that range.

The Growth Management Act Steering Committee, comprised of representatives from Skagit County and each municipality, sets growth targets for all jurisdictions within the county in accordance with adopted Countywide Planning Policies (CPP). Targets are established through a process that allocates OFM county projections to incorporated and unincorporated areas based on buildable land capacity, zoning, and market trends. Lyman has met its population targets.

Development patterns in Lyman are severely limited in density by the lack of a sanitary sewer system, and overall by location. The only location for population growth is in the only large undeveloped property of 7.3 acres located by the Lyman Cemetery. Lyman has only 5 other buildable lots, and only proposed UGA at this time but a plan to add UGA to the west is being developed and to have any density it will require the development of a sanitary sewer system.

TABLE 3 LYMAN ZONING AREAS

Zone	Acreage.
	100%
R-1 Residential	155.83
B-C Business & Commercial	19.87
M-C Heavy Commercial & Industrial	11.14
O-S Open Space	296.89
Public Lands Parks	5.78

Residential Land Use

Within most communities, a range of housing densities is allowed to provide a variety of housing opportunities. The wider the range is, the greater the opportunity for individuals to find housing relative to their particular needs, affordability and preference.

Housing in Lyman consists predominantly of single-family houses and manufactured housing with few exceptions. The absence of buildable lots and no UGA will prohibit new housing stock from growing unless the town addressed the lack of UGA in an aggressive manner

Commercial Land Use

Most of the land zoned for various levels of commercial or industrial uses is actively being used. According to the Skagit County Industrial Land Study, 2017, Lyman has a minimal amount of surplus industrial land beyond the moderate growth scenarios.

Storm-water/ Surface Water Management

The entire land area of Lyman drains into the Skagit drainage basin.

Groundwater Resources

The Town of Lyman draws groundwater from two production wells. Well 1, located at the northwest corner of East Main Street and Pipeline Road was constructed in 1961 and a new well building and pump were installed in 2004. In 1979, Well 2, located near the eastern town limits and approximately 300 feet south of East Main Street, was constructed as a redundant supply.

Critical Areas

The Growth Management Act requires cities and counties to designate and protect critical areas. Critical areas, as defined by RCW 36.70A.030, include wetlands, areas with a critical recharging effect on aquifers used for potable water, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas. A variety of critical areas exists within the Town. The amount and location of lands affected by critical areas affects the Town's development capacity. Since the mapping of critical areas is largely generalized, the exact presence and evaluation of critical areas should be determined on a site-by-site basis.

Most areas within the Town are constrained by at least one type of critical area. This is significant because it means that the development capacity or the ability for the Town to absorb future development is restricted to protect these areas. This factor needs to be considered in all land use decisions.

Open Space

Total acreage of the town is 489.51 acres or .76 square miles, of which 296.89 acres is located in the Skagit River Flood way and floodway fringe. This means that 60.6% of the town corporate limits is unusable. See Map

The definition of “open space” is broad and comprehensive. “Open space” refers to critical areas and otherwise undevelopable lands that may be owned by the Town, other public bodies, or private owners (and regulated by the Town) as well as spaces that are set aside and developed for recreation. Open space lands therefore include parks, trails, storm-water detention facilities, native growth protection areas, stream and wetland buffers and other lands.

The GMA establishes the following planning goal concerning open space and resource protection: encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

The GMA defines “critical” environmental areas and resource lands not suitable for urban development. In addition, the GMA requires special consideration for protection of agricultural, forests and mineral lands. Preserving these types of lands through GMA most certainly adds to the “open space” character of Lyman.

The Comprehensive Plan addresses the recreational portions of this open space system in the Parks, Trails, and Recreation Element. This facilitates attention to the recreational needs of the community and provides the linkages between the level of service standards to growth and associated capital facility needs. For open space features such as utility corridors, detention pond tracts, and protected areas regulated, the Land Use Element provides policy direction for the appropriate level of regulation. There is no general standard for the amount of non-recreational “open space” that Lyman should sustain. Each community determines its own needs based on the natural environment and the vision dependent on the amount of natural resource areas available, the public desire to preserve certain lands and the political will to fund acquisition of strategic open space not under public control.

Physical Activity

The GMA encourages cities to consider utilizing urban planning approaches that promote physical activity in the land use element. While the Transportation and Parks, Trails, and Recreation Elements address infrastructure and facility needs associated with walking, biking and other forms of recreation, the Land Use Element addresses the link between these facilities and physical activity.

Pedestrian Environment

The Town of Lyman values the existing historic, small town character, with qualities of a safe, friendly, compact and “human-scale” streetscape. The creation of design guidelines should support revitalization efforts and enhance community character, while promoting pedestrian activity through the design of pedestrian scale architectural forms.

The original civic, commercial and residential center of the Town is based on a walkable grid. A walkable distance is generally considered a quarter-mile, or a 5-minute walk. The Comprehensive Plan recognizes the link between a well-connected, pedestrian and bike-friendly environment, and increased physical activity.

Infrastructure and Facilities

The Transportation Element and Appendix addresses motorized and non-- motorized modes of transportation. The Town recognizes if reliance on the personal vehicle is to be reduced, alternatives need to be supported. Goals are established that encourage pedestrian and bicycle safety and mobility improvements and promote the development of a functional system of non-motorized pathways that support walking or biking to school, parks and commercial areas.

Specific policies are in place that address the development of pedestrian and bicycle infrastructure, and the 20-year Transportation Improvement Program highlights non-motorized infrastructure projects. Similarly, the Parks, Trails and Recreation Element promotes physical activity by encouraging the provision of facilities that meet a variety of recreational needs. The Town seeks to provide the infrastructure necessary to encourage use of the surrounding natural, recreational amenities and promote physical activity.

Housing Appendix

Existing Conditions and Inventory of Housing Stock

Housing Type

Of the 179 housing units in Lyman in 2000, most of the town's existing housing (about 91%) is single-family residential houses and mobile homes. Only about 3% of existing units are designed for multiple families. This may indicate a need for more multi-family housing in Lyman.

TABLE 4 HOUSING UNITS BY TYPE.

	Lyman		SKAGIT COUNTY	
	Lyman	Percent Total Units	Countywide	Percent Total Units
Single Family	131	56%	30,731	72%
Multi-Family	1	3%	6,655	16%
Mobile Homes	45	34%	5,022	12%
Boat, RV, van	2	7%	273	1%
Total	179	100%	42,681	100%

Source: OFM 2017

Housing Tenure

When compared with Skagit County, Lyman has more owner-occupied housing (85% versus 70% in Skagit County) and less renter-occupied housing (15% versus 30% in Skagit County). These numbers are comparable to difference in assessed valuation of homes in Lyman versus those in the whole of Skagit County.

TABLE 5 HOUSING BY OCCUPANCY AND TENURE.

	Lyman		SKAGIT COUNTY	
	Units	% of Total	Units	% of Total
Owner Occupied	153	85%	27,074	70%
Renter Occupied	26	15%	11,778	30%
<i>Total Units</i>	179	100%	38,852	100%

Source: U.S. Census Bureau, 2000

Housing Quality Assessment

The purpose of this assessment was to determine the general condition of the housing in Lyman. The study is based on a visual inspection taken from the street in an automobile or on foot. The three ratings used in the Housing Quality Assessment were: Standard, Substandard Minor, Substandard Major, and Dilapidated.

A **Standard** home had no visible exterior defects, was of solid construction, and appeared to be safe and healthy.

A **Substandard Minor** house had minor defects such as cracked paint, rotting boards, broken windows, and a damaged roof.

A **Substandard Major** house is characterized by major damage to porches, steps, windows, and exterior walls that are showing signs of rotting, cracks, or missing bricks and mortar.

A **Dilapidated** house is characterized by not providing safe or adequate shelter. This would include any temporary structure, or makeshift additions to existing structures. Any house that cannot be economically rehabilitated is considered dilapidated and should be demolished. The five criteria used to determine a dilapidated structure are: 1) house tilts; 2) foundation sags; 3) collapsed porch; 4) collapsed chimney; and 5) fire damage. The quality of housing differs dramatically throughout Lyman and is not confined to any one part of town. Homes in excellent condition are adjacent to houses that may be substandard or even dilapidated. There is a great need for some type of rehabilitation or a flood hazard relocation program to improve the quality and types of housing available in Lyman.

Age of Housing Stock

Approximately 60% of homes in Lyman were built prior to 1939, and there has been a minimal amount construction over the last several years. Only 19 new homes, or 12% of the current housing supply, have been built in the town since 2000.

Value and Cost of Housing

The 2000 U.S. Census calculated a median house valuation for Lyman of \$158,000. The lack of buildable lots restricts land development and expansion of existing structures resulting in low property values. Thus, increasing the need for urban growth areas.

Lyman's median rent is slightly lower than those in the rest of Skagit County. These low rent averages are to be expected given the low employment opportunities and need to commute to work.

Housing Affordability

The Growth Management Act and Skagit County's Countywide Planning Policies mandate that cities develop specific policies for affordable housing. Affordability concerns all households,

regardless of income. It pertains to the balance between a household’s financial means and its desire to acceptable housing and amenities.

Rent is “affordable” when no more than 30% of a renter’s income goes toward rent payments. Similarly, home prices are affordable when no more than 25% of a homeowner’s income goes towards mortgage payments (exclusive of tax and insurance costs). If a household expends a larger share of its income on dwelling costs, then the household may find it necessary to redirect monies that are normally spent for other basic needs such as food, health care, child care, education, toward housing.

Cost of Housing

The cost burden for homeowners in the town of Lyman is higher than that of Skagit County. Similarly, the cost burden on renters in the town, although comparable to the rates of Skagit County, is also high enough for planners to consider affordable rental options. About 35% of renters in the town pay 35% or more of their income towards rent.

TABLE 6 MEDIAN ASSESSED VALUATION AND COST BURDEN OF HOUSING IN LYMAN AND SKAGIT COUNTY FOR HOMEOWNERS AND RENTERS 2000 CENSUS

	Lyman		SKAGIT COUNTY	
	Median Value	Cost Burden (35% + of HH income)	Median Value	Cost Burden (35% + of HH income)
Homeowners	\$158,000	36%	\$158,100	19%
Renters	\$600	35%	\$668	32%

*Affordable Housing Options
Multiple Family Housing*

Until public sewer is available multi-family housing will be limited to 2-4 unit complexes. There is no desire by the community, or demand in future population growth that would show a need for multi-family apartments that exceed four units...

Multi-family dwellings should be constructed to resemble large single-family residences with discrete parking in the back or side yards and generous landscaping. Multi-family housing will be located in close proximity to the central business district for convenience and to encourage pedestrian traffic.

Mobile Homes

Mobile homes are another option for affordable housing in Lyman. Mobile homes currently make up 34% of the total number of housing units and, as future housing prices climb, there will be an increased demand for mobile home sites. There is a strong community opposition to mobile home parks. Mobile homes should be allowed to locate on single-family lots providing that they are doublewide and of high a quality and standard.

Recreational Vehicles

Recreational vehicles will not be allowed as permanent dwelling units in the town of Lyman. However, recreational vehicles can provide for temporary housing. Specific requirements will be established in addition to the limit on recreational vehicle use. If certain criteria are met a conditional use or variance may be granted by the town council if proper public meetings and comments periods are satisfied.

Special Needs and Alternatives

The segment of the population having special housing needs due to age, health conditions, or disabilities are expected to increase over time, though by what degree is difficult to predict. In addition, the specific type of housing needed cannot be predicted with accuracy.

Supportive Housing Programs for the Elderly

A study by the U.S. Bureau of the Census noted that most elderly householders want to and will stay in their present home without going into either a group or institutionalized care facility. Therefore, it is believed that future housing programs for the elderly should concentrate on innovative methods for assisting this segment of the population by supporting them in an independent living environment. As demand for elderly oriented housing increases, the community should consider measures to support alternative senior housing options, such as elderly oriented group homes and shared housing programs.

Currently Lyman's senior and elderly are housed in single family housing units. Development of life care communities (which are generally of 150 units and have a typical density of 10 to 15 units per acre) is not practical without a sanitary sewer system. Smaller facilities might be viable using septic systems. Other options include attached housing, where yard space is limited and typically require less maintenance than a traditional single-family house, and accessory housing. If accessory apartment units are rented to younger persons, the senior citizens are able to remain living independently for a longer time.

Specialized Congregate Living Facilities/Group Homes

Two other categories of group housing are those for the physically and developmentally disabled and halfway houses. Provisions for these types of housing arrangements should be discussed in the Housing Element and provisions made in the zoning code to accommodate them.

Group Homes for the Developmentally and Physically Disabled

This is a broad category that includes housing for the physically handicapped as well as for those with mental disabilities. The principal difference between this classification and elderly housing is one of scale. Group homes for the disabled generally house fewer residents than facilities for the elderly. They also tend to occupy existing vacant homes rather than new, purpose-built structures.

Halfway Houses and Special Commitment Facilities

These are generally the most controversial type of housing facilities and require the most care when developing siting criteria. The housing facilities in this category include approved group homes for juvenile offenders, halfway houses to be used in the rehabilitation process for adult offenders, facilities providing residential care for persons leaving mental institutions, and rehabilitation centers for alcohol and drug users.

Generally, these facilities would not be appropriate in single-family residential areas and it is questionable whether there are areas in Lyman that would be appropriate for them. Careful attention must be given in the zoning code to provisions for yards, buffering, and security needs for these facilities.

Emerging Group Home Facilities

There are several group home types that have come into being in recent years in response to changing societal demands. These include facilities for abused and battered wives and children, and homes for individuals with eating disorders.

Halfway houses and group homes typically need to be near employment opportunities, medical care facilities, accessible transportation options, education sources, and government support centers (i.e., social security, welfare, counseling, etc.) making it difficult for such facilities to locate in Lyman. It is recognized that the need for such facilities exists, and that families requiring such facilities have to find them in other communities.

Although general provisions should be made for the future inclusion of group homes in Lyman, specific parcels will not be designated. Specific requirements for the various types of group homes will be included in the zoning code to be in conformance with this Comprehensive Plan. These requirements will cover, to the extent consistent with state and federal law, minimum site areas, off-street parking, yard setbacks, and buffering requirements.

Demographics and Population Trends

Demographic Characteristics

TABLE 7 LYMAN DEMOGRAPHIC CHARACTERISTICS

	Lyman	Skagit County
Median Age	36.1	41.3
Median Household Income	\$40,652	\$56,433
Male median income	\$34,583	
Female median income	\$25,417	
Persons in Poverty	15.7 %	15%
Percent high school grad or higher	81%	88.9%
Percent Bachelor's Degree or higher	20%	25%
Veterans	7.33%	
Population in the labor force	61%	59%
Percent with health insurance	80%	89%
Median housing value	\$205,651	
Total housing units	179	
Renter occupied	15%	
Mortgaged	45%	

Source: 2012-2016 American Community Survey 5-year Estimates, 2010 Census

Age and Distribution of Population

The proportion of the population under the age of 25 is 33.1%, 25-44 is 32.9% while 26% of Lyman's population is between the ages of 45-64, and 11.6% over 64 or retirement age. A higher percentage of the working population will be contributing income dollars and will be looking for employment opportunities.

Educational Attainment

Despite being an industrious and active community, compared countywide, Lyman has an average percentage of persons with a high school education, and a few high school graduates with a bachelor's degree. The 2016 U.S. Census indicates that 27% of the persons 25 years and over do not complete high school and 73% have a high school diploma. Only 16% of the population has a bachelor's degree or higher.

Per Capita Median Income

The median household income per year for Lyman is \$40,652. This is approximately \$15,000 less per year than the county median household income. The percentage of households below poverty level is approximately 15%, which is consistent with the countywide percentage. Household income and poverty level indicates the degree of need for housing assistance and other community services.

Employment Characteristics

There are few employers in Lyman. Current employers include the North Cascade Bar & Grill, Lyman Tavern, Aurum Farms, Cascade Mercantile, All Valley Storage and The Beanery coffee stand.

Most of the people that live in Lyman Commute to work, 61% of Lyman residents are in the labor force, compared to 59% for Skagit County. The highest percentages of the work Lyman residents do is mostly (26%) in education, healthcare, and social assistance work; 10% are in retail, 15% in manufacturing. It is imperative for Lyman to increase the variety and availability of housing to meet the demand for those that commute to work, as they have chosen to live in Lyman because of the community and people that live there.

Low/Moderate-Income Population Characteristics

Low to moderate income is defined as households with income at 80% of the 2017 area median income for Skagit County adjusted for family size.

TABLE 8 LOW-INCOME LIMITS FOR SKAGIT COUNTY

Household Size (persons)	Income Limit
1	\$37,150
2	\$42,250
3	\$47,750
4	\$53,050
5	\$57,300
6	\$61,550
7	\$65,800
8	\$70,0500

Source: HUD, 2017 Income Limits

Population Analysis for Future Housing Needs

Examination of the present population and the housing stock of Lyman provides direction in determining the future housing needs of the community. An estimate of the housing needed for 2036 can be obtained by dividing the average household size (2.83) into the projected population.

The formulas to predict and plan for the number of housing units needed and the acres needed to accommodate that housing are:

$$(\text{Projected Population Increase} / \text{Average \# of Persons per Household}) = \text{Total \# of Additional Housing Units Needed}$$

TABLE 9 ADDITIONAL DWELLING UNITS NEEDED TO HOUSE MEDIUM FORECAST OF PROJECTED POPULATION THROUGH 2036

	EXISTING UNITS	POPULATION PROJECTIONS	UNITS NEEDED	ACRES TO ACCOMMODATE ADDITIONAL UNITS
Lyman & UGA	179 units occupied by current population	580 2036 (126 new residents)	(126/2.73) 46 additional units	Approximately 12 additional acres needed

TRANSPORTATION APPENDIX

Introduction

The Transportation Element has been developed in accordance with the Growth Management Act to address the motorized and non-motorized transportation needs of the Town of Lyman.

It represents the community's policy plan for the next 20 years.

The Transportation Element has also been developed in accordance with the county-wide planning policies and has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Transportation Element specifically considers the location and condition of the existing traffic circulation system; the cause, scope, and nature of transportation problems; the projected transportation needs; and plans for addressing all transportation needs while maintaining an established level of service standards.

Concurrency

This element contains the Town of Lyman's plan to provide specified levels of transportation service in a timely manner. The level of service standards that are adopted in this plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. The process of establishing level of service standards requires the Town to make quality of service decisions explicit. As specified in the Growth Management Act, new developments will be prohibited unless transportation improvements or strategies to accommodate the impact of development are made concurrently with the development. Such improvements and strategies will be in place or financially planned for within six years of development use.

Inventory and Analysis

This section of the plan is an inventory and analysis of the existing transportation network and facilities, used to evaluate the existing conditions, capabilities and deficiencies in the transportation system and will be the basis for determining future planning and funding needs.

Air

There are no air transportation facilities, airports or landing strips in Lyman.

Water

There is currently no commercial water transport or trade in Lyman. There is a no public boat launch accessing the Skagit River.

Rail

Lyman has no operating rail transportation. The abandoned Burlington Northern Railroad line running east and west through Lyman and upriver has been purchased by Skagit County and was converted to a recreational trail.

Roadways

There are three types of roadway classifications in Lyman, principal arterials, rural major collectors, and local access streets. These are based on the classifications use by the Washington State Department of Transportation. These classifications are determined by the average daily traffic (ADT) volume with the highest being primary arterials and the lowest the local access streets.

State Route 20 is the only principal arterial within Lyman and is the primary east and west link between the cities and towns in Skagit County. Though in excellent condition, it is a seasonal highway which closes near Ross Lake Resort above Newhalem during the winter months from November to April. This seasonal closure is a detriment to economic development in the area because of the loss of access to markets, raw materials, goods, and services.

There are three *rural major collector* streets in Lyman. These streets have an ADT ranging between 100 and 1,000 vehicles. Pipeline Rd, Prevedal Rd, and West to East Main serve as rural major collectors. All these streets have a fair to good pavement condition, the surface width ranges from 18-25 feet, there is a portion of Pipeline Rd, and West to East Main that have sidewalks but typically there are no sidewalks or paved shoulders.

The *local access streets* make up the majority of the roadways in Lyman. Most streets have a traffic count below 99 vehicles per day. They typically have a narrow surface width (12-18 feet) with a fair to good pavement condition. The streets are usually blacktop or chip-coated, unstriped and offer no on-street parking, and no sidewalks. Local access streets serve residential traffic and do not typically carry high numbers of heavy commercial or industrial vehicles.

Accident Count

The accident count in and around Lyman is very low and averages one motor vehicle accident every 3 years.

Pedestrian and Non-motorized Circulation

Lyman has sidewalks on both sides of South Main St and West Main St. The other streets in and throughout town do not have sidewalks.

Lyman has submitted applications for grants through TIB for sidewalks. Up to this point Lyman has been unsuccessful in securing a grant for sidewalks except for a portion of Lyman Ave that serves the Lyman Elementary School, that was tied to a TIB overlay project that was a project funded by TIB and Sedro Woolley School District.

Skagit County has purchased right-of-way from Burlington Northern Railroad and developed a regional trail that runs from Burlington to Concrete.

Parking

The central business district offers adequate off-street parking (angled and straight) given the current daily volume of customers to the area. The industrial zone has adequate off-street parking for their current level of operations. The Food Bank needs increased parking, but there is not any publicly-own land that could be converted to parking in the immediate area. There are minimal on-street parking areas for most of the local access streets. It is essential that future business and commercial areas have adequate, convenient parking facilities.

Public Transportation

Skagit Transit provides limited public transportation, making several stops per day in Lyman.

Park and Ride Areas

There are no specially designated and maintained park and ride carpool areas in Lyman.

Traffic Circulation Within Town

The Town of Lyman lies approximately 13 miles east of Interstate 5 on the North Cascades Highway (SR 20). The Town is divided by SR 20 running west to east, Lyman lies north of the Skagit River.

Traffic to and from Lyman is primarily from SR 20 and secondarily from Lyman-Hamilton Hwy, both east-west. Prevedal Rd and Pipeline share the traffic as the major north-south connection.

Natural Traffic Barriers

There are no bridge crossing the Skagit River in the Lyman area. The closest crossing are 17 miles to the east in Concrete and 8 miles west in Sedro-Woolley.

Transportation Demand Management

The Town of Lyman does not have demand management issues within Town. All intersections in Lyman are controlled by stop or yield signs. There are no signalized intersections.

Solar Powered School Zone signs are on the west and east side of Lyman Ave. They are controlled by the Lyman Elementary Staff and warn traffic they are entering a School Zone. These we installed in 2012 with grant money from TIB.

Level of Service Standards

Level of Service: The concept of *levels of service* uses qualitative measures that characterize operational conditions within a traffic stream and their perception by motorists and passengers. The descriptions of individual levels of service characterize these conditions in terms of such

factors as speed and travel time, freedom to maneuver, traffic interruptions, and comfort and convenience.

Six levels of service are defined for each type of facility for which analysis procedures are available. They are given letter designations, from A to F, with LOS A representing the best operating conditions and LOS F the worst. Each level of service represents a range of operating conditions. The volume of the traffic that can be served under the stop-and-go conditions of LOS F is generally accepted as being lower than possible at LOS E; consequently, service flow rate E is the value that corresponds to the maximum flow rate, or capacity, on the facility. For most design or planning purposes, however, service flow rates D or C are usually used because they ensure a more acceptable quality of service to facility users.

TABLE 10 LEVEL OF SERVICE STANDARDS

Level of Service	Standard Intersection Measure
A	Delay less than or equal to 5 seconds per vehicle.
B	Delay greater than 5 and less than or equal to 15 seconds per vehicle.
C	Delay greater than 15 and less than or equal to 25 seconds per vehicle.
D	Delay greater than 25 and less than or equal to 40 seconds per vehicle.
E	Delay greater than 40 and less than or equal to 60 seconds per vehicle.
F	Delay in excess of 60 seconds per vehicle.

Street Level of Service Standards

Lyman currently experiences no adverse traffic congestion problems, extensive delays at intersections and streets are generally in good surface condition. The streets and intersections maintain a high level of service and are sufficient for meeting current demand and traffic loads. The Town determined that level of service standard “C” is reasonable for all streets and intersections, except SR 20. By setting these standards at these levels, the Town ensures consistency with other jurisdictions, allows for moderate growth, and does not unduly burden itself fiscally. SR 20 is a route of statewide significance and the Town is not required to ensure that the Washington State Department of Transportation maintains an adequate level of service in a six-year time frame, as is required for new development in the Town.

Transit Level of Service Standards

The transit level of service standards must be carefully designed to ensure that they do not conflict with the arterial level of service standards. It is also important to ensure that the transit level of service standards would be achievable since the Town itself does not directly provide transit service. Therefore, the Town has not adopted a level of service standard for transit. However, Skagit Transit (SKAT) will be establishing transit level of service thresholds and will coordinate their recommended transit level of service policies with the Town of Lyman's requests.

Application of the Concurrency Test

Before the Town can project future transportation needs, it must determine where in the development process it will test for concurrency. Because the Town receives relatively few development permit applications and a single development may have a significant impact on the Town as a whole, the Town has decided to review each permit for concurrency at the time of permit application. This does not mean the applicant must be concurrent at the time of permitting; this is simply when the Town will assess transportation capacity. The Town will apply the concurrency test to any permit for more than a single dwelling unit or more than 1500 square feet of commercial space. The Town will determine existing levels of service on an annual basis as part of the comprehensive plan update. The methodology outlined in the County's Comprehensive Plan will be used as the Town's concurrency management system.

Future Needs and Alternatives

This section of the Transportation Element contains expected increases in traffic volumes and identifies potential traffic problems. Improvements and expansion of the transportation system will be based on the following analyses:

- (1) Analysis of roadway capacity improvements.
- (2) Analysis of roadway safety improvements.
- (3) Analysis of projected transportation needs.

Analysis of Needed Capacity Improvement

After completing the inventory of existing capacity, the Town of Lyman has decided that level of service "C" at peak hour is a reasonable and achievable standard for all streets. All streets currently meet these level of service standards.

Analysis of Needed Safety Improvements

Accident records for the past five years were examined, though few accidents have been reported. No hazardous situations were identified. As use of USBR 10 increases, the shoulders of the route should be analyzed to see what, if any, bicycle safety measures can be implemented.

Analysis of Projected Transportation Needs

Future Roadway Needs

From 2015 through 2035, the population of the Town in its current area is expected to have low to little growth. The current street structure will be able to provide the accepted LOS. The UGA will need to have infrastructure placed as it is developed. A future LOS will require proper curbing, sidewalks and drainage. There are a few areas of pavement that need resurfaced. Lyman has had moderate to good success in grant funding from TIB.

Future Transit Needs

The Town relies on a limited regional bus system for transit service. The Town will work cooperatively with SKAT to improve the existing transit system.

Future Pedestrian and Bicycle Needs

As identified in the inventory, sidewalks are discontinuous throughout the Town. The desire for construction of sidewalks in the future, has been addressed and plans for a sidewalk on Prevedal Rd that connects the main part of Lyman on the south side of SR 20 to the store, restaurant and coffee stand on the north side of SR 20 is a priority.

A great percentage of the local access and collector streets are narrow, unstriped, and lack adequate shoulders, proper drainage, curbs, sidewalks, and on-street parking. Most of the streets lack sidewalks and other non-motorized trails and facilities. Future development will need to provide for better facilities and streets constructed to an urban standard providing proper street width, on-street parking, sidewalks, curbs, drainage, landscaping and non-motorized facilities.

Future Transportation Demand Management Needs

There are no anticipated demand management practices needed for the Town of Lyman. Any future development will be tested for demand management concurrency as needed.

Transportation Improvement Plan

The Town is confident that the level of service standards adopted in this element are consistent with the level of service standards or plans of other jurisdictions.

The Town, after careful analysis, is not required to make any capital improvements to its street system to maintain LOS.

The Transportation Improvement Plan is the result of an iterative process that balances the goals of all comprehensive plan elements. In addition, the objectives and policies in the Transportation Element have been modified to reflect their financial feasibility. Financial planning for transportation used the same process as financial planning for capital facilities, however the timing and funding for transportation are restricted by the concurrency requirement and the binding nature of level of service standards.

The Town is required to create a six-year financing plan for both transportation and capital facilities. However, for transportation, the Town is also required to provide such services concurrently with new development. In addition, existing and new transportation facilities must meet the adopted level of service standards. Therefore, as new development occurs, expenditures on maintenance of existing facilities must be adequate to continue provision of the adopted levels of service. Although not required in capital facilities planning, the operating costs of transportation facilities become important factors in ensuring that a moratorium on new development is not imposed. The funding mechanisms and funding sources that will be used for transportation improvements are described in the Capital Facilities Element. The Capital Facilities Element also indicates the financial mechanisms that will be used to address funding shortfalls.

The Transportation Improvement Plan is a prioritized list of all transportation and non-motorized transportation capital projects for a 20-year planning period. Projects listed have been identified as those which should be further studied for future implementation depending on funding that may be available from outside sources. The Town relies heavily on outside funding sources for capital streets projects, as impact fees are not anticipated to be a significant source of revenue. The costs estimates are for planning purposes only. Projects should be considered based on priority level.

Project	Cost	Priority	Funding Source
Non-Motorized			
Pedestrian safety and mobility Sidewalks, Traffic revision	\$1,000,000	High	Street Fund, Grants
Subtotal	\$1,000,000		
Transportation			
South Main St Resurfacing	\$1,500,000	High	Street Fund, Grants
Resurfacing 1 st , 2 nd , 3 rd , Streets	\$175,000	Medium	Street Fund, Grants
Resurface Dyer Ln, Dyer St, Meyers Ave	\$250,000	Medium	Street Fund, Grants
Maple Ave, Reece Ave, Davis Lane Resurface	\$250,000	Medium	Street Fund, Grants
Prevedal Rd, Pipeline Rd Resurface	\$1,500,000	Low	Street Fund, Grants
Potholes, as arise	\$50,000	Low	Street Fund, Grants
Subtotal	\$3,725,000		
TOTAL			
	\$4,725,000		

Financial Plan

Existing Revenues and Expenditures

Revenues available for financing transportation improvements in the Town can be highly variable, depending on the amount of development activity, grant applications and awards, and local economic factors.

Funding Assumptions for Transportation Improvement Plan

The estimated total cost of the 2018 Transportation Improvement Plan is approximately \$4,725,000. Funding sources identified for each transportation improvement project includes Real Estate Excise Tax, Mitigation, Special Levy, and Grants. Federal and State funds may be available; however, the Town will need to continue to aggressively pursue federal and state transportation funding opportunities.

Capital Facilities Appendix

Introduction

The Capital Facilities Appendix is presented in three parts:

1. Projected Demand for Capital Facilities – A summary discussion of the projected growth in Lyman and the requirements in the Growth Management Act that a balance be maintained between needs and funding.
2. Capital Facilities Inventories – This section presents summaries of existing inventories and needs projections for capital facilities. Municipal facilities are those that are owned by the Town, or for which the Town has a capital plan, such as Town offices and maintenance facilities. Municipal facilities for parks, trails, and recreation facilities are addressed in the Parks Element; the Town’s transportation system is addressed in the Transportation Element.

Other public facilities or services that are not owned and operated by the Town or that are provided through contractual arrangements with the Town, such as Police, and Schools are also presented.
3. Capital Facilities Funding Sources – This section summarizes potential funding sources that may be used to support needed capital facilities.

The Capital Facilities goals and policies, which provide overall direction for capital facilities decisions, are presented in the Capital Facilities Element.

Projected Demand for Capital Facilities

General Growth Projections

According to the growth projections which form the basis of the Land Use Element of the Comprehensive Plan, the Town of Lyman could experience an increase in additional housing units over the next twenty years.

For planning purposes, a uniform population growth allocation over the 30-year period is assumed, rather than trying to predict year by year economic cycles. Growth will likely not occur precisely as projected over the next 6-year, or even the 20-year period. Recognizing this fact, the GMA requires the Capital Facilities Plan to be updated at least biennially. In this way, local governments have the opportunity to reevaluate their forecast in light of the actual growth experienced, revise their forecast if necessary, and adjust the number or timing of capital facilities that are needed.

Capital Facilities Inventory

Introduction

This section considers the following public facilities:

- 2 Municipal use buildings
- Public Works shop
- Water System Facilities
- Storm water Management Facilities
- Fire Department Facilities
- Cemetery
- Parks (see the Parks, Trails and Recreation Element and Appendix for additional information)

Inventory of Public Facilities

Nate Beasley Memorial Building 8334 S Main St.

Town Hall, located at 8405 S Main, provides meeting and office space for Town administration.

Public Work Facilities

The Town owns and operated a public works facility at 8405 S Main St. The facility provides storage for tools and up to 2 vehicles as well as room for working on equipment. There is also a building behind shop for storage.

Water System Facilities

The Town owns and operates its own water distribution system. The 2013 Water System Plan was prepared in accordance with the requirements for water system planning established by the state Department of Health and the state Department of Ecology.

Sources

The Lyman water system relies on groundwater for its primary water supply and maintains one well. The well has a maximum capacity of 558 gpm. Water is chlorinated before release to the Storage tank for distribution

System

There are currently 198 residential service connections, and 15 non-residential connections.

1 reservoir provides a total operating volume of 158,000 gallons. Pumping rates for the well will meet the projected demand through 2036, and the Town has adequate storage volume to serve the system beyond year 2036.

Storm water Management Facilities

The Town of Lyman does not maintain a centralized storm water management system. Due to course gravel soils underlying much of the Town, most properties infiltrate surface water into the ground.

Fire Department

Lyman is currently serviced by Skagit County Fire District 8 and maintains a chief and volunteer fire dept within the town of Lyman. The District keeps an emergency response vehicle and a fire truck in the Nate Beasley Memorial Building or (old town hall)

Parks

The Lyman Cemetery / Park is approximately 5 acres and is separated by West Main St. The north side being cemetery and the south side is the park.

Additional information regarding parks, trails and recreation facilities is located in the Parks Element and Appendix of this Plan.

Future Needs

Public Works Facilities

Based on existing usage and demand, the Town anticipates a need to construct an additional space to store and work on equipment as needed. An evaluation will be conducted to determine the space requirements to accommodate equipment storage as the Town increases in size.

Water Facilities

The Town of Lyman Water System Plan includes the projected demand, a summary of future system deficiencies, and planned improvements. The improvements listed in the Water System Plan are included in the Capital Facilities project list at the end of this Appendix.

Storm water Management Facilities

With few storm water facilities and most storm water management through infiltration, the Town does not have a storm water management plan and no storm water facility improvement projects have been identified at this time. The Town requires new development to manage storm water in accordance with the adopted Ecology Storm water Management Manual at the time of construction.

Fire Department Facilities

The space SCFD # 8 utilizes is adequate but as Lyman grows an additional building may be needed.

Sanitary Sewer Facilities

Provision of sewer service is fundamental for the Town's successful growth and is required if greater densities are to be achieved.

Non-Municipal Public Facilities and Services

Library

The Town of Lyman is not eligible to participate in any formal local library system. Students can use the Central Skagit/Sedro-Woolley library system. The Town does provide an informal library at the old town hall.

Police

Police protection is currently handled by the Skagit County Sheriff Department. AS the population continues to grow, it will increase the demand for police services. There may be a need in the future to establish a method of reimbursement to the Sheriff Department if future growth poses an increased burden on the police force.

School Facilities

Lyman residents are served by the Sedro-Woolley School District No. 101. There is an elementary school in Lyman that children from Lyman, Hamilton and Rural Skagit County attend.

Twenty-Year Capital Facilities Costs

The Town's 20-year Capital Facilities Plan is presented at the end of this Appendix. The Town's budget is available for review through the Town Clerk's Office.

Projects listed in the 20-year Capital Facilities Plan have been identified as those which should be further studied for future implementation depending on funding that may be available from outside sources. The cost estimates provided are for planning purposes. Projects should be considered based on priority level.

Potential Funding Sources

A wide range of revenue sources are available to the Town of Lyman to fund capital facilities. There are three types of sources available for capital facilities: multi-use, single-use, and less commonly, the general fund. Each is described below.

Multi-use: Specific taxes, fees, loans, and grants which may be used for multiple types of capital facilities (but which may become restricted if and when adopted for a specific type of capital facility);

Single use: Taxes, fees, loans, and grants which may be used only for a capital facility;
and General Fund: General Town revenue that is generally used for Town operations and only occasionally used as a source of funding capital projects.

Multi-use Revenue Sources

General Obligation Bonds & Lease-Purchase (Property Tax Excess Levy)

There are two types of General Obligation (GO) bonds: voter-approved and councilmanic.

Voter-approved bonds increase the property tax rate, with increased revenues dedicated to paying principal and interest on the bonds. Local governments are authorized in “excess levies” to repay voter-approved bonds. Excess levies are increased in the regular property tax levy above statutory limits. Approval requires a 60% majority vote in favor and a turn-out of at least 40% of the voters from the preceding general election.

Councilmanic bonds are authorized by a jurisdiction’s legislative body without a need for voter approval. Principal and interest payments for a councilmanic bonds come from general government revenues, without a corresponding increase in property taxes. Therefore, this method of bond approval does not utilize a dedicated funding source for repaying the bond holders. Lease-purchase arrangements are also authorized by vote of the legislative body and do not require voter approval. Lyman has one General obligation bond that was used to purchase the Minkler Mansion to use as the town hall. It has a balance of approx. 160,000 and will be paid in full in the year 2030

The amount of the local government debt allowable for GO bonds is restricted by law to 7.5% of the taxable value of the property within Town limits. This may be divided as follows:

General Purpose Bonds	2.5 percent
Utility Bonds	2.5 percent
Open Space and Park Facilities	2.5 percent

Of the 2.5% of General Purpose Bonds, the Town may issue up to 1.5% in the form of Councilmanic bonds.

If bonds were used to fund capital facilities, the impact on the individual taxpayer would vary widely depending on the amount and term of the bonds.

Real Estate Excise Tax

RCW 82.46 authorizes local governments to collect a real estate excise tax levy of 0.25 percent of the purchase price of real estate within Town limits. The GMA authorizes collection of another 0.25%. Both the first and second 0.25 percent are required to be used for financing capital facilities specified in local governments’ capital facilities plans.

The first and second 0.25 percent may be used for the following:

- For planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems;
- For planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of parks, recreational facilities, and trails;

- For planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of law enforcement facilities, fire protection facilities, libraries, administrative and/or judicial facilities;
- For planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of river and/or waterway flood control projects.

The Town of Lyman has enacted both the first and second 0.25 percent real estate excise taxes. The County Assessor Office determines the value of property and the seller of the property is responsible for the payment of these assesses taxes. The Town Council determines how REET funds are allocated.

Utility Tax

RCW 35A.52 authorizes cities to collect a tax on gross receipts of electrical, gas, garbage, telephone, cable TV, water, sanitary sewer, and storm water management providers. Service users pay the tax as part of their utility bill.

State law limits the utility tax to 6 percent of the total receipts for cable TV, electricity, gas, steam (not applicable to Lyman), and telephone, unless a majority of voters approved a higher rate. There are no restrictions on the tax rates for Town-owned sewer, water, solid waste, and storm water. Currently the Town collects 6% utility tax on cable TV, telecommunications, and water. Revenue can be used for capital facilities acquisition, construction, and maintenance. Lyman uses this revenue to support the Street fund.

There are a wide variety of grants and loan funds that can change from year to year depending on the funding source, both state and federal. Some examples are the Community Development Block Grants and the Public Works Assistance Fund grants and loans.

Single Use Revenue Sources

There are various state authorized districts that are allowed to have independent taxing authority to fund cultural arts, stadium/convention facilities, emergency medical service areas, flood control special purpose districts, and transportation benefit districts.

Impact fees can be collected for fire protection, and road impacts.

Examples of Single Use Grants include the National Highway System Grants, Surface Transportation Program grants, Federal Aid Emergency Relief Grants, and Centennial Clean Water Fund. These sources continue to change over time.

Water Supply

User Fees

The state authorizes cities, counties, and special purpose utility districts to charge for water consumption, usually on the basis of volume of water consumed. Revenue may be used for capital facilities, operations, and maintenance.

Lyman's current water rate structure consists of a base rate charge and a usage charge. Base rates are dependent on the size of the connection. Usage rates are tiered based on volume of water used per month. Rates are evaluated every year, and are designed to cover operations, maintenance, and future capital expenses. Grants and loans are additional sources of revenue that may be used for water system capital projects. A Drinking Water State Revolving Fund (DWSRF) loan for the new water system will be paid in full in 2023.

It was a \$ 840,000 loan and now has a balance of \$ 265,300.

General Fund

Property Tax

Property tax levies are most often used by local governments for operating and maintenance costs and support the general fund. They are used infrequently as a source for funding capital improvements.

Under state law, local governments are prohibited from raising the property tax levy more than 1% of the highest amount levied in the last three years (before adjustments for new construction and annexations).

Business and Occupation Tax

RCW35.21 authorizes towns to collect this tax on the gross or net income of businesses, not to exceed a rate of 0.2 percent, unless approved by a majority of the voters. Revenue may be used for capital facilities acquisition, construction, maintenance, and operations. Voter approval is required to initiate the tax or increase the tax rate. Lyman has a B & O tax on Manufacturing, Processing for hire and Wholesale.

Local Retail Sales and Use Tax

Local governments may collect a tax on retail sales of up to 1.0%. Counties, with voter approval, may collect an additional 0.1% which may be used only for criminal justice purposes (public transportation-benefit authorities may levy up to 0.6%). Voter approval is required for all local option sales tax increases.

Lyman 20-Year Capital Facilities Plan

TABLE 11 LYMAN CAPITAL FACILITIES PLAN

Project	Cost	Priority	Funding Sources
Parks and Trails			
Central family playground area	\$20,000	Medium	Capital Facilities Fund, Grants, REET
Parking area and services for bike riding and other uses along the Cascade trail	TBD	Low	Capital Facilities Fund, Grants, REET
Subtotal	\$20,000*		*most are TBD
Water System *			
Water system plan update	\$30,000	High	Grants, rates
Replace fire hydrants	TBD	Low	Grants, rates
Wind/Solar power generator	TBD	Low	Grants, rates
Subtotal	\$30,000	High	Grants, rates
Municipal Facilities			
Update Nate Beasley Memorial Building heating system	\$20,000	Medium	Capital Facilities Fund, Grants
Tables chairs for NBMB	\$10,000	Medium	Capital Facilities Fund, Grants
Library	TBD	Low	Capital Facilities Fund, Grants
Paint Town Hall	\$15,000		
New Roof & Gutters on Town Hall	TBD	High	Capital Facilities Fund, Grants
New roof & Gutters on shop	TBD		
New heating system in shop	\$6,000		
Subtotal	\$36,000 *		*most TBD
Public Works			

Small backhoe w/blade	\$50,000	High	Capital Facilities Fund, Grants
New Flat bed	\$55,000	High	Capital Facilities Fund, Grants
Scissor lift	\$25,000	High	Capital Facilities Fund, Grants
Replace pickup	\$20,000	High	Capital Facilities Fund, Grants
Lawn maintenance	\$15,000		
Subtotal	\$		
Transportation			
Subtotal	\$		
Non-Motorized			
Subtotal	\$		
TOTAL	\$		

* The Capital Facilities plan for the Water System is outlined in full in the Water System plan referenced in the document.

Utilities Appendix

Introduction

The Utilities Appendix provides information about private utilities (those not provided by the Town) that serve the Town of Lyman, including electricity, telecommunications, and solid waste collection and disposal.

Electricity

All residential, commercial, public, and industrial buildings and uses in both the Town of Lyman receive electricity from Puget Sound Energy (PSE). PSE locates and operates electrical transmission and distribution system facilities within public rights-of-way in accordance with state law. Facilities are also located in easements across other private property.

Demand Forecasts

Electrical load (consumption) is directly related to both local and regional land use development. As local and regional development, and therefore electrical demand, grows, additional generation, transmission and distribution capacity will be needed.

Capacity

According to PSE, there is ample capacity to meet existing demand for the incorporated town limits and future growth.

Natural Gas Lines

There are currently no natural gas lines in Lyman. The availability of natural gas in the future will depend on the projected demand for such a utility.

Telecommunications

Conventional telephone, fiber optics cable, cellular telephone, and cable television are addressed in this section. Interstate and international telecommunication activities are regulated by the Federal Communications Commission (FCC), an independent United States government agency.

Conventional Telephone

Service to Lyman is provided by Frontier. All cities within the state of Washington fall within a particular Local Access and Transport Area (LATA). These LATAs are telephone exchange areas which define the area permitted to transport telecommunications traffic.

As new development occurs, and demand grows, additional telecommunications capacity may eventually be required. Future improvements to the telecommunications system within the Town will occur on an as-needed basis as development warrants.

Cellular Telephone

Cellular telephone service is provided by broadcasting and receiving radio signals to and from cellular facilities and cellular phone handsets. Cellular facilities consist of base station antennas that serve a local area and connect cellular phones to the regional phone network. Cellular antennas must be placed at a height that allows them to broadcast throughout their local area. Antennas are often located on building tops, water tanks, utility towers, and freestanding communication towers.

Siting of cellular facilities depends on how the system is configured. The cell sites must be designed so that channels can be reused because the FCC allocates a limited number of channels to each cellular telephone company. Topography and other built features can affect signal transmission, so the cell is configured to locate the cell site at an appropriate place to provide the best transmission conditions.

When antennas cannot be located on existing structures, towers (monopoles or lattice structures) are often constructed to support cellular facilities. Monopoles generally range in height from 45 feet to 150 feet. The base of the monopole varies between 24 to 72 inches in diameter, depending on the weight supported. Lattice structures are typically used to achieve higher heights and generally range from 80 feet to 200 feet or more in height. Lattice towers may be self-supporting or stabilized by guy wires.

There is one Verizon Cell tower in Lyman situated on Private Property.

Service Area

Cellular telephone service is licensed by the FCC for operation in Metropolitan Service Areas (MSAs) and Rural Service Areas (RSAs). The FCC grants several licenses within each service area. Current licensed cellular service providers for the Lyman area include AT&T Wireless, Verizon, Sprint, and others.

Capacity

Expansion of cellular facilities is demand driven. Raising the density of transmission/reception equipment to accommodate additional subscribers follows, rather than precedes, increase in local system load.

Broadband

Broadband provides telecommunications data services, including televisions, internet and telephone, to users via a wired network of coaxial cables or Digital Subscriber Line (DSL). Broadband services can also be provided via a fixed or mobile wireless network. Satellite broadband is another form of wireless broadband.

Service Area

Wave Broadband currently holds a cable television franchise within Lyman. The area is also served by Frontier. Satellite broadband providers include Dish Network and DirecTV

General Description of Facilities

Generally following the street rights-of-way, the present network encompasses residential neighborhoods within the Town of Lyman. Future extension of cable service to unserved areas of the Town will occur on an as-needed basis as development warrants.

Capacity

Providing and maintaining the capacity to serve is the responsibility of the utility. In some circumstances, costs associated with a line extension may be borne by the service recipient.

Parks, Trails and Recreation Appendix

Introduction

Parks, trails and recreation facilities provide Town residents with opportunities for outdoor activities, serve as buffers and separators between urban development, and provide linkages between neighborhoods. A good park system is an important factor in a community's quality of life. Attractive, well-designed parks and recreation areas also add to a community's appeal and marketability to potential residents, new businesses, and industry.

Parks, open space, and recreation services have become essential factors in people's lives. Today, recreation is a daily function, rather than a periodic excursion or ball game. Parks provide opportunities for physical exercise, competition, education, social interaction, and viewing of natural beauty. They are places for people to relax, play and exercise, take a walk, or meet friends. They provide a safe and healthy place for our children to grow and play. Open space areas not only serve as buffers to development, but also act as protection to environmentally sensitive lands that perform valuable biological and cultural functions. The Parks, Trails, and Recreation Element has been developed to address these needs and impacts within the community. It will serve as the community's Park Policy Plan for the next 20 years.

The Washington State Growth Management Act requires that every comprehensive plan include a parks and recreation element. That requirement will not be enforced however, until legislature provides funding to local jurisdictions to support that planning effort. This plan is the preliminary foundation upon which future park and recreation planning will be completed when that funding is made available.

The Town has developed this plan to be consistent with the requirements of not only the GMA and consistent with other elements of the plan, but also to be consistent with the requirements of the Recreation and Conservation Office (RCO), formerly the Interagency Committee for Outdoor Recreation, the primary state agency that provides grant funding for park acquisition and development. RCO requires that park plans certified by the state provide an inventory of park resources, a summary of the public participation involved in the development of the plan, an evaluation of the projected park needs, and a prioritization of projects, along with a capital plan for parks.

In this comprehensive plan, "open space" as a community resource is discussed in the Land Use Element, along with the closely-related subjects of environmentally critical areas.

Lyman Setting

In the past Lyman has relied heavily on the facilities of neighboring communities, such as Sedro-Woolley.

Public Involvement

Much of the parks plan was shaped through the efforts of several community members as well as town council members.

Park, Trail, and Recreation Facilities Inventory

Park and Recreation Facilities

The Town of Lyman groups its park facilities into the following categories:

Mini-Parks

These parks are generally less than 2 acres in size, serving residents within a ¼ mile radius (walking distance). A mini-park is the smallest park classification. Mini-parks may include scenic view parks, plazas, gardens, historic places, public art-scrapes, small playgrounds, fountains, or beautification areas.

Depending on the size of the site, mini-park development may include small play structures, sport courts, trails and beautification areas.

Neighborhood Parks

These parks are generally 2 to 5 acres in size or larger, serving residents within a ½ mile radius (walking or bicycling distance). Neighborhood parks may provide both active and passive recreation. Access to these parks may be by way of connector trails, sidewalks, bikeways or via low-volume residential streets. Natural areas in neighborhood parks may allow for informal activities such as park trails and nature study. Park facilities may include programmed multi-use playfields, basketball courts, picnic areas, pickle ball or volleyball courts, but typically do not include restrooms or night lighting for evening activities.

Community Parks

These parks vary in size, but 25-50 acres is optimal to accommodate more comprehensive active recreation uses and their support systems. Community parks are larger and serve a broader population and activity base than neighborhood parks. They focus on meeting active recreation demands as well as preserving unique landscapes and open spaces. The natural character of the site should play a key role in site selection with emphasis on the land area needed to accommodate desired uses. Community parks and recreational facilities allow for group activities and offer other recreational opportunities not feasible or desirable at the neighborhood level. Recreation opportunities include community centers, swimming pools, stadiums, lighted athletic fields, picnic shelters, and parking lots.

Tourist Park

Tourist parks may vary in size, but their defining characteristic in the Town of Lyman is that they are used primarily by the tourists and public traveling through the Town. These parks are generally not used by foot to members of the community. Lyman Town Park qualifies as this type of Park as well

Resource Parks

Resource parks are primarily intended for the preservation of natural, cultural, or visual resources, with some passive recreational opportunities. These areas can be visually unique open spaces, or environmentally sensitive areas. In some instances, community parks and resource parks are similar, except that community parks are generally more developed for recreation pursuits. The resource park can accommodate some passive recreational opportunities = namely low-impact uses such as nature viewing and soft surface trail use. Development is kept to a level that preserves and protects the integrity of the resource.

Existing Inventory

Mini-Parks

Lyman Town Park

There is one park in Lyman it was established in 1937, when the Knights of Pythias surrendered the Eagle Cemetery to the town and stipulated that the south ½ of the cemetery approximately 2.4 acres would be used as a park until it was needed for burial purposes. The town councils goal was to purchase land to the north of the cemetery, so it would not have to lose the park. That goal was reached recently when the property was sold, and the new owner shared the towns vision. Negotiations are underway, and the town will soon add an acre to the cemetery to insuring the park remains for many years.

The park was updated in 2008 to include restrooms, and most recently to extend the covered eating area, and build a new cooking facility and covered Bar B Que Pit. It also has horseshoe pits that are used regularly. Playground equipment is being researched and will be the next project in the park to ensure family recreation for all ages. It is located within 200 ft of the Skagit County owned Rails to Trails that is used by hundreds of visitors yearly. It is a stop for many as it is centrally located between Sedro Woolley and Concrete with no other restroom facilities available in between.

Much of this parks plan was shaped through the efforts of several community members as well as donations from the Lyman Car and Craft Show which also was instrumental in the design of the new cooking facility. It was further funded by an Allocation from the State Budget.

The park is used throughout the year requires weekly maintenance.

The Town Hall is one 1 acre and the grounds around feature mature fruit trees with ornamental shrubs and flowers. There is a large open, grass space that is used for craft booths during the car show and has also been used for a wedding. There is a fair amount of parking for use of this area.

Neighborhood Parks

There are no neighborhood parks in Lyman.

Community Parks

There are no Community Parks in Lyman.

Tourist Parks

The town park does qualify as a tourist park as it is within 200 feet of the Skagit County owned Rails to Trails that is non-motorized and is used primarily by foot and bike traffic.

Resource Parks

The Skagit Land Trust has purchased land along the Skagit River and is used by SLT and the public as a conservation area. This is privately owned, and the town does not maintain this area.

Open Space

In addition to park and recreation facilities, there are “open space” areas within the Town These open spaces are held in both public and private ownership make up 60% of the land mass in the town of Lyman. Some of this land is directly in the Floodway as it is an island in the Skagit River and useable. The biggest part of this open spaces is owned by WA St Dept of Natural Resources. Other considered open space may include utility easements, native growth protection easements, or other sensitive or otherwise encumbered properties. Goals and policies relating to open space are addressed in the Land Use Element rather than the Parks Element because these areas are often not suitable or accessible for active recreational use, although they may offer a passive visual respite.

Trail Facilities

Existing and proposed Town pedestrian and bicycle trails are discussed in the Transportation Element. Please consult relevant sections of that plan for information pertaining to Trails.

TABLE 12 LYMAN PARK FACILITIES INVENTORY SUMMARY

Town-Owned Parks	Acres
Mini-Parks	
City Park	2.4
Town Hall area	1
Mini-Parks Total	3.4
Neighborhood Parks	
None	0
Neighborhood Parks Total	0
Community Parks	
None	0.0
Community Parks Total	0.0
Tourist Parks	
None	0.0
Tourist Parks Total	0.0
Resource Parks	
Resource Parks Total	
Summary	
TOTAL All Existing Parks	3.4

Inventory of Non-Municipal Facilities

Surrounding Recreational Areas

The following areas close to Lyman provide recreational opportunities for community residents.

- Cascades Rails to Trails:
- Lyman Elementary:
- Rasar State Park:

Projected Demand and Need

Park and Recreation Facilities

The demand for park and recreation land and facilities can be estimated using a ratio of acreage to a standard unit of population, such as 10 acres of parkland per 1,000 population or 3.1 acres of athletic fields and playgrounds per 1,000 residents (National Park and Recreation Standard, 1983). The ratio method is relatively simple to compute and can be easily compared with other agency standards. These ratios can be used to express Level of Service (LOS) standards for park and recreation facilities in Lyman.

Mini-Parks:	2.4 acres per 1,000 population
Neighborhood Parks:	1.0 acres per 1,000 population
Community Parks:	No acres per 1,000 population
Tourist Parks:	No LOS designated
Resource Parks:	No LOS designated

The Plan does not include a LOS standard for the category of Resource Parks; the total Resource Park area in the Town will be based on availability of appropriate sites. In addition, no LOS is established for the Tourist Park category. While the Town may benefit by having parks in this category for the periodic use the parks receive from community members, the park largely serves a potential economic development function for the Town by encouraging visitors to stop and visit. In the future, when the state legislature has made funding available for communities to review and/or develop a parks element and an economic development element for the plan, the Town will likely revisit the role of Tourist Parks in the Town and identify any opportunities that may exist to expand their recreational value to town residents.

The Plan does not include Los standards for the development of recreational facilities such as athletic fields, courts, and similar facilities. Lyman does not have sufficient population to support such a facility at this time. The community has indicated support for developing such facilities, as the opportunity and funding arises, and where these uses could be consolidated. A future update of the Parks Element will provide more opportunities for further examining the Town's needs relative to these facilities.

Trail Facilities

Specific levels of service for trails are not proposed in the comprehensive plan. Trail facility discussion is located in the Transportation Element.

Planned Park, Trail, and Recreation Facility Capital Improvements

The 20-year Capital Facilities Plan in the Capital Facilities Appendix indicates the capital park and trail projects identified to support the goals and policies, and projected park land demand and needs. The projects have been ranked according to a high, medium, or low priority.

ORDINANCE 260

AN ORDINANCE OF THE TOWN OF LYMAN, WASHINGTON adopting by reference a revised Comprehensive Plan and Comprehensive Plan and Proposed Urban Growth Area map for the Town of Lyman to revise and incorporate updated land use data throughout the plan, updating information throughout the Comprehensive Plan, Policies and Comprehensive Plan Map designations, and updating references to best available science regarding critical areas.

WHEREAS, the Town of Lyman established an on-going public participation process in 2016 in accordance with RCW 36.70A.130(2) including the regular Town Council meetings, and multiple public hearings, and

WHEREAS, a public hearing was conducted before the Lyman Council on _____, 2018

WHEREAS, additional environmental review is not required because the updated Comprehensive Plan is adequately covered by the Determination of Nonsignificance circulated for the adoption of the 1994 Comprehensive Plan, and that document is adopted by reference; and

WHEREAS, the Growth Management Act gives authority to towns to update their comprehensive plans once per year in such a manner that all proposed amendments are considered by the governing body concurrently such that the governing body may evaluate their cumulative effect; and

WHEREAS, the schedule established by the Growth Management Act in RCW 36.70A.130(4) mandates that each town in Washington take action to review and, if necessary, revise its comprehensive plan to ensure compliance with the Growth Management Act, and

WHEREAS, Lyman's deadline to comply with said schedule has been extended to and

WHEREAS, the Lyman Town Council has reviewed the proposed update to the Comprehensive Plan as contained in Exhibit A and made a recommendation to adopt the updated Comprehensive Plan.

NOW, THEREFORE, THE TOWN COUNCIL OF THE TOWN OF LYMAN, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. Findings of Fact.

- A. The Town of Lyman established an on-going public participation process in 2016 in accordance with RCW 36.70A.130(2) including the regular Town Council meetings, and multiple public hearings.
- B. The Town of Lyman adopted a new Critical Areas Ordinance # _____ in 2016 that is based on the Skagit County Critical Areas Ordinance which was determined to meet Best Available Science by the Growth Management Hearings Board and no revisions are needed.
- C. The attached Comprehensive Plan update document has been revised and updated, including its policies regarding designating and protecting critical areas and preserving natural resource lands to comply with the requirements in Chapter 36.70A RCW.
- D. Implementation of the updated Comprehensive Plan in the development regulations with respect to the Lyman Urban Growth Area and zoning districts is being phased to accommodate the need for land acquisition and infrastructure planning.
- E. The Lyman Comprehensive Plan and development regulations have consistently been maintained in compliance with the Growth Management Act as amended since the initial adoption in 1994. The revisions and analysis in the updated plan are also consistent with the requirements of the Growth Management Act and are focused on updating the population forecast and general statistics, finetuning the goals and policies to reflect capital facilities construction projects and providing general update information.
- F. The scope of Exhibit A includes a revised Comprehensive Plan and Comprehensive Plan and Proposed Urban Growth Area map for the Town of Lyman to revise and incorporate updated land use data throughout the plan, updating information throughout the Comprehensive Plan, updating references to best available science regarding critical areas, and adding appendices.

Section 2. The 2018 Lyman Comprehensive Plan is hereby adopted as the official Comprehensive Plan of the Town of Lyman.

Section 3. This ordinance shall be in full force and effect five days after its passage, approval and publication as provided by law.

INTRODUCED, PASSED, and approved at a regular meeting of the Town Council this _____ day of _____, 2018.

Edward E Hills, Mayor

ATTEST:

Debora Boyd, Clerk Treasurer