

TOWN OF COULEE DAM

Comprehensive Plan

Adopted February 2020

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Chapter 1 | Introduction

1.1 Purpose and Intent of the Comprehensive Plan

The Coulee Dam Comprehensive Plan is intended to guide the community’s growth and development over time, providing an overall and long-term direction for the decisions of Town officials. The plan identifies the official goals, policies, and recommendations to be used as guidelines for making informed decisions in the best interest of the community.

The plan is also intended to help maintain continuity in future decision-making as turnover occurs within the Town’s legislative body. However, it must be periodically reviewed and updated to reflect technological, social, economic, and political changes that may affect certain plans and policies. For the Town of Coulee Dam, an update every eight years is required, to be completed in association with updates in population, land use and capital facilities information.

Coulee Dam’s Comprehensive Plan is based in the belief that it is wise to look ahead, foresee change, and make plans with the future in mind. The plan addresses decisions regarding Coulee Dam’s growth and planning concerns such as the overall land use pattern; how to serve the area with adequate housing, community

facilities, roads, parks, and public utilities; and how to protect natural resources, including critical areas and shorelines. This document provides an overall guide for making these decisions, while still allowing ample flexibility for individual discretion.

1.2 Scope and Organization

This Comprehensive Plan satisfies the requirements of the Washington Growth Management Act (RCW 36.70A) and Grant County’s Countywide Planning Policies (CWPP). Having been created through a public process, it is the expression of local residents’ preferences and desires. The Comprehensive Plan is organized as follows:

1. Introduction
2. Community Profile
3. Land Use Element
4. Housing Element
5. Transportation Element
6. Parks and Recreation Element
7. Environment and Critical Areas Element
8. Economic Development Element
9. Utilities Element
10. Capital Facilities Element

In addition to the introductory material presented in the first two chapters, this plan is also composed of nine closely interrelated main elements (Chapters 3 through 11) to serve as a guide for future development, as provided for in RCW 36.70A.070 and 36.70A.080.

1.3 Planning Framework

1.3.1 Growth Management Act

Washington’s Growth Management Act (GMA), codified as RCW 36.70A, grants planning authority to the state’s counties, cities, and towns. The GMA is the enabling legislation that renders this Comprehensive Plan a legally recognized document by the State of Washington. While this plan outlines the policies to guide growth and development in Coulee Dam, GMA requires the policies to be implemented through the use of such regulatory tools as zoning and subdivision ordinances. The implementing regulations must be developed and maintained in accordance with the goals and policies of this Comprehensive Plan, and as set forth in the GMA.

Goals

The State Legislature enacted the GMA in 1990, in response to legislative findings that uncoordinated and unplanned growth posed a threat to the environment, sustainable economic development, and the quality of life in Washington. To guide the development of comprehensive plans and land use regulations for jurisdictions required to plan under the act, the GMA establishes the following goals:

- **Urban Growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

- **Transportation:** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing:** 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.
- **Economic Development:** 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, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- **Property Rights:** 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.
- **Permits:** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries:** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.
- **Open Space and Recreation:** 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.
- **Environment:** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation:** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- **Shoreline Management:** For shorelines of the state, the goals and policies of the Shoreline Management Act (RCW 90.58.020) are added as one of the goals of the GMA.

The goals and policies that define Coulee Dam’s priorities in dealing with these issues are listed in each element of this Comprehensive Plan. These goals and policies are also intended to express the citizens’ vision for the future of their community.

Principles

One of the most important tenets of the GMA is consistency, meaning consistency between:

- Comprehensive plans and the planning goals identified in RCW 36.70A.020
- Municipal and county comprehensive plans
- The comprehensive plans of each municipality and county with those of neighboring municipalities and counties
- The elements within the Comprehensive Plan (internal consistency)
- The Comprehensive Plan and development regulations
- The Comprehensive Plan and capital budgets
- State agency actions and municipal and county comprehensive plans

The “consistency doctrine” has its beginnings in the State Planning Enabling Act of 1935 (which uses the language “in accordance with” instead of “consistent with”), and has been strengthened over time by state statutes and court decisions.

A second tenet of the GMA is concurrency, meaning that public facilities and services must be developed concurrently with the land uses they are intended to serve, so that adopted level of service standards are consistently maintained.

Urban Growth Areas

Taken together, the various requirements of the GMA suggest a strong relationship between urban growth and the public facilities and services necessary to serve that growth. This relationship is further cemented by the concept of Urban Growth Areas (UGAs), wherein land development and public infrastructure improvements are programmed concurrently. To accomplish these planning requirements, the GMA expressly authorizes the use of innovative techniques, including impact fees.

The GMA requires the Town to work cooperatively with Grant County in establishing UGAs – areas where urban type development will be encouraged to grow adjacent to, but outside of, the Town’s corporate limits in order to accommodate the projected population growth for the next 20 years. The designation of the UGA provides areas to ensure orderly and efficient future growth and land use. Currently, based on recent declines in population, the Town’s UGA coincides with its corporate boundaries. Potential future expansion of Coulee Dam’s UGA should be anticipated to accommodate the community’s growth over the 20-year planning period; the Town cannot annex any additional land if it is outside the UGA. The fact that Coulee Dam is located in three counties and partially within tribal lands underscores the importance of a coordinated planning effort among all agencies involved. It is important to note that the official designation of the UGA is under Grant County’s jurisdiction and cannot be amended more than once a year.

1.3.2 Community Intent

Within this planning framework, Coulee Dam must identify the goals of the community, prioritize them, and plan for how they will be achieved. Therefore, while the GMA requires the Town to complete several planning tasks, the outcome of the planning effort is in the hands of the Town. To this end, the community has created a

Comprehensive Plan that establishes clear intent and a policy base that can be used to develop and interpret local regulations. The following are more specific reasons for assembling this plan:

- **To implement County-wide and Reservation Planning Policies:** The County-wide Planning Policies of both Grant and Douglas Counties have provided guidance in the planning process and are consistent with the Comprehensive Plan, as required by the GMA. Consultations with Okanogan County and Colville Confederated Tribes have also been part of the Town’s planning process. Each element of the plan reflects the integration of growth policies of all entities.
- **To Maintain Local Decision Making Power:** While Coulee Dam is experiencing minimal pressures from growth within its boundaries, it has been affected by growth occurring in the region’s more urbanized areas. One indication of that growth is the increased demand for public services like traffic management, police, and fire protection. Also, an increasing number of policy decisions made at the federal, state, and regional levels influence the costs of maintaining the quality of life in Coulee Dam. The Town believes the most effective way to maintain local control is to remain actively involved in planning. By clearly articulating a plan for the future, the Town is more informed about the implications of its policy decisions, and is able to readily express community concerns to Regional, State and Federal entities. In addition, the GMA requires that State agencies comply with local comprehensive plans and development regulations. Therefore, the Comprehensive Plan and the implementing regulations allow the Town to assert local control over certain issues with the assurance that the Counties, Tribes, and State will respect the community’s decisions in a manner that reinforces the desired character, scale, and identity of the Town.
- **To Promote Desired Changes:** The Comprehensive Plan includes an evaluation of existing infrastructure to determine its capacity for future growth. The Town can then establish appropriate policies to ensure appropriate means are available to finance and construct the necessary facilities and services to meet the demands of growth.

Even though Coulee Dam is not growing quickly, change is occurring. The Town has chosen to take a proactive role in attracting development that meets citizens’ needs; prioritizing alternative uses of land and public resources; and identifying in explicit terms the impact proposed developments will have on the community. Recognition of the types of changes that are occurring, and readiness to make decisions in light of such changes, will allow the Town to take advantage of positive opportunities and to address any effects on quality of life.

- **To Address Changes in Community Needs:** The economic base of the community lies in government employment (i.e. U.S. Bureau of Reclamation (USBR), National Park Service (NPS), Tribal, School District, and Municipal Government), with a noted trend towards an increase in retirement and tourism incomes. As the town works to develop a strong community, there is a need and desire for local base industries to support the town and its residents, whether or not those industries are located within the incorporated boundary of the Town.

1.4 Plan Background

This Comprehensive Plan was prepared by the town of Coulee Dam with respect to the provisions of the GMA. The incorporated area of Coulee Dam is located within Grant, Douglas, and Okanogan Counties. The Okanogan County portion of the community is also located within the Colville Indian Reservation (see Figure 2.1). Of equal

significance is the fact that the town was initially platted by the U.S. Bureau of Reclamation (USBR), a federal entity that controls an extensive area surrounding the community, including pieces of infrastructure that serve it.

Because of its rate of growth, Grant County is required by state law to plan in compliance with all provisions of the GMA. Douglas County “opted in” to the GMA planning process just prior to meeting the growth rate threshold. Okanogan County has met the growth rate for the past few years but has “opted out” of planning under the GMA, as allowed for counties with populations under 50,000. The Colville Confederated Tribes, as a federally-recognized sovereign government, is not required to comply with the state law.

Although only a very small portion of Coulee Dam lies within Grant County, the Town chose to plan with Grant County and adopted the Countywide Planning Policies of Grant County when this Comprehensive Plan was initially adopted in 1994. At that time, Coulee Dam’s planning efforts were assisted by staff from Grant County. Although the Plan was centered around Grant County policies, most of the community is located within Douglas and Okanogan Counties. In light of these broader interests, this plan represents the community’s policies regarding growth over the 20-year planning horizon.

1.5 Relationship to Other Local Planning Documents

Grant Countywide Planning Policies

In 1991, the State Legislature amended the GMA to require that counties adopt Countywide Planning Policies (CWPP) in cooperation with their municipalities. The purpose of these policies is to establish a coordinated, countywide framework within which to develop comprehensive plans. The CWPP must guide the subsequent adoption of comprehensive plans without overly constraining with excessive detail.

Cities and counties are required to be consistent with the CWPP in their comprehensive planning. Grant County and the municipalities therein coordinate their planning to avoid conflicts and ensure that infrastructures crossing jurisdictional boundaries are functionally integrated.

Grant County and its municipalities formed the Grant County Planned Growth Committee, which included a representative from Grant County and each of its cities and towns, to develop the CWPP in 1993. The CWPP support, promote, and enforce the GMA’s mandated planning goals. They were adopted by the Grant County Board of Commissioners in May 1993, and were revised in 2002 and 2009. Coulee Dam’s Comprehensive Plan, with associated goals and policies, maintains consistency with Grant County’s adopted CWPP.

Grant County Comprehensive Plan

One of the GMA’s primary goals is to increase cooperation between jurisdictions and to assure consistency among the comprehensive plans from jurisdiction to jurisdiction and from region to region. The Grant County Comprehensive Plan serves as the plan for all unincorporated areas in the County, including those within the urban growth boundaries of cities and towns. The effort to accomplish consistency between the cities in Grant County and the County itself began with the development of the County’s Comprehensive Plan in 1999. The plan was comprehensively amended in 2006 and 2018, with other minor amendments occurring through the years. Coordination with the cities and towns has occurred throughout the plan’s lifetime to verify population projections, achieve compatibility along jurisdictional boundaries, and assist with planning and zoning issues as County lands are annexed into the cities.

In recent years the cities and towns have worked cooperatively with Grant County, expanding beyond GMA-related issues. This includes activities related to the distribution of the rural sales and use tax dollars (“distressed counties’ funds”), prioritization of infrastructure projects, and hazard mitigation planning. Growth Management related issues continue to be a significant task, including allocating updated population projections and coordinating the review of urban growth area amendments.

The Coulee Dam Comprehensive Plan is related to the County plan through provisions that encourage:

1. urban development within the UGA established for Coulee Dam,
2. the responsible provision of urban services for the projected growth over the 20-year planning period, and
3. the reduction of urban sprawl into the adjacent rural lands immediately outside the adopted UGA.

Other issues which were considered on a more regional basis were resource lands that may extend from the surrounding unincorporated area into the Urban Growth Area, and geological hazard areas and other sensitive areas that cross jurisdictional boundaries.

It is intended that this plan and the adopted County plan will be consistent with and complementary to each other. Each of the communities’ plans has been coordinated with the County’s Comprehensive Plan. As implementation moves ahead, amendments to the communities’ comprehensive plans will be submitted to the County to be included in the County Comprehensive Plan, thus providing a consistent process to ensure these relationships are maintained through the planning period and beyond. This should provide the citizens of Grant County with a complete picture of how the County is expected to develop over the planning period.

1.6 Planning Process

The GMA requires that comprehensive plans be updated periodically to ensure they have been brought up to date with any relevant changes in the GMA and to respond to changes in land use and population growth. Counties, cities and towns must review and revise their comprehensive plan and development regulations every eight years to ensure compliance with the GMA.

1.6.1 Existing Plan

Coulee Dam’s first Comprehensive Plan under the GMA was adopted in 1994. In addition to conducting numerous public meetings, community input towards the initial plan development was garnered through a survey that was mailed to the residents of Coulee Dam and the proposed urban growth area. The survey received 106 responses from residents, and its analysis played a major role in identifying the needs of the community.

Since then, the plan has twice undergone a periodic update – first in 2000 and again in 2006. The current periodic update must be completed by June 30, 2020. Throughout the plan’s initial development, as well as its subsequent updates, the Town has taken measures to ensure the Comprehensive Plan reflects the needs of the community.

1.6.2 Plan Update Process

In general, the Growth Management Act requires a deliberate update process, including review of relevant plans and regulations as well as adoption of appropriate resolutions or amendments. The Town of Coulee Dam’s update process is detailed below.

Community Involvement

The GMA stresses the importance of “early and continuous” public involvement in the update process, because citizens are the backbone of land use planning issues. In preparation for this update, the Town of Coulee Dam adopted a Public Participation Plan (PPP), which lays out the Town’s strategy for encouraging public participation. Consistent with the PPP, in March 2019, the Town held a public open house to collect citizen input on the Town’s existing comprehensive plan vision, goals, policies, and other issues of concern within the community.

Role of the Planning Commission

The Planning Commission is responsible for preparing and presenting to the Town Council and the public an updated draft Comprehensive Plan and Development Regulations. The Planning Commission, with a methodical and deliberative approach, has gone through each element of the existing Comprehensive Plan and proposed amendments to bring the document up to date with changes in the built environment as well as regulatory changes, particularly as they relate to the protection of the natural environment. The Planning Commission completed its work on updating the Comprehensive Plan in April 2020 and presented a draft to the Town Council and the citizens of Coulee Dam for their review and comment.

Role of the Town Council

The Town Council has the responsibility of adopting the updated Comprehensive Plan and Development Regulations by ordinance. The Council action comes after the Planning Commission has completed its work and after the citizens of Coulee Dam have had an extended opportunity to review and comment on the draft documents.

1.6.3 State Review

All locally adopted comprehensive plans and development regulations are sent to the Washington State Department of Commerce for review. The Department of Commerce reviews the submitted plans to ensure their compliance with the Growth Management Act. After a 60-day review period, Commerce may provide a comment letter identifying suggested changes. Once any suggested changes are made and the update is accepted by Commerce, the Town Council may adopt the final updated plan.

1.6.4 Appeals Process

The Town Council-adopted Comprehensive Plan can be appealed to Washington’s Growth Management Hearings Board. The Hearings Board can invalidate the Plan, reject the appeal, or issue directives to the Town to modify the Plan, to bring it into compliance with the Growth Management Act. The Hearings Board’s decision is legally binding on the local government. The Hearings Board’s decision can be appealed to a Superior Court.

1.7 Implementation

The Town’s development regulations, adopted as the Coulee Dam Municipal Code, serve as the primary implementation tool for the Comprehensive Plan. The purpose of these regulations is to manage land uses and physical construction within the Town’s corporate limits. The intent of the code is to promote the health, safety, and general welfare of the public. Sections of the code include development standards, zoning regulations, critical areas regulations, subdivision regulations, administration and enforcement. Procedures for utilization of the Uniform Building Code as well as the Town’s State Environmental Policy Act (SEPA) policies and procedures are also included in the Municipal Code.

The Comprehensive Plan serves as a guide for the overall development of the community, reflecting the desires of citizens and officials as to how the Town should grow over the 20-year planning period. It does not claim to anticipate all the changing needs that will occur for such a period; therefore, periodic review of the plan is necessary to ensure that it is meaningful and effective. Because the Town's development regulations implement the Comprehensive Plan, the Town is also required to assess and amend its existing development regulations for consistency with the plan. Based on the Comprehensive Plan directives, the Town must provide updated regulations to accomplish implementing measures related to the plan. Zoning, subdivision, building, health, street, and sign codes are examples of regulations that may be useful in the implementation of the Comprehensive Plan.

1.7.1 Zoning

The zoning ordinance and map divide the land into zoning districts and, within these districts, regulate the permitted and conditional uses, density, and the placement, height, bulk and coverage of buildings and structures. This ordinance is required to be consistent with the Comprehensive Plan land use designation maps as well as the goals and policies.

1.7.2 Subdivision

The subdivision ordinance regulates the process of laying out parcels of undeveloped land into lots, blocks, streets, and public areas. It is primarily used to control new or expanding residential, commercial, or industrial development. Land developed in the Town's UGA is under County jurisdiction and will be based on the County's subdivision codes; therefore, communication and coordination are vital to ensure adequate public facilities.

1.7.3 Other Implementation Tools

Building codes are also used to implement the Comprehensive Plan. These codes regulate design, construction, quality of materials, use, occupancy, location, and maintenance of buildings and structures within the Town. The Town has adopted the International Building Code, consistent with State requirements; however, the Town's own building code may be refined to reflect and be consistent with the policies in the Comprehensive Plan.

1.8 Amendments

Planning is an ongoing process. Improved data or changing circumstances will require amendment to the comprehensive plan that is allowed by the GMA only once per year, with certain limited exceptions. In particular, the plan may be reviewed once a year and updated as necessary in consideration of applicable Office of Financial Management (OFM) population estimates, and to include revisions to the Capital Facilities Plan. Amendments may also occur in cases of emergency, issues affecting the general health, safety, and welfare of residents, or as ordered by a court of law, such as the Growth Management Hearings Board. The update will address any specific concerns, clarify inconsistencies that were identified during the year, and review the adequacy of current service standards.

The community's vision and quality of life goals provide long-range guidance for the Town. To maintain consistency and allow sufficient time for decisions to take effect, these general guidelines should not be changed more than every six years. However, as specific objectives or policies are achieved, revision of the plan in each element may be required to continue progress toward the overall goals.

Amendments to the Comprehensive Plan may be requested by the Town Council, Planning Commission, or by any affected citizen or property owner. Written proposals will be taken but will not be considered for the

amendment process until August 1st of each year. Any petitions received after the August 1st date will not be considered for that amending year.

The Planning Commission shall review the comprehensive plan and propose any needed amendments, and will conduct at least one public hearing to solicit comments. Proposed amendments will be circulated to interested agencies and local governments for a 60-day period for their review and comments. After consideration of the proposal and comments from reviewing entities, the Planning Commission will make a recommendation to the Town Council. The Council will hold at least one public hearing, make modifications if necessary, and will make a final decision regarding the adoption of the proposed amendments to the comprehensive plan.

Amendments to the Capital Facilities Element and the specific projects found therein will be guided by the other elements of the Comprehensive Plan, and will be implemented through the Town's budget. If the Capital Facilities Element identifies projects that cannot be completed due to a budget shortfall, the Land Use Element may need adjustment to ensure adequate public facilities are available. By reviewing and updating the plan on a regular basis Coulee Dam can depend on this document as a reliable decision-making tool, and can maintain public interest in and support of the planning process.

1.9 Use and Maintenance of this Plan

The following policies should be used to ensure this Comprehensive Plan is consistently used and appropriately updated:

- Citizen participation and education shall be emphasized in the process;
- Update appropriate base-line data and measurable objectives to be accomplished at a minimum every seven years or as required by State law;
- Continue assessment of accomplishments describing the degree to which the goals, objectives and policies have been successively reached;
- Identify obstacles or problems which may have resulted in the under-achievement of goals, objectives and policies;
- Identify new or modified goals, objectives and policies needed to address and correct discovered problems; and
- Update existing regulations to be consistent with plan amendments within one year of plan adoption.

In addition to the use of development regulations, other regulations may be enacted as necessary to implement the Comprehensive Plan.

Chapter 2 | Community Profile

2.1 Introduction

The purpose of this Comprehensive Plan is to present the community’s goals and policies guiding future development and growth. With population growth comes demand for improved capital facilities, utility services, and improved land use oversight. This plan serves as a guide for managing these issues in a way that addresses short-term needs while gradually helping the Town achieve its long-term vision.

This Community Profile section articulates past and current characteristics of the community, in order to help plan for future conditions. It includes information regarding the history and geography of the Town, along with key characteristics like demographic composition and employment trends, education and housing conditions. This helps establish an understanding of where the Town has been, where it is now, and where it hopes to go in the future – setting the foundations for the policies expressed elsewhere in this plan. Whenever possible, data for Coulee Dam is compared with data from Douglas, Grant, and Okanogan Counties or the State of Washington as a whole, illuminating ways in which Coulee Dam is similar to – or differs from – peer communities.

2.2 Coulee Dam Vision

The vision statement for Coulee Dam’s Comprehensive Plan provides an over-arching theme for the policies articulated throughout the document. Just as individuals choose a route of travel toward a specific destination, the vision is the Town’s hoped-for “destination” – and the policies in the Comprehensive Plan serve as the roadmap to help get it there. Twenty years from now, if the plan is carried out successfully, Coulee Dam should closely resemble the image this vision statement describes.

2.2.1 Vision Statement

“The vision of Coulee Dam, a friendly, scenic, small community, is to provide for the health, safety, and well-being of its citizens and guests through the wise management of its diverse but limited resources.”

The overall planning goals and objectives identified below are deemed to be essential in achieving this vision. As time passes, these primary goals and objectives are intended to endure, even when the Comprehensive Plan is updated to account for changing conditions. The vision statement will always provide the basis for future revisions.

The overall motif expressed by the vision statement is that Coulee Dam would like to preserve its character and identity – a small-town atmosphere with a human-made wonder of the world as its backdrop to share with all who come to see it.

2.2.2 Overall Planning Goals and Objectives

The following goals and objectives are general and shall be considered guiding principles for specific goals, objectives and policies for growth and development in and around Coulee Dam. The specific goals, objectives, policies and proposed action items in the rest of the plan will be consistent with these general goals.

- **GOAL CP 1:** *Preserve the small-town atmosphere that embodies Coulee Dam’s character and identity.*

- **POLICY CP 1.1:** Use local human resources whenever possible to encourage local involvement in community actions. This should include continued encouragement of public and private involvement, as well as encouragement of volunteerism and activism.
- **GOAL CP 2:** *Maintain and improve the quality of life for the citizens and visitors of Coulee Dam.*
 - **POLICY CP 2.1:** Encourage changes that promote livability, pedestrian orientation, protection of cultural and historic resources, and high quality design features, as well as limit stress factors such as noise pollution and traffic congestion.
 - **POLICY CP 2.2:** Maintain and improve the Town's infrastructure.
 - **POLICY CP 2.3:** Reduce land use conflicts and haphazard development with appropriate zoning, subdivision and similar land use management programs.
 - **POLICY CP 2.4:** Determine the public services the citizens desire, methods of funding such services, and the level of service that available funding can provide.
 - **POLICY CP 2.5:** Determine how to acquire and spend public resources by anticipating future expenditures, and building on and taking full advantage of existing assets.
 - **POLICY CP 2.6:** Encourage the local economy by providing a predictable development atmosphere through streamlining of the regulatory process.
 - **POLICY CP 2.7:** Enhance opportunities for recreational activities providing a range of activities for all ages.
 - **POLICY CP 2.8:** Provide effective stewardship of the environment to protect critical areas, maintain water quality, and conserve land, air, water, and energy resources by taking advantage of existing plans or ongoing planning activities such as watershed management plans, drainage basin plans, and other regional resource protection plans.

2.3 Community Setting

The Town of Coulee Dam is located in north central Washington State, at the base of the Grand Coulee Dam on the Columbia River. It is a small community with a population of about 1,100, and its economy is closely interwoven with those in the adjacent cities of Grand Coulee, Elmer City, and Electric City. The incorporated town limits cover approximately 511 acres.

Coulee Dam is unique in that it is the only municipality in Washington State that lies in three different counties: Douglas, Grant, and Okanogan. Adding to this unique circumstance is the fact that the town is also located partially within the bounds of the Colville Indian Reservation. Additionally, much of the land within Town boundaries is owned by government entities, including the National Park Service and the U.S. Bureau of Reclamation (USBR), as shown in Figure 2.1.

Annually, the Grand Coulee Dam area is host to thousands of tourists who come to the area for activities such as sight-seeing, fishing, boating, hiking, snorkeling, and camping. Visitor centers are located at Grand Coulee Dam and in the town of Coulee Dam. Each visitor center illustrates the story of the dam's construction. The USBR projects a dramatic laser light show on the face of Grand Coulee Dam, telling the story of the dam's development, as well as the history of the area. The Town of Coulee Dam is also the location of the Colville Tribes' Coulee Dam Casino and the Colville Tribal Museum and Gift Shop, which features artifacts, gifts and information about the indigenous peoples of the area.

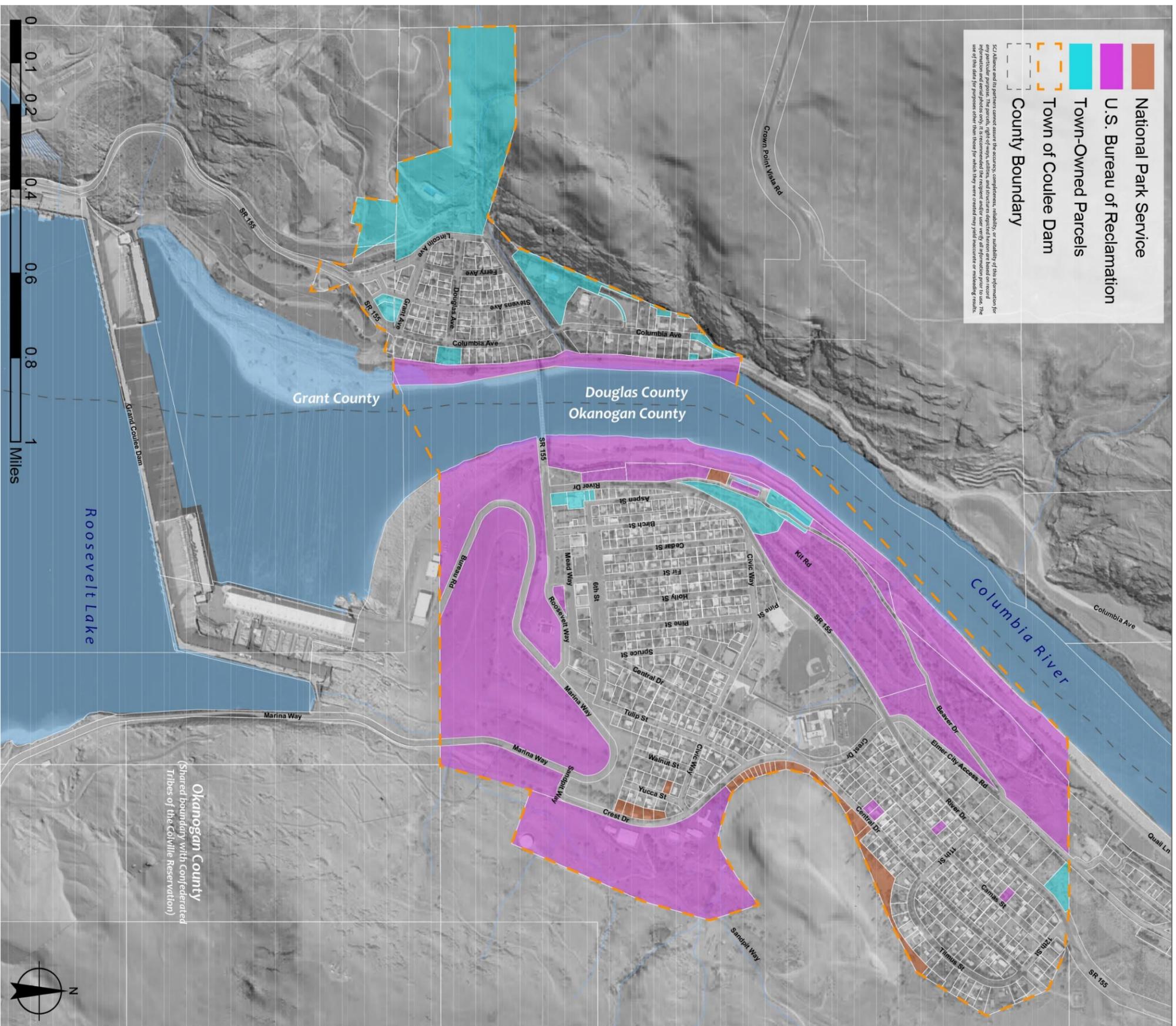


Figure 2.1 Government-Owned Lands

2.4 History of Coulee Dam

Native American people have occupied and used the land of the “Great Coulee” for thousands of years. The Great Coulee has been a crossing site over the Columbia River since the Great Missoula Floods of some ten thousand years ago. The Native Americans of the area lived on the mesas and plateaus above what is now termed Banks Lake, Roosevelt Lake, Rufus Woods Lake and the Columbia River far to the South. The Great Coulee has been the site of battles among tribes of the Confederated Tribes of the Colville Reservation and other tribes from the south. Archaeological sites show more than 10,000 years of Native American occupancy in the Great Coulee area.

The construction of Grand Coulee Dam in the early 1930s had a tremendous impact on the lifestyles of the indigenous people. Traditional hunting and fishing practices were cut short and Native American people were uprooted from their homes along the river. Grand Coulee Dam is a monument to the changes that took place not only to this area, but to the United States as a whole.

The construction of Grand Coulee Dam had two purposes: to provide water to a million acres of farm land, and to provide electricity to a vast majority of the Northwest. The structure of the dam straddles the Columbia River and is the third largest hydroelectric power plant in the world. Technology of the 1930s does not compare to the technology of today; the construction of the dam was heavily dependent on manpower. This manpower was supplied by the abundance of unemployed workers found throughout the United States during the great depression. Today the United States Bureau of Reclamation (USBR), along with the Lake Roosevelt School District and Confederated Tribes of the Colville Indian Reservation, remains one of largest employers in the area.

Today, a substantial portion of the town of Coulee Dam lies within the boundaries of the Colville Reservation. The Town started its humble beginnings as two different towns. These two towns were built below the dam site and were named Coulee Dam and Mason City. Those who lived in these towns were primarily government engineers and employees of the contractors. Out of all the small towns that were established in the Grand Coulee area, Coulee Dam and Mason City were the only towns that developed as a result of significant planning.

The settlement on the west side of the Columbia River was named Coulee Dam by the Federal government. The purpose of this town was to house government employees, and to provide a central location for the administration building. This building is currently being used as the Coulee Dam Town Hall. During the construction years the west side of Coulee Dam had its own post office, but no major commercial businesses except the Green Hut Cafe and one gasoline station. The Green Hut Cafe has since been replaced by the Visitor Arrival Center. The original grade school building currently houses the Coulee Dam Federal Credit Union, and the Post Office, which was built in 1934 and modeled after FDR’s “summer White House” in Warm Spring, Georgia, presently serves as the school administration office.

Mason City was built on the east side of the Columbia River by the first major contractor for the original low dam, Mason Walsh Atkinson and Kerr. The town was named after Silas Mason, and was built to house the contractor’s employees. The original Mason City was much smaller than its present size but had its own post office and a number of commercial establishments that were all operated by the contractors. In 1941, these businesses were leased to private individuals. When both major contracts were completed, the Federal government assumed ownership of Mason City and eventually both sides of the river became Coulee Dam.

Following the 1941 takeover of the town by the Federal government, a number of problems occurred with the employer/landlord relationship. In the early 1950s, through the efforts of many citizens, Congress introduced

legislation that made it possible for the Federal government to divest itself of town ownership. There were two hearings scheduled on the legislation; the first was held in Washington, D.C., and a second was held in 1954 in Coulee Dam. After the second hearing, many problems were diffused and the Town Council was given permission to proceed with the sale of property. The first home sales were completed in November 1955. All houses in the town, except one, were sold to the current tenant, as were all business establishments. The legislation also stated that if the town was to incorporate within one year, the purchasers would receive a ten percent rebate on the purchase price and all town utilities, streets, sidewalks and the Town Hall would be turned over to the town without charge. This was accomplished, and Coulee Dam became an incorporated town in 1959.

2.5 Looking Forward

While Coulee Dam is not growing quickly, there is still change occurring within the community. Because the Town was originally founded to provide housing for workers at the Grand Coulee Dam site, the population steadily declined for several decades following completion of the dam projects. Over the last couple of decades, however, the Town’s population has seen some slow growth. Additionally, growth in some of the region’s more urbanized areas has put increasing pressure on the Town’s resources. These factors present some challenges in matching services to growth, but they also underscore the importance of managing investments in concert with the community’s long-term objectives.

2.6 Community Characteristics

The following summarize some of the demographic and economic characteristics of Coulee Dam. These and other community characteristics are covered in greater detail in the Economic Development Element (Chapter 5).

2.6.1 Population Trends

The Washington State Office of Financial Management (OFM) estimates Coulee Dam’s population in 2018 was 1,100 – 185 people in the Douglas County portion, 915 in the Okanogan County portion, and none in the Grant County portion. Historically, growth within the Town of Coulee Dam has mostly been influenced by construction projects at Grand Coulee Dam. As other parts of Okanogan, Grant and Douglas Counties have experienced notable growth, the Grand Coulee Dam area’s share of that growth has declined. At the time this plan was originally adopted, in 1994, the population in Coulee Dam was approximately 1,093, nearing the end of a decades-long decline. Since hitting the low point of that decline around 2000, at a population of 1,044, the community has grown slowly over the past couple of decades to its current population of 1,100.

Table 2.1 *Town of Coulee Dam
Historical Population*

1960	1,344
1970	1,458
1980	1,439
1990	1,127
2000	1,044
2010	1,098
Est. 2018	1,100

*Source: U.S. Census Data; OFM
Annual Population Estimates*

2.6.2 Income & Wages

As shown in Table 2.2, households in Coulee Dam have a median household income of \$53,269, less than the Washington median or the United States median. However, this median is fairly commensurate with the regional context (Douglas, Grant, and Okanogan Counties).

Approximately 14.5% of the population in Coulee Dam live below the poverty level. This figure is considerably higher than in the state as a whole (11.5%) or the national average (14.1%).

Table 2.2 Median Household Income, 2018

Coulee Dam	Douglas County	Grant County	Okanogan County	Washington State	United States
\$53,269	\$60,452	\$54,982	\$45,808	\$70,116	60,293

Source: American Community Survey 2014-2018 5-year estimates

Table 2.3 Percentage of Population Living Below the Poverty Level, 2018

Coulee Dam	Douglas County	Grant County	Okanogan County	Washington State	United States
14.5%	13.3%	14.4%	20.6%	11.5%	14.1%

Source: American Community Survey 2014-2018 5-year estimates

2.6.3 Racial Distribution

The racial distribution for Coulee Dam and Grant County is presented in Table 2.2. Overall, the “White alone” classification comprises 55 percent of the total population of Coulee Dam, making it largest race classification within the Town. This percentage is far lower than that of the “White alone” population in the regional, state, or national context. The next most populous group in Coulee Dam is the “American Indian and Alaska Native alone” classification, which accounts for 35.5 percent of the Town’s population. This percentage is much higher than that of the state (1.5%) or the nation as a whole (0.9%). Even in the regional context, the American Indian/Alaska Native population is much higher as a percentage of total population than that of the surrounding counties. The fact that a large portion of the Town is located within the boundaries of the Colville Indian Reservation is likely a primary contributor.

Table 2.4 Racial Distribution, 2010

Race	Coulee Dam	Douglas County	Grant County	Okanogan County	Washington State	United States
White alone	55.0%	79.6%	72.8%	73.9%	77.3%	72.4%
Black or African American alone	0.5%	0.3%	1.1%	0.4%	3.6%	12.6%
American Indian and Alaska Native alone	35.5%	1.1%	1.2%	11.4%	1.5%	0.9%
Asian alone	0.7%	0.7%	0.9%	0.6%	7.2%	4.8%
Native Hawaiian and Other Pacific Islander alone	0.0%	0.1%	0.1%	0.1%	0.6%	0.2%
Some other race alone	2.4%	15.6%	20.4%	10.1%	5.2%	6.2%
Two or more races	5.9%	2.6%	3.5%	3.5%	4.7%	2.9%

Source: U.S. Census Bureau

Chapter 3 | Land Use Element

3.1 Purpose and Intent

This Land Use Element represents the community's policy plan for growth over the next 20 years. The Land Use Element describes how goals in other plan elements will be implemented through land use policies and regulations, and thus, it is a key element in implementing the Comprehensive Plan. More specifically, the Land Use Element considers the appropriate location of various land uses with respect to other uses, certain critical areas, and the availability of public services. The Land Use Element has also been integrated with all other elements of this plan in an attempt to ensure that consistency is found throughout.

3.2 Planning Area

The Urban Growth Area is determined through consensus with the counties. To ensure adequate land for future development, local governments fully planning under the GMA are required to review their UGA boundary when new population projections are available as part of the periodic update required under RCW 36.70A.130. Currently, the Town's Urban Growth Area is the existing incorporated boundaries of the Town, as depicted on the Existing Land Use map (Figure 3.1).

3.3 Existing Patterns

Existing land use patterns strongly influence community growth and development, helping determine opportunities and constraints to change. Such factors that may drive or deter development include:

- Specific land uses and associated compatibility
- Transportation infrastructure and design
- Utilities and service infrastructure
- Parks, natural areas and open space provision
- Waterways and wetlands
- Topography and geologic conditions

Because many of these factors are within its capacity to control and/or manage, the Town of Coulee Dam understands that its actions play a primary role in shaping the community. Actions related to factors including transportation features, parks, open spaces and waterways are detailed in other elements of this plan.

3.3.1 *Pattern Overview*

As illustrated in the Existing Land Use map (Figure 3.1), the majority of the Town's land use is single-family residential. The east side of Coulee Dam, located within Okanogan County and the Colville Reservation, makes up the largest portion of the Town. The west side of Town is on the opposite side of the Columbia River in Douglas County, with a small portion of the commercial district located in Grant County.

On both sides of the river, commercial, low density residential, and multi-family housing can be found. The majority of commercial use, including the "downtown" area, is located on the east side. This commercial district is centrally located and conveniently provides services for the entire community. On the east side, the residential districts are located north of the commercial district. Residential use consumes most of the west side, excluding some lots that have either commercial or public use. The Town Hall and maintenance shop are

also located on the west side of the river. The U.S. Bureau of Reclamation owns large sections of land around the Grand Coulee Dam and along the shoreline of the Columbia River in order to manage the Grand Coulee Project.

The incorporated boundaries of Coulee Dam encompass a total of approximately 511 acres, including approximately 463.6 acres of land and 48.7 acres of water.

3.3.2 Land Use Categories

Coulee Dam utilizes the following land use categories to track and project land use requirements, establishing policy-level guidance for future implementation through zoning.

Residential Land Use

The Town of Coulee Dam has 29.9% (138.8 acres) of its total land area in residential use. This category includes single family and multi-family structures, foster care facilities, and group quarters. Residential uses are defined as follows:

- **Single Family:** This designation includes residences developed at a density of 8 dwelling units per acre or less. Currently 134.7 acres of the total residential land use is single family, accounting for 29.0% of the total land use.
- **Medium Density Multifamily:** This designation indicates a density of up to 12 units per acre. Currently 3.4 acres, or 0.7% of the Town's total land area, is medium density multifamily.
- **High Density Multifamily:** These are residences developed at greater than 12 units per acre. This category includes apartments and other multi-family dwellings. Currently only 0.8 acres are used as high density multifamily. They are located at the northeast end of Town at River and Tilmus Drives. This use accounts for only 0.2% of the total land use in Coulee Dam.

Commercial Land Use

Commercial Land Use: Currently, approximately 26.2 acres of the Town's total land area is utilized for commercial activities. This category includes land used for retail and wholesale trade, offices, bed and breakfasts, hotels, motels, restaurants, casino, service outlets, automobile service stations, and repair facilities. The Town draws some retail business from neighboring towns. The populations in Coulee Dam and the surrounding area provide a market of approximately 5,000 people for the Town's commercial businesses, but commercial activity is generated predominantly by residents of Coulee Dam. Over the years, tourism has had a tremendous impact on the economy, as it likely will in the future. Every year people from around the world come to visit the Grand Coulee Dam and to enjoy the recreational activities and natural environment that characterize the area.

Industrial Land Use

This category normally includes land used for light manufacturing, processing, warehousing, salvage yards and storage. Presently, there are no industrial sites existing in Coulee Dam.

Other Land Uses

Recreational Lands: This category generally applies to community parks. School-owned facilities are not included in this category. The Town presently owns and maintains three parks: Mason City Park, Douglas Park, and Cole Park.

Open Space: This category generally applies to land used as buffers to preserve critical areas or lands dedicated for future uses. In the Town of Coulee Dam, open space can be found along Fiddle Creek and the Columbia River. Much of the land owned by the National Park Service and Bureau of Reclamation is categorized as open space, as well. The design of the streetscape has also allowed for small patches of open space; for example, the grassy median along Douglas Avenue, which divides traffic flow to the east and west.

Public Use: This category includes publicly-owned community facilities such as schools, Town government buildings, fire and police protection, library, visitor center, water, and sewer. In addition, there are private or semi-public community facilities such as churches, health services, adult living facilities, electrical and telephone services. The Town of Coulee Dam is part of School District 301J, which includes the Grand Coulee Dam area towns of Elmer City, Coulee Dam, Grand Coulee, and Electric City, plus the surrounding rural areas. The area’s elementary, junior high, and high school are all located in Coulee Dam. The Town has a library of its own located at Town Hall. Also included in the public use category are the Town’s approximately 26.5 acres of roadways and right-of-way.

Vacant / Underdeveloped Lands: This category includes 21.1 acres of vacant, undeveloped, and underdeveloped acreage. Very little of the vacant land is suitable for development. Most of the land in this category is in subdivisions which are platted or surveyed but not fully developed.

The following is a summary of land uses within the Town.

Table 3.1 Existing Land Uses

Type	Acres	Percent
Residential	138.8	29.9%
Single family	134.7	29.0%
Multifamily	4.2	0.9%
Commercial	26.2	5.6%
Industrial	0	0.0%
Public Use	58.3	12.6%
Recreation	72.1	15.6%
Open Space	147.0	31.7%
Vacant/Underdeveloped	21.1	4.6%
TOTAL:	463.6	100%

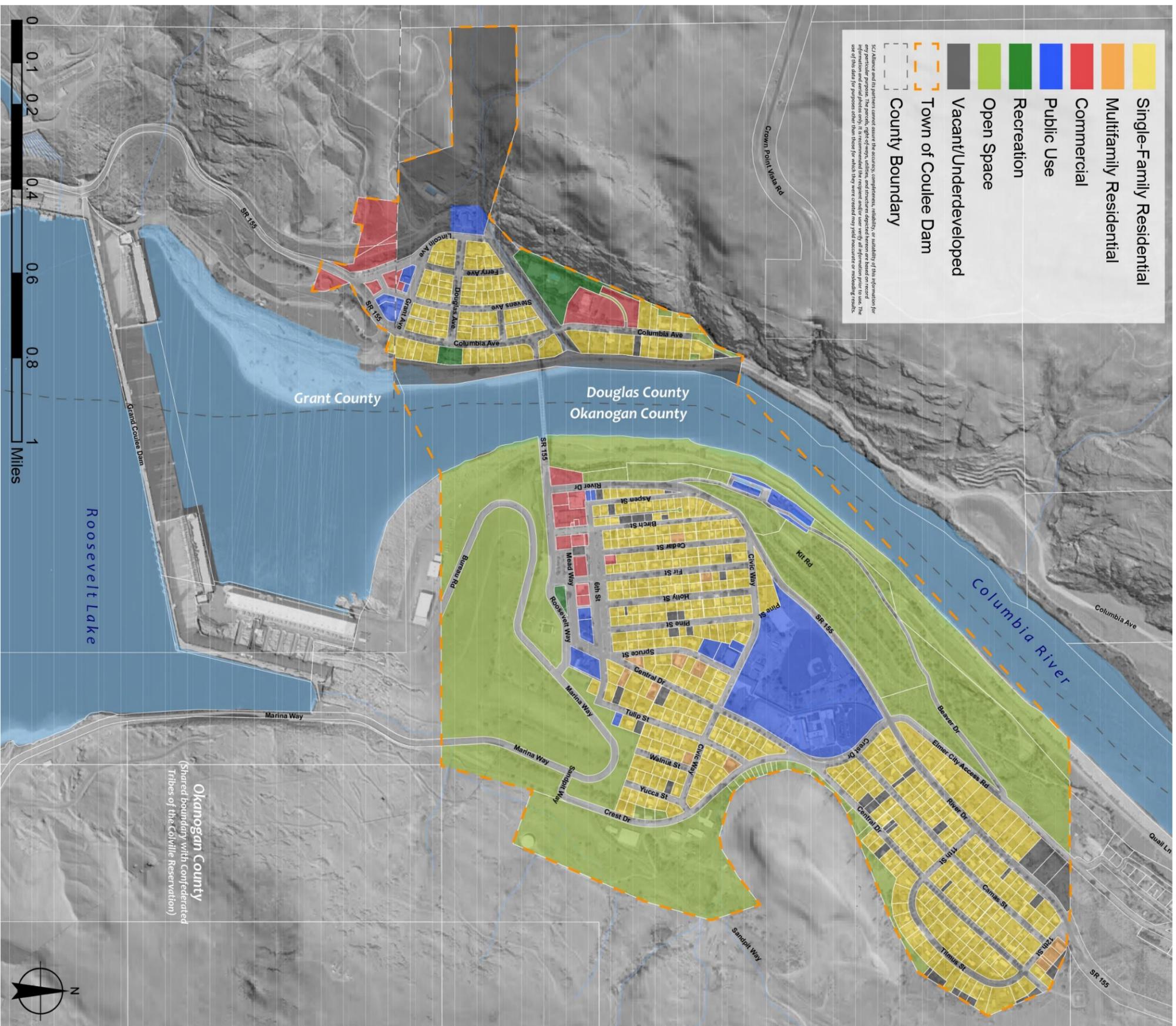


Figure 3.1 Existing Land Use Map

3.3.3 Zoning Categories & Quantities

The Town of Coulee Dam’s zoning classifications guide the community’s current and future development. Table 3.2 enumerates the community’s zoning distribution as currently exists on local GIS mapping layers, and Figure 3.2 illustrates the distribution graphically. See the Coulee Dam Municipal Code (CDMC) for a description of the permitted uses by zone.

The zoning districts are defined in the CDMC as follows:

- **Single Family Residential:** To be characterized by single-family residential uses, particularly stick frame and manufactured construction. Maximum density is 8 dwelling units per acre.
- **Medium Density Residential:** To be characterized by a mix and variety of housing types, such as single family and duplex buildings, along with locations for clubs, lodges, social and recreational centers. Maximum density is 12 dwelling units per acre.
- **High Density Residential:** To be characterized by a variety of housing types, particularly multi-family residential developments, including manufactured home parks. Maximum density is 16 dwelling units per acre.
- **Special Residential:** Areas with a mixture of residential and commercial uses that share community facilities, such as parking areas and that are characterized by high levels of daytime activities and very low night usage.
- **Commercial:** To be characterized by a concentration of general commercial uses designed to be both pedestrian and traveler friendly. Auto-oriented uses such as service stations and motels should be located and designed in such a way that they are attractive, are of a human scale, and facilitate the movement of both pedestrian and vehicular traffic in a safe, comfortable and friendly fashion.
- **Government Entity:** Areas owned and/or controlled by government entities for municipal facilities and services.

Table 3.2 Acres Per Zone

Zoning District	Acres	Percent
Single Family Residential	192.3	41.5%
Medium Density Residential	15.4	3.3%
High Density Residential	2.1	0.5%
Special Residential	30.0	6.5%
Commercial	28.0	6.0%
Government Entity	195.7	42.2%
Total	463.6	100%

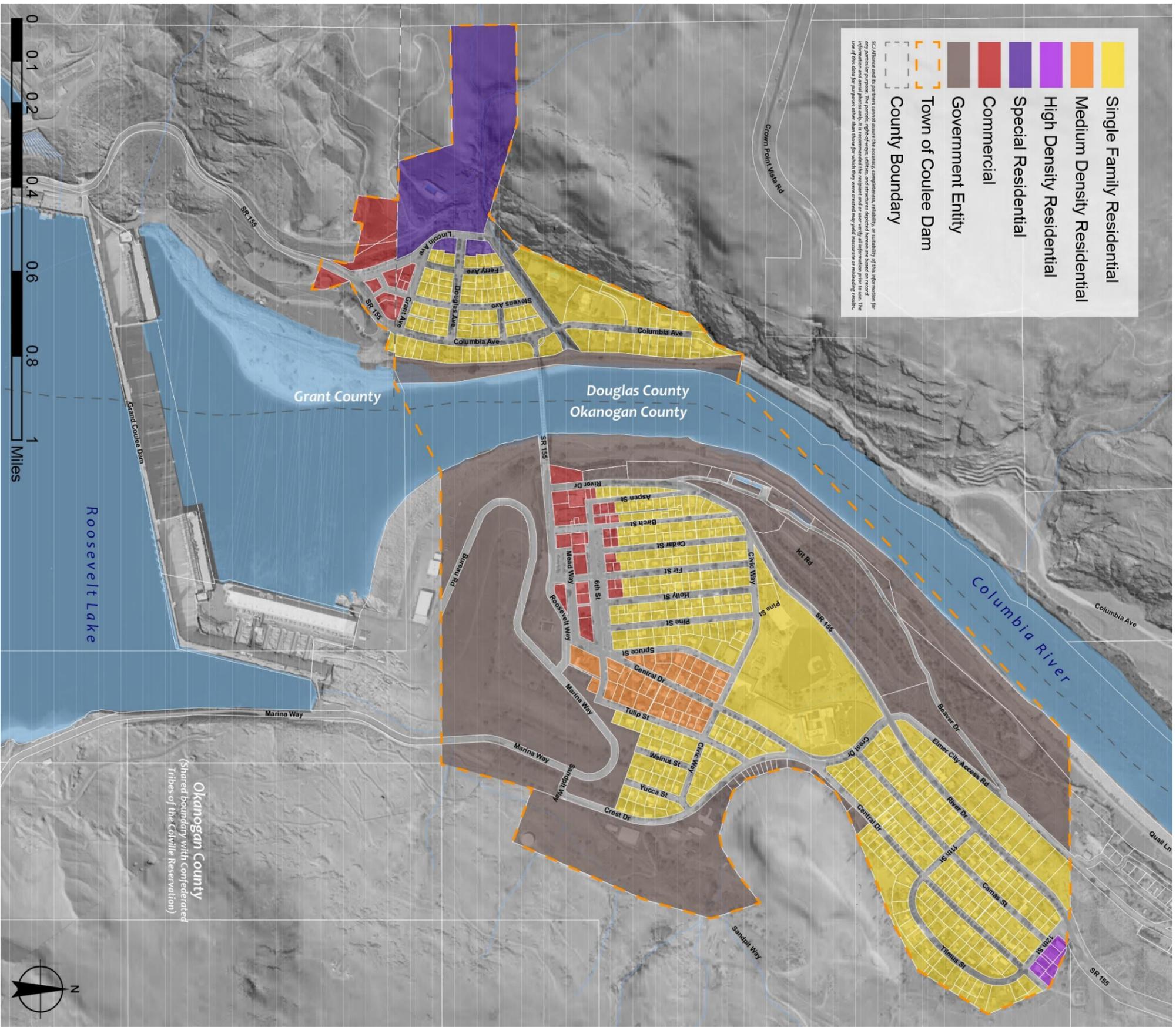


Figure 3.2 Town of Coulee Dam Zoning Map

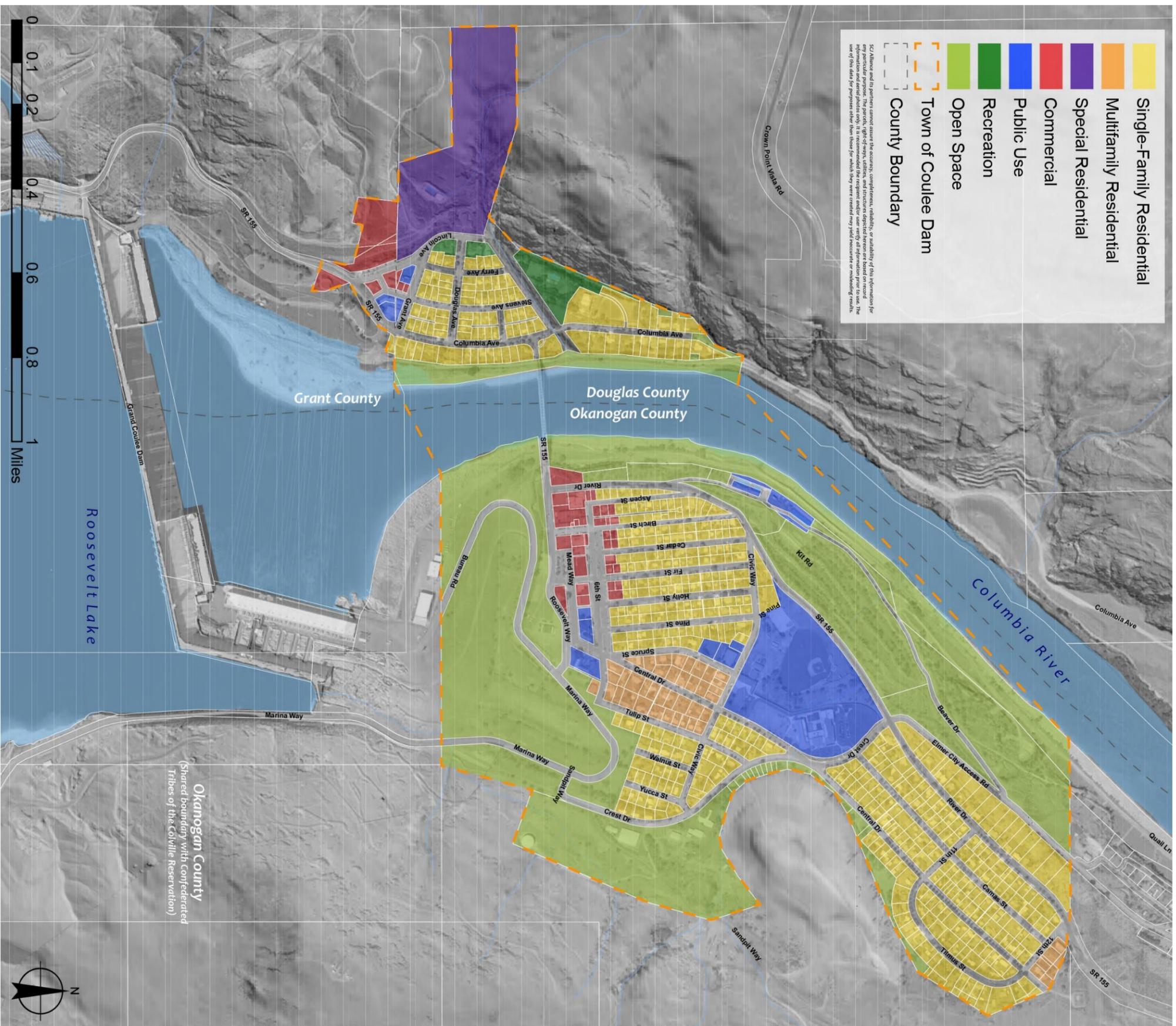


Figure 3.3 Future Land Use Map

3.4 Future Patterns

This portion of the Comprehensive Plan is intended to direct Coulee Dam’s future development. Since the majority of the land within Coulee Dam is developed, redevelopment of certain areas may take place. The Town was originally platted and built in the 1930s. Those areas where buildings are in substandard or condemned conditions are the most likely sites for redevelopment.

The Future Land Use map (Figure 3.3) indicates the intended distribution of land uses for the community. The main consideration in developing this vision for future land use was an examination of lands within the incorporated area that may need some change of direction in intensity or type of land use. Zoning is one of the major implementation tools used to achieve the goals and policies of the Comprehensive Plan’s elements, and the future land uses illustrated in Figure 3.3 align with the Town’s Zoning districts.

Future land use is a critical component of comprehensive plans. This section estimates the amount of land needed to accommodate projected growth, providing the direction, process, and framework to analyze, propose, modify, and eventually adopt UGAs. Rather than simply extending current patterns into the future, land use forecasts also incorporate desired uses and intensities – reflecting policies that implement a community’s long-term objectives.

3.4.1 Population Trends

As detailed in the Community Profile (Chapter 2), the Town’s growth has historically been linked to Bureau of Reclamation construction projects at the Grand Coulee Dam site – so with the end of these construction projects came a substantial decrease in population. The Town’s population declined steadily for several decades after peaking in the 1970s. Since hitting a low point around 2000, the population has slowly climbed to 1,100 people in 2018, as estimated by the state Office of Financial Management (OFM).

3.4.2 Population Forecast

Population projections are used to guide planning for future land use needs, including expansion and/or improvements to infrastructure and public services to ensure they are adequate to serve the expected population. The GMA requires counties to plan for a twenty-year population projection provided by OFM; each county must then allocate its projected population among each of its jurisdictions.

The fact that Coulee Dam is in three counties poses a distinct challenge when it comes to projecting and allocating population. Although Coulee Dam chose to plan with Grant County when this Comprehensive Plan was initially adopted (as discussed in Chapter 1 of this plan), the portion of town within Grant County contains no housing, so Grant County’s comprehensive plan has allocated zero population growth to its portion of Coulee Dam. Because Okanogan County does not plan under GMA, the county does not provide population projections or allocations for its portion of Coulee Dam. Douglas County’s comprehensive plan does provide a population allocation for its portion of Coulee Dam, expecting it to add 17 people over the 20-year planning period. Therefore, Coulee Dam’s population projection was obtained by starting with OFM’s 2018 population estimate of 1,100, which is split among the three counties. The growth rate used in Douglas County’s allocation was then applied to the remainder of the Town’s population to project its anticipated 2038 population, as shown in Table 3.3. For purposes of this plan and as detailed below, Coulee Dam has adopted a target population of 1,188 by the year 2038 – an additional 88 people over the 20-year planning period.

Table 3.3 Coulee Dam Population Projection, 2018-2038

	2018 (OFM est.)	2023	2028	2033	2038
Douglas Co.	185	189	194	198	202
Grant Co.	0	0	0	0	0
Okanogan Co.	915	933	951	968	986
TOTAL POP.	1,100	1,122	1,145	1,166	1,188

3.4.3 Land Use Projections

The following residential land use projection estimates the number of acres needed to accommodate the population of Coulee Dam by 2038. Using the current land use distribution pattern (the percentage of land assigned to the various residential zoning categories), the Town can reasonably estimate the amount of land needed for residential land uses.

According to GIS and county assessors’ data accessed in 2019, there are approximately 10.8 acres of vacant residential land (Single Family Residential, Medium Density Residential, and High Density Residential zoning districts) in Coulee Dam. Using reduction factors developed by the Washington State Department of Commerce (DOC) to account for future roads and infrastructure, approximately 8.7 acres are currently available for residential development over the 20-year planning period.

As discussed in the previous section, the Town is planning to accommodate an additional 88 people by 2038. The U.S. Census Bureau American Community Survey (ACS) data indicate an average household size of approximately 2.39 people for the Town of Coulee Dam. At this household size, an additional 37 dwelling units need to be constructed over the 20-year planning period. Using the maximum allowed densities for each residential zoning district, Coulee Dam’s available residential lands could accommodate up to 73 additional dwelling units (Table 3.4). Based on this analysis, the Town currently has adequate land capacity to accommodate the Town’s projected population growth of 88 people over the 20-year planning period.

Table 3.4 Residential Land Capacity, by Zone

Zone	Vacant Land (acres)	Available Land (acres)*	Units/Acre	Potential Units
Single Family	9.96	7.97	8	64
Medium Density	0.53	0.42	12	5
High Density	0.33	0.26	16	4
Totals	10.82	8.66		73

*For planning purposes, DOC guidelines provide reduction factors of 20% for access and public rights-of-way.

3.5 Potential Annexation Areas

Beyond the current Town Limits, one possible area where the Town could consider expansion is located on the eastern shore of the river, immediately downstream of Grand Coulee Dam, toward Elmer City. This potential growth area is located within the jurisdiction of the Confederated Tribes of the Colville Reservation, where incremental growth has occurred in recent decades. Representatives of the Tribes have indicated, however, that they may be unable to support an Urban Growth Area to the north until they have completed their own comprehensive planning process, which is currently underway. Until the Tribes’ Comprehensive Plan is complete, they will continue to work and plan cooperatively with the Town of Coulee Dam, and with Okanogan

County, through the provisions of the Intergovernmental Land Use Agreement adopted by these and other jurisdictions on and adjacent to the reservation in 1993.

Another possible area for growth is the Bureau of Reclamation's existing "take area", also located on the east side of the river, south of Roosevelt Way and adjacent to the Grand Coulee Dam. In the event that the area is not needed by the Bureau for future project expansion, this could be an ideal location for annexation, as it is adjacent to the Town's existing "downtown" commercial district. The area appears to be most appropriate for commercial expansion; however, condominiums or other forms of mixed-use residential could be an option.

As discussed in this plan's Introduction (Chapter 1), because the Town's population has been declining in recent decades, its UGA currently coincides with its corporate boundaries. However, since the Town is now planning for modest growth over the 20-year planning period, potential future expansion of the UGA should be anticipated to accommodate future growth. In accordance with the GMA, the Town may not annex any lands outside of its UGA; therefore, if the Town would like to consider annexation of any adjacent lands, it must first expand its UGA to contain those lands.

3.6 Siting Essential Public Facilities

Essential public facilities (EPFs) are usually capital facilities, typically difficult to site, including airports; state educational facilities; state and regional transportation facilities; state and local correctional facilities; solid waste handling facilities; and inpatient facilities including substance abuse, mental health, group homes, secure transitional facilities and other facilities defined by RCW 36.70A.200.

The State Office of Financial Management is required by GMA to maintain a list of those state EPFs that are required or likely to be built within the next six years. The Town's Comprehensive Plan or development regulations may not preclude the siting of such state facilities.

When essential public facilities are proposed that are not addressed in the zoning code, or for which zoning may be precluded by Countywide Planning Policies (CWPP), the Town will handle proposals in the manner prescribed by the CWPP of the county in which the proposal is made (i.e., Douglas, Okanogan, or Grant). The Town should also develop a process with the Colville Confederated Tribes. Regardless, the two items below will be applied as criteria when reviewing essential public facilities applications.

- **Community Involvement:** The Town will use timely press releases, newspaper notices, public information meetings, and public hearings to notify citizens in all relevant jurisdictions. The Town will notify adjacent jurisdictions of the proposed project and will solicit review and comment on the recommendations of the appropriate County-Wide Site Evaluation Committee.
- **Consistency with Existing Plans and Regulations:** Although the Town's comprehensive plan and development regulations will not preclude the siting of essential public facilities, the Town should develop and adopt a process, including standards, to ensure reasonable compatibility and consistency.

3.7 Land Use Goals and Policies

3.7.1 General Land Use Goals

The following goals and policies are intended to apply to the general context and direction of land use in Coulee Dam. They will be consulted whenever decisions are made that relate to land use.

GOAL LU 1: Maintain and enhance the existing pattern of uses through further definition.

- **POLICY LU 1.1:** The following land use categories and related densities are to be implemented through the Uniform Development Code which may include one or more types of zoning designation in a particular land use category:
 - **Single Family Residential:** To be characterized by single-family residential uses, particularly stick frame and manufactured construction. Maximum density is 8 dwelling units per acre.
 - **Medium Density Residential:** To be characterized by a mix and variety of housing types, such as single family and duplex buildings, along with locations for clubs, lodges, social and recreational centers. Maximum density is 12 dwelling units per acre.
 - **High Density Residential:** To be characterized by a variety of housing types, particularly multi-family residential developments, including manufactured home parks. Maximum density is 16 dwelling units per acre.
 - **Special Residential:** Areas with a mixture of residential and commercial uses that share community facilities, such as parking areas and that are characterized by high levels of daytime activities and very low night usage.
 - **Commercial:** To be characterized by a concentration of general commercial uses designed to be both pedestrian and traveler friendly. Auto-oriented uses such as service stations and motels should be located and designed in such a way that they are attractive, are of a human scale, and facilitate the movement of both pedestrian and vehicular traffic in a safe, comfortable and friendly fashion.
 - **Industrial:** To be characterized by small-scale, light and clean industry that is compatible with the adjacent commercial and residential areas while allowing fabrication, assembly, light manufacturing or processing uses.
 - **Government Entity:** Areas owned and/or controlled by government entities for municipal facilities and services.

GOAL LU 2: Ensure that Coulee Dam is maintained as an attractive environment for high quality development.

- **POLICY LU 2.1:** Ensure that the historical character of the west side is maintained when establishing development standards.
- **POLICY LU 2.2:** Ensure the trees and landscaping that add so much aesthetic and comfort value to the Town are protected and incorporated into future development proposals.
- **POLICY LU 2.3:** Consider utilizing urban planning approaches that promote physical activity when possible.

GOAL LU 3: Maintain desirable land use patterns by establishing clear and concise land use regulations.

- **POLICY LU 3.1:** Maintain land use regulations to ensure they are clear, concise and consistent with the comprehensive plan.
- **POLICY LU 3.2:** Avoid the overuse of permit processes by establishing development criteria in land use regulations that allow most uses outright or with administrative permitting; however, utilize site plan

review where special districts or circumstances exist and detailed review with performance guidelines would be beneficial.

GOAL LU 4: Encourage development and re-development of appropriate lands within the existing corporate limits.

- **POLICY LU 4.1:** Engage in discussions with the U. S. Bureau of Reclamation regarding return of the “take area” south of Roosevelt Way to the Town for potential Commercial or High Density Residential use.
- **POLICY LU 4.2:** Identify and upgrade existing deficient infrastructure and maintain it in a high quality condition.
- **POLICY LU 4.3:** Maintain zoning that ensures efficient utilization of space and infrastructure by allowing smaller lot sizes and higher densities where appropriate.
- **POLICY LU 4.4:** Annex additional lands through a cooperative agreement(s) with affected jurisdictions, such as the Colville Tribes and the Bureau of Reclamation.

GOAL LU 5: Emphasize unique, high quality, small commercial development along or near SR 155 that provides convenient shopping for residents while providing revenue for the community.

- **POLICY LU 5.1:** Convert some of the parking area into a mixed-use commercial area on the east side and develop with an emphasis on apartments for the elderly.
- **POLICY LU 5.2:** Use some of the “take area” as a 20 space RV park.
- **POLICY LU 5.3:** Continue limiting allowance for bed and breakfasts to the Special Residential (SR), Commercial (C-1), and Industrial (M-1) zoning districts.

GOAL LU 6: Coordinate land use planning and permitting with the Colville Confederated Tribes in the spirit of the Intergovernmental Land Use Agreement while sustaining the Town’s fiscal integrity.

- **POLICY LU 6.1:** Establish and maintain a permitting process for the Town that is of mutual benefit to the Tribes and the Town.
- **POLICY LU 6.2:** Assert the need for the Tribes to adopt the same regulations to ensure that zoning and building standards within the Town are the same, and administered in a manner that seeks to meet the objectives of both governments.

3.7.2 Land Use Designation-Specific Goals

The goals and policies contained in the following subsections are intended to guide Town officials in making decisions regarding land use, and in developing regulations that implement this Comprehensive Plan, helping to provide continuity between existing and potential uses. It is also their intent to equip the implementing ordinances with the needed background and authority to help maintain the quality of life within the Urban Growth Area.

Residential Land Use

The following goals and policies are intended to guide residential development in the community.

GOAL LU 7: Maintain a sufficient number and variety of safe, aesthetically pleasing, housing units by encouraging new and enhancing/refurbishing existing housing in a variety of neighborhoods that are served by adequate public facilities and utilities for people of all income levels.

- **POLICY LU 7.1** The community will continue its primary role in the conservation of housing by publicly investing in the infrastructure servicing the area, such as utilities, storm drainage, street paving, and recreation, and will provide zoning to prevent incompatible land uses and depreciation of property values.

***Rationale:** Preservation of property values can be maintained by providing predictability in what is going to happen in the surrounding areas. Zoning is one tool to accomplish that end. The Town has a program of improving infrastructure that should be continued utilizing the Capital Facilities Element.*

- **POLICY LU 7.2:** Maintain high standards for residential development, construction and maintenance. Such standards should include a diverse choice of housing types, quantities and designs including those for senior citizens, physically challenged and low income persons.

***Rationale:** Criteria helps assure that uses and/or types of development which may have the potential to be inconsistent with residential neighborhoods are either precluded from a zoning district or are conducted in such a way as to be compatible. Construction and lot maintenance standards within the different zoning categories will reduce the chance of incompatible adjacent development or vacant lot neglect. Additionally, high standards for all development will help provide long-term stability to the community by ensuring the continuance of a durable housing stock. However, such standards should not preclude the development of housing units to serve all income level and special needs populations because of higher costs.*

- **POLICY LU 7.3:** Protect residential districts from excessive noise, visual, air, and water pollution caused by other land uses.
- **POLICY LU 7.4:** Provide appropriate measures to regulate the keeping of livestock and animals other than domestic pets, including performance standards for maintenance of pastures, shelters, and feeding areas.

***Rationale:** In order to ensure a quality environment for residences in Coulee Dam, provisions should be made to discourage incompatible land uses and/or densities. Higher intensity uses, as well as keeping livestock and/or animals other than domestic pets, can create conditions that are not typical of residential uses. By providing buffering techniques for commercial and industrial activities adjacent to neighborhood areas as well as regulating the keeping and maintenance of livestock and animals according to the density of the residential use, most of the conflicts can be mitigated.*

- **POLICY LU 7.6:** Allow only residential type development within residential districts, except that home occupations should be permitted subject to the appropriate standards.
- **POLICY LU 7.7:** Provide appropriate types/levels of day care facilities in residential areas based on the density and intensity of residential uses and in accordance with federal and state law.

***Rationale:** To help preserve and enhance the quality of life in Coulee Dam, it is important to take all possible steps to avoid incompatible uses within residential districts. By prohibiting higher intensity uses in established residential areas, numerous conflicts should be avoided. However, because it is increasingly*

necessary for households to have two incomes in order to maintain their standard of living, there is a need for adequate day care facilities. Because of the convenience to working families and depending on the density of an area, day care facilities are appropriate in residential areas and should be allowed accordingly.

- **POLICY LU 7.8:** Building heights for all types of structures should be limited to what is appropriate for the terrain, and to allow access to light and air.

***Rationale:** Many existing and future home/development sites have views of the surrounding area. While the Town may not be able to maintain totally unobstructed views, a consistent standard should be set in all zoning districts to preserve, to the extent possible, the view amenity. Additionally, unrestricted heights may shadow smaller buildings, depriving them of solar light and heat, as well as reasonable ventilation.*

- **POLICY LU 7.9:** Require owners of vacant parcels and/or structures within all land use classifications to maintain their land in a manner which does not promote or create fire hazards, and which does not detract from the quality of the neighborhood.

***Rationale:** Because of the arid climate, vacant lots that are overgrown with weeds and brush, and buildings that are left in a dangerous state of disrepair, cause a significant fire hazard and dangerous potential accident situations, and may be a detriment to surrounding property values.*

- **POLICY LU 7.10:** Home occupations should reflect the needs of the different residential classifications/zones.
- **POLICY LU 7.11:** Modular and manufactured homes will be allowed to locate on individual lots, as with any other site-built house, with additional standards, as allowed by State law, to preserve the neighborhood character.
- **POLICY LU 7.12:** Landscaping and parking standards add a buffer to land uses and reflect the character of the town.

Commercial Land Use

The following goals, policies, and rationale statements encourage a quality environment for commercial development. They help define the scope of future development while still assuring compatibility with surrounding residential uses. The intent of these goals and policies is to provide guidance for commercial development that will maintain and enhance the type of atmosphere the people of Coulee Dam desire for their downtown area.

GOAL LU 8: Provide and create opportunities for safe, aesthetically pleasing and accessible commercial districts that allow diverse economic development and which contribute to a sound economic base for the community.

- **POLICY LU 8.1:** Promote the development of incentive programs that reward the continued use, maintenance, development, and revitalization of land and buildings within commercial areas as established by the Zoning Map in Appendix H and in harmony with the goals, objectives and policies contained in this plan.

- **POLICY LU 8.2:** Promote the redevelopment of existing areas and the development of vacant areas within the current corporate boundaries, prior to annexation of new areas or rezoning of residential areas for commercial purposes.
- **POLICY LU 8.3:** Encourage the development of commercial land in a manner which is complimentary and compatible with adjacent land uses and the surrounding environment.

***Rationale:** Existing commercial areas generally represent a substantial public and private investment in buildings and infrastructure. Maintaining, revitalizing, and in-filling the existing stock of land and buildings will promote the efficient use of these services, and provide incentives to help expand and upgrade existing commercial areas. By making commercial areas complimentary and compatible with adjacent areas, commercial uses are protected, resistance to future growth will be less, and both land uses can co-exist without undue hardships to either.*

- **POLICY LU 8.4:** Maintain existing zoning for commercial uses and protect it from conversion to other uses.
- **POLICY LU 8.5:** When there is a demonstrated need, the expansion of commercial districts/uses should occur adjacent to existing, similarly developed areas in conformance with the comprehensive plan.
- **POLICY LU 8.6:** Support commercial areas with adequate streets, parking, and utilities, including provision of pedestrian and non-motorized access to and within those areas, consistent with American Disabilities Act regulations.
- **POLICY LU 8.7:** Develop adequate standards for off-street parking sensitive to the diverse needs of commercial uses.

***Rationale:** To maximize the efficient utilization of commercial development by consumers, ease in moving from one place to another is essential. It is important to adequately provide for the greater service needs of commercial development in order to maintain the area's viability, and to prevent congestion and barriers to accessibility to the areas. Recognizing and addressing the role inadequate parking areas play in congestion problems is also important when trying to provide the proper circulation.*

- **POLICY LU 8.8:** Recognize pedestrian needs in commercial areas by providing a more pleasant and comfortable environment through landscaping, buffering of vehicular traffic, and pedestrian amenities.
- **POLICY LU 8.9:** Encourage landscaping which provides unity to commercial developments and which screens or softens parking lots and unsightly areas, particularly in the transition areas between commercial and residential land uses.

***Rationale:** To maximize the use of commercial areas, the atmosphere should be as inviting as possible for the consumer. Landscaping can help provide continuity and definition to a commercial area. It can also cool parking areas while breaking up the total paved look. Landscaping can provide storm water retention/percolation areas and generally makes a space more inviting. Additionally, attractive, vibrant commercial areas will encourage additional merchants to locate close by, enhancing the commercial areas.*

- **POLICY LU 8.10:** According to the density and intensity of commercial uses in an area, allow for appropriate types/levels of day care facilities.

- **POLICY LU 8.11:** Encourage new businesses that will, through excellence of design and the nature of the use, provide long term benefits to the people of Coulee Dam.
- **POLICY LU 8.12:** Promote the development of commercial activities oriented to the recreational and open space opportunities of the area.

***Rationale:** Grand Coulee Dam and the water sports and recreation opportunities associated with the Columbia River are valuable recreational resources for both tourists and the residents. The development of related commercial activities which capitalize on this resource, in appropriate areas, will expand economic opportunities, promote enjoyment of the River, and serve as a buffer between the River and more intensive activities. Further shoreline beautification will be coordinated with the federal government and/or Bureau of Reclamation as appropriate.*

- **POLICY LU 8.13:** On-site infrastructure (i.e. road access, parking, surface drainage, utilities, water systems and sewer systems) should be provided by private developers or appropriate public/private partnerships.

***Rationale:** By developing a piece of property for a commercial activity, the owner and/or operator of that business is directly benefited. Additionally, the developer is directly impacting the existing systems already in place. It should therefore be the developer's responsibility to contribute extensively to that development. Likewise, the community as a whole benefits from a quality commercial core, and should, through some means and in some instances, work with the developer to achieve the high level of development desired.*

- **POLICY LU 8.14:** Ensure that commercial uses are not conducted in a manner which creates dangerous, injurious, noxious or similar conditions which would adversely affect the use or value of adjacent areas or properties. Commercial activities should not emit dangerous or objectionable noise, odors, radioactivity, vibrations or glare.
- **POLICY LU 8.16:** Development codes should make appropriate provisions for the establishment of joint-use parking facilities and access points.
- **POLICY LU 8.17:** Promote landscaping in parking lots, at the edge of pedestrian walkways adjacent to the street, and where it would create buffers between adjacent land uses.

Industrial Land Use

New industrial development is necessary and desirable to stabilize a community's economy, as it provides good paying jobs that produce income to maintain a viable commercial district. It also generates a property and sales tax revenue base that helps pay for public services.

While Coulee Dam has very limited space for industrial land use, the Grand Coulee Dam project, just to the south of the town limits, is very industrial in nature. The project is a significant industrial complex that has provided a bulk of the employment in the area for a number of years. It will provide a respectable and reliable employment base for many years to come.

The following goals and policies are intended to guide industrial land uses in the community.

GOAL LU 9: Promote industrial development in the greater Grand Coulee Dam area which contributes to the economic diversification, growth, and stability of the community.

- **POLICY LU 9.1:** Participate in, and support, the economic development efforts of the adjacent communities, the Colville Tribes, and Okanogan, Douglas and Grant Counties.
- **POLICY LU 9.2:** Promote industrial site planning that internalizes negative effects by incorporating greenbelt buffers, landscaping, adequate utilities, noise, air, and water pollution control devices, and attractive fencing or similar measures.

***Rationale:** The quality of the environment is recognized as an important asset to any community. Mitigating any possible negative affects through quality landscaping and buffering techniques, industrial users can be made more compatible with adjacent uses.*

3.7.3 Essential Public Facilities Goals

The following goals and policies are intended to serve as a guide for the siting of EPFs.

GOAL LU 10: Assure that essential public facilities sited in the Town of Coulee Dam take into consideration the provisions in the Comprehensive Plan.

- **POLICY LU 10.1:** When siting EPFs, the proposal shall take into account the Town of Coulee Dam’s Comprehensive Plan, particularly the land use, housing, transportation, utilities, environment and critical areas, and parks and recreation elements.
- **POLICY LU 10.2:** Ensure that the siting of EPFs will include and provide for a public process with quantifiable information.
- **POLICY LU 10.3:** Ensure that the EPFs siting process provides adequate data to evaluate the siting of the proposed facility.

Chapter 4 | Housing Element

4.1 Purpose & Intent

Some of the most significant challenges facing communities planning under GMA are requirements related to housing. Specifically, the Act requires a housing element that recognizes the vitality and character of established neighborhoods and makes adequate provisions for the existing and projected housing needs of all economic segments of the community.

The Housing Element specifically considers the condition of the existing housing stock; the cause, scope, and nature of any housing problems; and the provision of a variety of housing types to match the lifestyle and economic needs of the community. This element is intended to work in conjunction with the development regulations – such as the Town’s zoning and building codes – that set the standards for housing development and construction.

The Housing Element establishes both long- and short-term policies to meet the community's housing needs and achieve the community’s goals. These housing-related policies are listed at the end of the chapter, demonstrating how the Town intends to meet GMA requirements as well as advance its long-term vision.

4.2 Existing Conditions

To understand the future of housing opportunities in Coulee Dam, it is important to review existing conditions.

The tables in this section examine information from Town records, the Washington State Office of Financial Management (OFM) and the U.S. Census. These help illustrate existing conditions in Coulee Dam, and how such findings have been used to shape the Town’s overall housing strategy.

4.2.1 Population

As detailed in the Land Use Element (Chapter 3), Coulee Dam had a total estimated population of 1,100 residents in 2018. Over the next 20 years, Coulee Dam expects its population to grow to as many as 1,188 residents in 2038 – adding 88 people at a pace of approximately 4.4 individuals per year.

4.2.2 Housing Number & Type

Figures displayed in Table 4.1 illustrate the number and type of housing units found in Coulee Dam, and how the unit mix has changed over the past few decades. The number of housing units declined significantly between 1980 and 2000, concurrent with the decline in population over the same time period. There are currently 537 housing units serving the population of Coulee Dam – an increase over the 499 units that existed in 2000 (although still not back up to the number of units present in 1980). Of those 537 units, approximately 90 percent are single-family, 9% are multifamily, and 1% are mobile homes.

Table 4.1 Housing Mix – 1980 to Present

Year	Total Units	1-unit		2 or more		Mobile home	
		No.	%	No.	%	No.	%
1980	570	484	84.91	40	7.02	46	8.07
1990	541	478	88.35	63	11.65	0	0.00
2000	499	441	88.38	58	11.62	0	0.00
2010	534	482	90.26	51	9.55	1	0.19
2018 (postcensal estimate)	537	481	89.57	51	9.50	5	0.93

Source: Office of Financial Management (OFM), Postcensal Housing Estimates

4.2.3 Housing Occupancy

Table 4.2 details the occupancy characteristics for housing in Coulee Dam and in the state of Washington for the years 2000, 2010 and 2018. Figures are presented as percentages of unit totals for comparison. Rates of owner-occupied housing are generally higher in Coulee Dam than in Washington as a whole. However, estimated vacancy rates in Coulee Dam increased from 10.2 percent in 2000 to 13.7 percent in 2018, and remained higher than statewide percentages across all years examined.

Table 4.2 Housing Units, by Occupancy

Occupancy	2000		2010		2018	
	Coulee Dam	Washington	Coulee Dam	Washington	Coulee Dam	Washington
Occupied	89.8%	92.7%	86.0%	91.1%	86.3%	91.4%
<i>Owner-occupied</i>	68.1%	64.6%	71.5%	64.8%	65.8%	62.7%
<i>Renter-occupied</i>	31.9%	35.4%	28.5%	35.2%	34.2%	37.3%
Vacant	10.2%	7.3%	14.0%	8.9%	13.7%	8.6%

Source: U.S. Census 2014-2018 American Community Survey (ACS) 5-Year Estimates

4.2.4 Unit Build Counts & Age

Table 4.3 illustrates Coulee Dam’s growth based on housing unit build counts over the last several decades. Nearly a third of Coulee Dam’s housing stock was built prior to 1940, compared to just over 10 percent of housing of the same age statewide. Almost all (90.4 percent) of the Town’s housing stock was built before 1980. This is in stark contrast to the state as a whole, where most of the existing housing (51.6 percent) has been constructed in the years since 1980.

Table 4.3 Age of Residential Units

Housing Age	Coulee Dam	Washington
Built 2014 or later	0.0%	2.2%
Built 2010 to 2013	1.1%	3.4%
Built 2000 to 2009	0.2%	15.8%
Built 1990 to 1999	1.0%	17.0%
Built 1980 to 1989	7.3%	13.2%
Built 1970 to 1979	12.5%	16.0%
Built 1960 to 1969	18.3%	9.4%
Built 1950 to 1959	10.3%	7.6%
Built 1940 to 1949	18.7%	4.8%
Built 1939 or earlier	30.6%	10.4%

Source: U.S. Census 2014-2018 ACS 5-Year Estimates

4.2.5 Housing Tenure

Table 4.4 documents the relative tenure of householders in Coulee Dam, as compared to those in Washington as a whole. Residents across the state are typically newer to their homes than those in Coulee Dam, with 77.4 percent of state residents having moved into their current home since 2000, compared to 64.8 percent of the Town’s residents over the same timeframe. Nearly 20 percent of Coulee Dam residents have lived in their current home since before 1989, versus only 10.4 percent of Washington residents.

Table 4.4 Year Householder Moved into Unit

Housing Tenure	Coulee Dam	Washington
Moved in 2017 or later	3.9%	6.1%
Moved in 2015 to 2016	11.4%	14.6%
Moved in 2010 to 2014	28.9%	30.3%
Moved in 2000 to 2009	20.6%	26.4%
Moved in 1990 to 1999	15.4%	12.3%
Moved in 1989 and earlier	19.9%	10.4%

Source: U.S. Census 2014-2018 ACS 5-Year Estimates

4.2.6 Property Values

Table 4.5 provides figure estimates regarding property value ranges for owner-occupied units in Coulee Dam, comparing these with related figures for Washington state. For each range, figures are presented as a percentage of total units for comparison. The median housing unit value in Coulee Dam grew from \$98,000 in 2010 to \$152,900 in 2018. Despite this, values were considerably lower than those in the state as a whole (\$311,700 in 2018). The most common valuations for properties in Coulee Dam are those between \$150,000 and \$199,999 (35.5 percent of properties) and between \$100,000 and \$149,999 (27.7 percent of properties). In contrast, the most common value ranges for the state are those between \$300,000 and \$499,999 (29.3 percent of properties) and between \$200,000 and \$299,999 (23.1 percent of properties).

Table 4.5 Property Values, Owner-Occupied Units

Property Value	2010		2018	
	Coulee Dam	Washington	Coulee Dam	Washington
Less than \$50,000	6.4%	4.2%	5.9%	4.3%
\$50,000 to \$99,999	44.9%	4.3%	14.2%	3.5%
\$100,000 to \$149,999	24.0%	7.8%	27.7%	6.6%
\$150,000 to \$199,999	14.2%	11.5%	35.5%	10.4%
\$200,000 to \$299,999	5.9%	25.6%	16.8%	23.1%
\$300,000 to \$499,999	1.0%	29.4%	0.0%	29.3%
\$500,000 to \$999,999	3.7%	14.5%	0.0%	18.6%
\$1,000,000 or more	0.0%	2.7%	0.0%	4.2%
Median home value	\$98,000	\$285,400	\$152,900	\$311,700

Source: U.S. Census 2014-2018 ACS 5-Year Estimates

4.2.7 Existing Conditions Summary

The existing conditions data presented in this section indicates:

- Coulee Dam expects modest population growth over the next 20 years, and is planning to accommodate 1,188 residents – 88 more than today – by the year 2038.
- While the number of housing units declined steadily after 1980 along with the Town’s population decline, the housing stock has built back up slowly since 2000.
- There are currently 537 housing units in Coulee Dam, although the housing stock is not particularly diverse – 90 percent of units are single-family, 9% are multifamily, and 1% are mobile homes.
- Rates of owner-occupied housing are generally higher in Coulee Dam than in Washington as a whole. However, estimated vacancy rates in Coulee Dam increased from 10.2 percent in 2000 to 13.7 percent in 2018, and remained higher than statewide percentages across all years examined. This could indicate that a higher percentage of Coulee Dam’s housing stock is not in good condition, or it could simply be a factor of the low to negative growth rate in Coulee Dam over the past few decades.
- Nearly a third of Coulee Dam’s housing stock was built prior to 1940, compared to just over 10 percent of housing of the same age statewide. Housing of this age was likely built at the Town’s founding, as it was established in the 1930s to support construction projects at the Grand Coulee Dam site.
- Almost all (90.4 percent) of the Town’s housing stock was built before 1980. This is in stark contrast to the state as a whole, where most of the existing housing (51.6 percent) has been constructed in the years since 1980.
- Residents across the state are typically newer to their homes than those in Coulee Dam, with 77.4 percent of state residents having moved into their current home since 2000, compared to 64.8 percent of the Town’s residents over the same timeframe – likely indicating there has been a smaller percentage of new residents arriving in Town than in the state as a whole.
- Nearly 20 percent of Coulee Dam residents have lived in their current home since before 1989, versus only 10.4 percent of Washington residents.
- Median housing unit values in Coulee Dam are considerably lower than those in the state as a whole (\$152,900 in Coulee Dam versus \$311,700 statewide).

4.3 Affordable Housing

In accordance with the goals of the GMA, the housing element must “provide opportunities for affordable housing for all economic segments of the community” (WAC 365-196-410). Guidelines established by the U.S. Department of Housing and Urban Development (HUD) assess housing affordability using the following three income groups:

- Very low-income households are those with household incomes below 50 percent of the area’s median household income;
- Low-income households are those with household incomes between 50 and 80 percent of the area’s median household income;
- Moderate-income households are those with household incomes between 80 and 95 percent of the area’s median household income.

According to estimates presented in the Community Profile (Chapter 2), the median annual household income in Coulee Dam is \$53,269. Accordingly, household income ranges for the groups described above are as follows:

- Very low-income: Less than \$26,635 per year;
- Low-income: Between \$26,635 and \$42,615 per year;
- Moderate-income: Between \$42,615 and \$50,606 per year.

HUD guidelines further indicate that no more than 30 percent of a household’s income should be spent on housing (including utilities); households that spend more than 30 percent of their income on housing are considered cost-burdened.

4.3.1 Affordable Housing Needs Assessment

In 2018, an estimated 16 percent of households in Coulee Dam were in the very low-income range; 10 percent were considered low-income; and 21 percent were considered moderate-income¹. Overall, approximately 47 percent of households in Coulee Dam fell into one of these three income groups.

Using the HUD criteria that no more than 30 percent of a household’s income should be spent on housing, an assessment of monthly housing costs as a percentage of household income is presented in Table 4.6. This assessment indicates that 8.1 percent of occupied housing units currently have a household income of less than \$20,000 (which would fall into the very low-income range) and spend 30 percent or more of their income on housing costs. Looking at renter-occupied units only, the percentage of households in this category rises to nearly 20 percent. Overall, a full 16.6 percent of the Town’s households (9.5 percent of owner-occupied households; 30.7 percent of renter-occupied households) spend 30 percent or more of their income on housing costs and are therefore considered cost-burdened. This assessment indicates that there are deficiencies in the existing housing stock across all affordable housing income categories. As the Town continues to grow, additional affordable housing units are needed; in particular, there is a significant need for additional housing units to serve the very low-income population.

¹ U.S. Census, 2014-2018 American Community Survey 5-Year Estimates

Table 4.6 Coulee Dam Monthly Housing Costs as a Percentage of Household Income

		All occupied units	Owner-occupied units	Renter-occupied units
Households with income less than \$20,000 (%)		12.1%	7.0%	22.0%
Monthly income spent on housing (%)	Less than 20%	1.3%	2.0%	0.0%
	20-29%	2.8%	3.1%	2.2%
	30% or more	8.1%	2.0%	19.9%
Households with income of \$20,000-\$34,999 (%)		10.8%	8.1%	16.1%
Monthly income spent on housing (%)	Less than 20%	2.2%	2.5%	1.6%
	20-29%	4.4%	2.8%	7.5%
	30% or more	4.2%	2.8%	7.0%
Households with income of \$35,000-\$49,999 (%)		23.5%	22.6%	25.3%
Monthly income spent on housing (%)	Less than 20%	14.2%	17.0%	8.6%
	20-29%	6.4%	3.1%	12.9%
	30% or more	2.9%	2.5%	3.8%
Households with income of \$50,000-\$74,999 (%)		16.7%	18.4%	13.4%
Monthly income spent on housing (%)	Less than 20%	13.1%	12.8%	13.4%
	20-29%	2.9%	4.5%	0.0%
	30% or more	0.7%	1.1%	0.0%
Households with income of \$75,000 or more (%)		36.2%	43.0%	23.1%
Monthly income spent on housing (%)	Less than 20%	33.6%	39.9%	21.5%
	20-29%	1.8%	2.0%	1.6%
	30% or more	0.7%	1.1%	0.0%
Households with zero or negative income (%)		0.6%	0.8%	0.0%

Source: U.S. Census 2014-2018 American Community Survey 5-Year Estimates

4.3.2 Affordable Housing Strategies

The Town of Coulee Dam's ability to address affordable housing needs are generally limited to the following strategies:

- Ensure adequate land is available for housing;
- Support land use policies that encourage a broad spectrum of residential development, including single-family homes, duplex units, apartments, condominiums, and mobile homes;

- Ensure areas designated for residential development are adequately serviced with utilities and street facilities;
- Ensure development regulations encourage affordable housing development;
- Work with affordable housing agencies and service providers to facilitate and spur creation of needed housing.

This element lists the Town’s policy approaches to each of the above listed strategies, with various other elements including Land Use (Chapter 3) and Capital Facilities (Chapter 10) providing additional detail.

4.3.3 Affordable Housing Agencies

Information regarding affordable housing agencies that operate in the region are provided below.

Department of Housing and Urban Development

The Department of Housing and Urban Development (HUD) is a federal agency that operates affordable housing programs throughout the country. HUD administers a number of housing grants and provides subsidized housing, though at the time of this plan’s adoption, there were no HUD-subsidized properties located in Coulee Dam. HUD also offers Public Housing and Housing Choice (Section 8) vouchers, administered through local public housing agencies.

Housing Authority of Grant County

Founded during World War II as part of the wartime housing industry, the Housing Authority of Grant County built its first federally-funded public housing project in 1950. Today the Housing Authority operates a number of housing programs for Grant County residents, including affordable rentals, low-income housing assistance, and homeless assistance.

Housing Authority of Okanogan County

The Housing Authority of Okanogan County is committed to helping community members find affordable housing. They operate a number of affordable rental properties throughout the county, and also participate in HUD’s Public Housing and Housing Choice voucher programs.

Douglas County Regional Council

While not a dedicated public housing agency, the Douglas County Regional Council – which includes a representative from each of the county’s municipalities – frequently allocates funding to assist with affordable housing projects. In 2018, the Council distributed \$174,436 for low-income housing projects in the county, including:

- Acquisition, construction or rehabilitation of housing projects affordable to those with incomes at or below 50 percent of area mean income;
- Support of building operation or maintenance costs of housing projects built with housing trust funds;
- Rental assistance vouchers for housing projects administered by a local public housing authority; and
- Emergency shelters and licensed overnight youth shelters.

4.4 Demand & Needs Assessment

As detailed in the Land Use Element (Chapter 3), Coulee Dam had a total estimated population of 1,100 residents in 2018, with a projected population of 1,188 residents by 2038 – adding 88 residents at a pace of approximately 4.4 individuals per year.

4.4.1 Housing Unit Forecasts

The 20-year projected population increase will require a modest increase in the Town’s housing stock. In order to meet the demands created by the forecasted population, the Town is projected to need 574 housing units by 2038.

According to OFM and Census estimates, 537 residential units existed in Coulee Dam in 2018, with an average of 2.39 persons per unit. At this density, the community will need to accommodate another 37 units to house projected growth over the next 20 years.

Based on the residential land capacity analysis presented in Chapter 3, the Town has sufficient land to accommodate the number of housing units required to service projected growth.

Data also indicates a need for additional affordable housing choices for residents across all affordable housing income categories (very low-income, low-income, and moderate-income households, which together comprise 47 percent of all households in Coulee Dam). Most of the Town’s existing housing units are single-family residences; as new housing is added, an increase in alternative and multi-family housing types, including duplexes, townhouses, and apartments, may be considered in the appropriate zoning districts, subject to the Town’s development review process. This would likely aid in the provision of affordable housing while also meeting a number of the goals and policies expressed in this plan.

4.5 Housing Goals and Policies

GOAL H 1: Provide adequate housing for all of the Town’s citizens.

- **POLICY H 1.1:** Provide zoning criteria that allows the placement of manufactured homes which meet HUD standards to be placed as single-family homes on individual lots, with certain provisions, as provided by the State, to maintain the character of existing neighborhoods.
- **POLICY H 1.2:** Work with the Community Action Councils/Organizations in Grant, Douglas and Okanogan Counties to promote and finance in-fill construction of affordable single-family residences and restoration of aging housing stock.
- **POLICY H 1.3:** Provide for innovative development to promote affordable multifamily housing that is reflective of the Town character.
- **POLICY H 1.4:** Ensure that zoning provisions do not discriminate regarding the development of homes and facilities for the care of the elderly, handicapped or functionally disabled.
- **POLICY H 1.5:** Promote development at higher densities, which is reflective of the Town character, to ensure maximum development of the limited land within the UGA.

- **POLICY H 1.6:** Encourage maintenance of housing in an attractive, safe and sanitary condition, helping extend the service life of housing and enhancing the general appearance of the Town and its neighborhoods.

GOAL H 2: Plan for and establish housing densities that support community needs and promote service efficiency and fiscal sustainability.

- **POLICY H 2.1:** Encourage clustering of units in new residential development, providing service efficiencies and creating opportunities for private or community open space.
- **POLICY H 2.2:** Encourage development patterns that provide suitably-scaled, daily needs services within walking distance of residential areas, allowing a measure of independence for those who cannot or choose not to drive.
- **POLICY H 2.3:** Consider location of multi-family development in areas that have access to arterial and collector streets; help buffer higher- and lower-intensity development patterns; and abut compatible existing uses.

Chapter 5 | Transportation Element

5.1 Purpose & Intent

The function of the Town's transportation system is to provide for the movement of people and goods. It ranges from the movement of an individual on foot or bicycle to commuters traveling by automobile or large trucks carrying goods to market. The Growth Management Act calls upon communities to rethink the traditional approach to transportation planning. The Act is explicit in its assertion that land use and transportation cannot be planned independently of each other. In accordance with Section 36.70A.070 of the Growth Management Act this Transportation Element has been developed to address the motorized and non-motorized transportation needs of Coulee Dam. It represents the community's transportation policy plan for the next 20 years.

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 the addressing all transportation needs while maintaining established level of service standards. Figure 5.1 depicts the Town's existing transportation system.

The type and availability of transportation resources are major factors in the development of land use patterns, while conversely, the way land is used influences the need and location for new transportation facilities. The relationship between transportation and land use is one of continuous interaction, thus planning must be coordinated.

5.2 Existing Transportation System

This plan element addresses all roads located within the Town including those which are the responsibility of the Washington State Department of Transportation (state highway system), the Counties, or the Town itself. Information on existing roadway functional classifications, the most recently available traffic volume counts, and accident frequency data was collected from the Washington State Department of Transportation and the Town.

There are approximately 26.8 acres of streets and rights-of-way in Coulee Dam. This acreage constitutes approximately 16% of the incorporated area, which is somewhat below the average for a community this size. This is due to the fact that part of the Town was platted in very long blocks leaving out the interconnecting streets that normally result in shorter blocks. The majority of the traffic utilizes SR 155, which is also known as River Drive and Columbia Avenue as it goes through Town. Other streets that have significant traffic patterns include Roosevelt Way, Mead Way, Central Drive, and Crest Drive. These streets handle traffic to the schools and central business district. There is one bridge crossing the Columbia River which connects the west side of Town with the east side. An inventory of the Town's streets can be found in Table 5.1.

Table 5.1 Coulee Dam Street Inventory

Street Name	Classification	Length (feet)	Pavement Width (feet)	Rating*
Lincoln Avenue	local access	1,100	28	Poor to fair
Douglas Avenue	minor collector	870	20 x 2 (split)	Fair
Grant Avenue	local access	715	28	Fair
Ferry Avenue	local access	778	28	Fair
Stevens Avenue	local access	1,450	28	Fair
Spokane Avenue	local access	265	28	Fair
North Columbia Avenue	local access	1,515	28	Fair
Aspen Street	local access	885	22	Fair
Birch Street	minor collector	1,200	28	Good
Cedar Street	local access	1,285	28	Excellent
Fir Street	local access	1,285	28	Fair to good
Holly Street	local access	1,285	28	Fair
Pine Street	local access	1,285	28	Fair to good
Spruce Street	local access	1,050	28	Poor
Civic Way (Cedar east to Central)	local access	1,480	33	Excellent
Civic Way (by school parking)	local access	270	20	Excellent
Civic Way (Cedar Street to River Drive)	local access	330	28	Fair
6 th Street	local access	1,675	36	Fair
Central Drive (Church north to Crest Drive)	major collector	2,275	34	Fair to good
Roosevelt Way	major collector	765	38	Fair to good
Mead Way (Fir Street to 6 th Street)	major collector	580	64	Good
Mead Way (Cedar Street to Fir Street)	local access	310	64	Fair
Civic Way (Central Drive east to Crest Drive)	local access	920	28	Fair
Crest Drive (Central Drive south to take area)	minor collector	1,750	34	Poor to excellent
Yucca Street	local access	510	28	Poor
Walnut Street	local access	510	28	Poor
Tulip Street	local access	1,420	28	Poor to excellent
Central Drive (Crest Drive northeast to 12 th Street)	local access	2,650	34	Fair to good
Camas Street	local access	2,180	28	Poor to fair
11 th Street	local access	495	28	Good
12 th Street	local access	495	28	Good
Tilmus Street	local access	1,535	28	Fair
Aspen Street Alley	local access	700	15	n/a
Spokane Street Alley North	local access	300	15	n/a
Spokane Street Alley South	local access	245	15	n/a
Grant Street Alley	local access	236	14	n/a

*Street ratings provided by Washington State Transportation Improvement Board (TIB), 2018

5.2.1 Roadway Classification

The State and adjoining counties use five functional classifications for roadways, and in the interest of maintaining consistency, Coulee Dam has used these categories to describe the vehicular transportation system. Where appropriate, roadways should be considered for reclassification in order to ensure consistency between

this plan and other city, county, regional, or state transportation plans. The five functional classifications, as they apply to Coulee Dam, are:

- **Principal Arterial (Rural Interstate):** Streets and highways which contain the greatest portion of through or long-distance travel. Such facilities serve the high-volume travel corridors that connect the major generators of traffic. The selected routes provide an integrated system for complete circulation of traffic, including ties to the major rural highways entering the urban area. Generally major arterials include high traffic volume streets. There are no major arterials in Coulee Dam, although US 2, located to the south of Electric City, is considered a major arterial.
- **Minor Arterial (Rural Minor Arterial):** Streets and highways which connect with remaining arterial and collector roads that extend into the urban area. Minor arterial streets and highways serve less concentrated traffic-generating areas such as neighborhood shopping centers and schools. Minor arterial streets serve as boundaries to neighborhoods and collect traffic from collector streets. Although the predominant function of minor arterial streets is the movement of through traffic, they also provide for considerable local traffic that originates or is destined to points along the corridor. SR 155 is classified as a minor arterial.
- **Major Collector (Rural Major Collector):** These routes should provide service to the county seat if not on an arterial route, to larger towns not directly served by the higher systems, and to other traffic generators of equivalent inter-county importance, such as consolidated schools, shipping points, county parks, important agricultural areas, etc. In addition, these routes should link larger towns and/or cities with routes of higher classification, and should serve the more important inter-county travel corridors. Major collectors Coulee Dam include Roosevelt Drive, Mead Way, Central Drive and the northerly segment of Crest Drive.
- **Minor Collector (Rural Minor Collector):** These routes should be spaced at intervals, consistent with population density, collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road. In addition, these routes should provide service to the remaining smaller communities, and link the locally important traffic generators with their rural hinterland. Minor collectors in the Coulee Dam include, Crest Drive, Birch Street and Douglas Avenue.
- **Local Access (Rural Unclassified):** Streets not selected for inclusion in the arterial or collector classes. They allow access to individual homes, shops, and similar traffic destinations. Direct access to abutting land is essential, for all traffic originates from or is destined to abutting land. Through traffic should be discouraged by appropriate geometric design and/or traffic control devices. The remainder of Coulee Dam's streets that are not classified above are designated as local access.

5.2.2 Transit

Currently, the Grant County Transit Authority provides scheduled bus service between Coulee Dam and Moses Lake, and Okanogan County Transportation and Nutrition provides scheduled bus service between Coulee Dam and Omak. However, as is typical in most rural communities of the region, personal automobiles are the mode of travel for most residents. Mass transit would likely be most attractive for the elderly and youth. Since Coulee Dam is located in close proximity to several other small communities, the greatest need is for mobility between communities and surrounding areas.

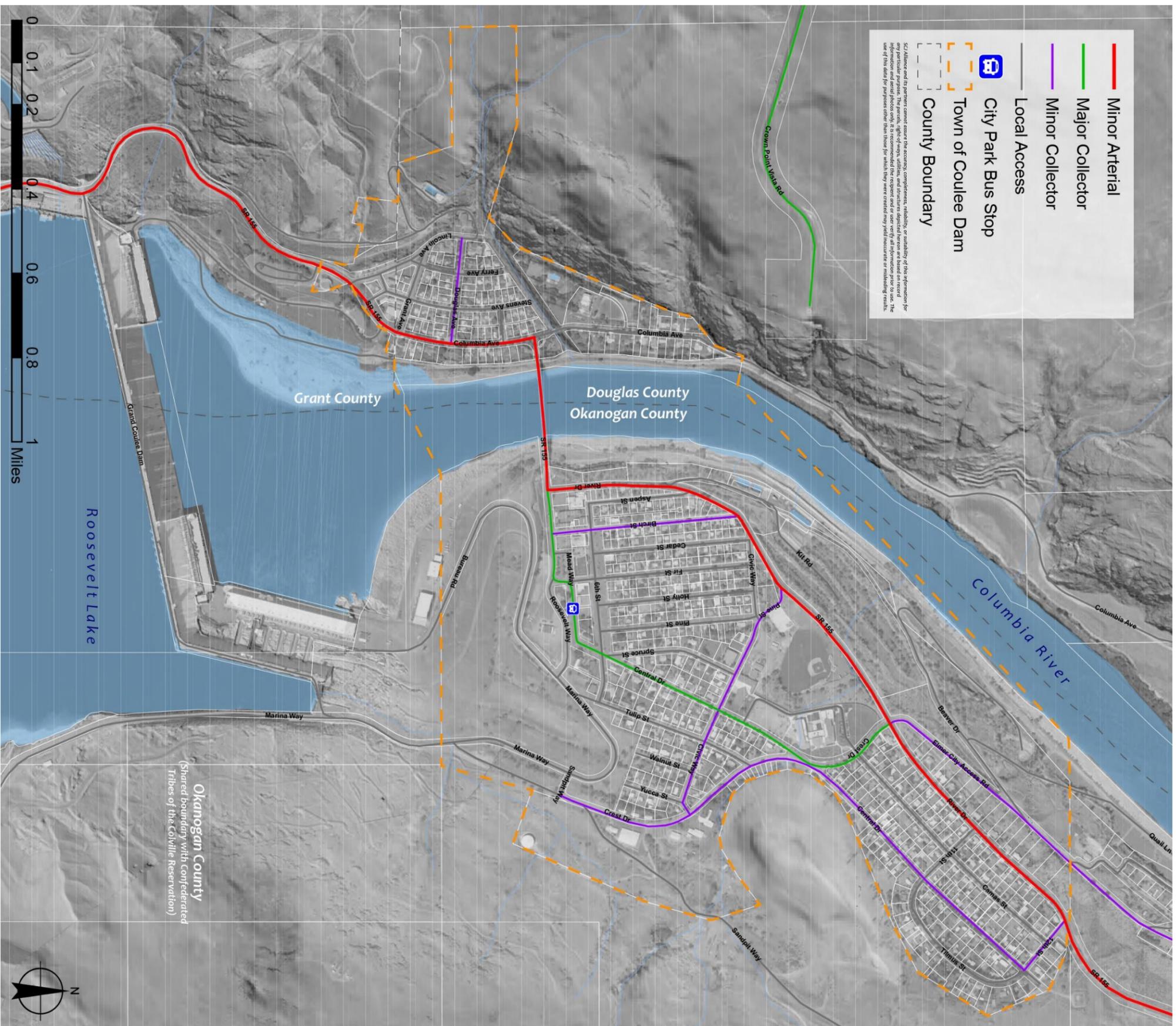


Figure 5.1 Coulee Dam Transportation System

5.2.3 Pedestrian/Bicycle Trails

The Federal Bureau of Reclamation maintains walking trails and jogging paths along both sides of the Columbia River below the Dam. The west bank trail ends at the Town limits at the border of the wildlife preserve, and the east bank trail (known as the Downriver Trail) extends past the Town limits and runs northerly along the river to Seatons Grove. In partnership with the Town of Coulee Dam, the Bureau of Reclamation also maintains Candy Point Trail, a 2.25-mile loop trail that rises into the hills behind Town Hall. The old train tunnel to Candy Point Trail is closed; the trail currently bypasses the tunnel. The Town and the Bureau of Reclamation have an agreement to maintain the remaining portion of the trail outside of the tunnel as funding becomes available. There are no existing on-street bike lanes in Coulee Dam, but traffic patterns allow for general safe and efficient bike travel.

5.2.4 Curbs, Sidewalks, Landscaping, and Lighting

Virtually all of Coulee Dam's residential and commercial areas have curb and gutter. While sidewalks exist in most of the residential and commercial areas, many are not in good condition, particularly those located next to street trees. A number of existing sidewalks have experienced upheaval from tree roots and need to be replaced as funds become available. Street lighting is well distributed around the community, contributing to the safety and quality of neighborhood and downtown streets. The Town's street lighting is in good condition; streetlights were upgraded to LED in 2014, and the SR 155 bridge was recently re-wired and re-lighted.

5.2.5 Other Transportation Facilities

There are currently truck freight services to the area but no alternatives to the highway system such as rail or commercial air service. The Coulee Dam area is served by a general aviation airport located approximately six miles south of Coulee Dam, just out of Electric City. The runway is paved and measures 75' X 4200'. Runway lighting is provided, but the airfield is uncontrolled (meaning it does not have air traffic control capability). A repair station and hangar are available. The airport is owned by Grant County Port District #7 and leased and maintained by the Grand Coulee Dam Flyers.

5.2.6 Alternate Transportation Routes

The Town is divided by the Columbia River, limiting transportation links to the existing bridge. In the event the bridge is out of service, access across the Columbia will require lengthy detours. The shortest route would be via the Keller Ferry on SR 21, approximately 15 miles upriver from the Dam (or approximately 25 miles by car). The nearest bridge over the Columbia lies downstream at Bridgeport, approximately 40 miles away by car.

5.2.7 Assessing Transportation System Capacity

The Town's transportation system is impacted in a variety of ways. Traffic on streets other than SR 155 and streets accessing commercial establishments is primarily local in nature as residents move about the community. Regional traffic influences volumes through Coulee Dam, especially tourism related traffic during the summer months. SR 155 is a significant arterial that provides a major link between Coulee Dam, Nespelem, and Omak/Okanogan to the north and northwest. Travelers commonly use this route to access Spokane and several other regional highways accessing the trade and service centers of the region. These regional routes are part of a regional transportation system identified in the Regional Transportation Plans developed by QUADCO Regional Transportation Planning Organization (Grant, Lincoln, Adams and Kittitas Counties) and the North Central Regional Transportation Planning Organization (Okanogan, Chelan and Douglas Counties). These plans are available for consultation through the Department of Transportation's Region 2 Headquarters in Wenatchee.

5.3 Level of Service Standards

Level of Service (LOS) standards are quantifiable measures of the amount of service available. To ensure that the level of service standards are realistic and achievable, the existing capacity for roadways needs to be determined and monitored. The most common means for assessing the capacity of a transportation system is to use a methodology to measure the level of service for each link in the system. The Town has adopted the Transportation Research Board's *Highway Capacity Manual* LOS system standards. These standards provide minimum criteria for measuring the quality of service provided at peak hours for key roadway segments that handle significant levels of local traffic. The evaluation of level of service is conducted using the ratio of "peak hour demand volume" to "peak hour capacity." It is important to note that this system is only applicable to arterial routes with a focus on the ability of intersections to handle traffic volumes.

Level of service standards are assigned using the following descriptions of service levels for roadway segments:

- **LOS "A" (Volume/Capacity Ratio 0 to 0.60):** Primarily free-flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delays at intersections is minimal. Delay time at a signalized intersection is less than or equal to 5 seconds per vehicle.
- **LOS "B" (V/C = 0.61 to 0.70):** Reasonably unimpeded traffic flow operation at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tensions. Delay time at a signalized intersection is greater than 5 and less than or equal to 15 seconds per vehicle.
- **LOS "C" (V/C = 0.71 to 0.80):** Stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds. Motorists will experience appreciable tension while driving. Delay time at a signalized intersection is greater than 15 and less than or equal to 25 seconds per vehicle.
- **LOS "D" (V/C = 0.81 to 0.90):** Small increases in traffic flow may cause substantial increases in approach delays and, hence, decreases in speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combinations of these. Delay time at a signalized intersection is greater than 25 and less than or equal to 40 seconds per vehicle.
- **LOS "E" (V/C = 0.91 to 1.00):** Significant delays in traffic flow operations and lower operating speeds. Conditions are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing. Delay time at a signalized intersection is greater than 40 and less than or equal to 60 seconds per vehicle.
- **LOS "F" (V/C = Greater than 1.00):** Traffic flow operations at extremely low speeds. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse signal progression is frequently a contributor to this condition. Delay time at a signalized intersection is greater than 60 seconds per vehicle.

All collector and arterial roadways within Coulee Dam have been assigned current level of service standards based on the following design features:

- All local streets are required to have a right of way width of 40 to 60 feet, and paved local streets are required to have a pavement width of 26 to 48 feet.

- All collector roads are required to have right of ways of 60 to 80 feet and paved collector roads are required to have pavement widths of 40 to 80 feet.
- All local roads must have adequate storm water drainage to accommodate 1" of water in a 24 hour period.
- Any signalized intersections or intersections in a school zone are required to have crosswalks.

Due to a lack of data for the majority of street segments in the community, current levels of service were estimated based on observation. Over time and as data becomes available, the Town will update this information to reflect a more accurate assessment of the street system. However, the Town adopts LOS C as the desired standards for all streets in the community.

Table 5.2 provides the estimated current levels of service for the Town’s transportation network.

Table 5.2 *Current Level of Service*

Street Name	Level of Service
Lincoln Avenue	B
Douglas Avenue	B
Grant Avenue	A
Ferry Avenue	A
Stevens Avenue	A
Spokane Avenue	A
North Columbia Avenue	B
Pool Street	A
Aspen Street	B
Birch Street	B
Cedar Street	B
Fir Street	B
Holly Street	B
Pine Street	B
Spruce Street	B
Civic Way (Cedar east to Central)	B
Civic Way (by school parking)	B
Civic Way (Cedar Street to River Drive)	B
Sixth Street	B
Central Drive (Church north to Crest Drive)	B
Roosevelt Drive	B
Mead Way (Roosevelt Drive east to Central Drive)	B
Mead Way (front of Good Deal Food)	B
Civic Way (Central Drive east to Crest Drive)	B
Crest Drive (Central Drive south to take area)	B
Yucca Street	B
Walnut Street	B
Tulip Street	B
Central Drive (Crest Drive northeast to 12 th Street)	B
Camas Street	B
11 th Street	B
12 th Street	B
Tilmus Drive	B

5.3.1 Transit Level of Service Standards

Public transit is provided through the Grant County Transit Authority. The transit level of service standards must be carefully designed to ensure that they do not work at cross purposes with the arterial level of service standard. 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, instead relying on regional transit providers to establish and adopt a level of service standards for that system.

5.4 Concurrency

The Transportation Element contains the Town's plan to provide specified levels of transportation service in a timely manner. The level of service (LOS) standards adopted in this plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. The Town has adopted the Transportation Research Board's Highway Capacity Manual LOS System standards for the arterials that handle the most significant volume of local traffic in the Town. The level of service standards for any future transit facilities should be linked to the level of service standards for the arterial. These standards provide measurable criteria to judge the adequacy of roadway service provision.

The process of establishing level of service standards requires the Town to make explicit quality of service decisions. As specified in the Growth Management Act new developments will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. Such improvements and strategies must be in place or financially planned to occur within six years of development.

5.4.1 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 few developments 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. The Town will determine existing levels of service on an annual basis as part of the comprehensive plan update.

5.5 Future Needs and Alternatives

With growth comes the increasing need to move more vehicles and pedestrians. This section of the Transportation Element explains expected increases in traffic volumes and identifies potential traffic problems.

5.5.1 Past Transportation Issues

Many transportation improvements are designed to alleviate problems identified through accident reports, street maintenance reports, congestion areas, and citizen complaints. In most small communities these conditions are commonly acknowledged by the public works director and included in the Town's Six-year Street Plan.

Other factors to consider while planning for the transportation needs of the Town are the limitations caused by natural barriers. The location of the Columbia River, which divides the community, makes it important to identify ways in which to move traffic through Town. Other barriers to consider are those geological hazards and critical areas which require special consideration when planning transportation projects.

5.5.2 Analysis of Projected Improvements and Needs

Since minimal growth is projected for the Town over the next 20 years, no significant changes to traffic patterns are anticipated. However, if the Tribes or other entities move ahead with plans for economic development, the Town should require analysis of potential impacts to traffic patterns in the community. The purpose of the analysis is to identify capacity improvements needed to maintain a Level of Service (LOS) C or better.

Accident frequency data for the past three years was obtained from the Town of Coulee Dam Police Department. As expected, intersections along minor arterials and major collectors have the greatest number of accidents. Improvements to the transportation system should include further analysis of the safety at key intersections. The intersection at the west end of the SR 155 bridge (a T-intersection) causes particular traffic and safety issues; the Town should work with WSDOT to improve safety in this area, including replacement of the temporary block barrier along the sidewalk with an appropriate barricade to protect pedestrians from the highway traffic.

The existing streets, SR 155 and property access roads in Coulee Dam provide an adequate circulation plan now and for the future. There is a significantly higher traffic volume in the summer on SR 155, but this does not create traffic congestion other than at peak periods or during special events. There is the potential need for signalization improvements in the central business district.

The Town is a member of the QUADCO Regional Transportation Planning Organization and future traffic conditions will be predicted with the aid of regional transportation studies, the established level of service standards, and the designated land uses in the Land Use Element. These projections will be used to determine the needed improvements and new roadway facilities for the next ten years.

The projected growth rate will not warrant major transportation improvements; however, this could change significantly if the Town were to experience any type of development, whether in commercial or residential areas. The best plan of action would be for the Town to maintain the existing roads so that any traffic generated by significant growth can be distributed appropriately.

- **Future Transit Needs:** Transit service is provided to Coulee Dam by regional transportation agencies, but there is no dedicated bus stop in Town. A bus stop in the downtown area would help increase the safety of transit users.
- **Future Pedestrian/Bicycle Trail Needs:** The benefits of walking and bicycling go beyond an individual's enjoyment and health benefits; having fewer vehicles on the road will result in less pollution and a healthier environment. A positive economic impact can be realized by increased property values and marketability for property located near trails and open space. Beyond property values, businesses located in pedestrian friendly downtowns or centers encourage visitors to stop and shop. Additionally, the Town benefits from the lower cost and maintenance of bicycle and pedestrian facilities. Design standards for pedestrian and bicycles are available through WSDOT.

Currently the Town has sidewalks throughout, with some areas in need of general maintenance and repair. There are no existing bike lanes, but traffic patterns allow for generally safe and efficient bike travel throughout Coulee Dam. Expanding trails from residential areas to commercial, recreational areas and other communities within the region would be beneficial to the Town. Along these trails, bicycle racks could be located in secure areas, encouraging bicycle commuting throughout the region.

- **Coordination of Transportation Facilities and LOS Standards:** Intergovernmental coordination is essential for the most cost-effective provision of transportation services. The Town may review the plans of nearby Cities, the County, and the QUADCO Regional Transportation Planning Organization, and assess the impact of their plans on the transportation facilities in Coulee Dam. The Town is confident that the level of service standards and Transportation Plan adopted in this element are not inconsistent with the level of service standards or plans of other jurisdictions. The identification of funding sources for transportation improvements is in the Capital Facilities Element and the Six-year Transportation Plan.
- **Six-year Transportation Plan:** The Six-Year Transportation Plan is included in the Capital Facilities Element. It is the result of an iterative process that balances the goals of all comprehensive plan elements. Financial planning for transportation uses the same process as the financial planning for capital facilities; however, the timing and funding for transportation are determined by the concurrency requirement and the binding nature of level of service standards.

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. 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.

- **Improvements:** Some deficiencies in the traffic circulation can be found on the corner of Roosevelt Way and SR 155 because of the limited site distance, and short transition to the bridge. This deficiency was identified in the Okanogan County Transportation Plan and should be monitored.
- **Funding Needs and Sources:** GMA requirements regarding the financing and funding of transportation related needs are addressed in the Capital Facilities Element.

5.6 Transportation Goals and Policies

GOAL T 1: Provide a circulation and transportation system that is safe, efficient, and economical.

- **POLICY T 1.1:** As traffic volumes increase, the Town must be prepared to adequately handle increased circulation.
- **POLICY T 1.2:** Future roads and improvement should be designed to minimize or eliminate environmental hazard.
- **POLICY T 1.3:** Pedestrian safety should be considered, especially for school children, through provisions of sidewalks and curbs.
- **POLICY T 1.4:** If there is a funding shortfall for projects that affects the adopted LOS, the Town may need to reassess land use assumptions.
- **POLICY T 1.5:** The Town adopts a LOS D for all arterials and a LOS C for all other roadways within the UGA, excluding State and Federal facilities which are defined by the governing agency.

- **POLICY T 1.6:** New development will be prohibited if it negatively affects the adopted LOS, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development (as required under GMA).
- **POLICY 1.7:** Work with WSDOT to upgrade existing systems along SR 155 that no longer meet safety standards. These include the substandard vehicular guardrail along River Road and the substandard pedestrian barrier at the intersection of SR 155 bridge and Columbia Avenue.

GOAL T 2: Encourage beautification of Coulee Dam’s streets.

- **POLICY T 2.1:** Encourage the planting of vegetation.
- **POLICY T 2.2:** Balance beautification efforts, such as the Town’s street tree effort, with consideration of future maintenance/replacement needs.

GOAL T 3: Pursue public transit possibilities.

- **POLICY T 3.1:** Work with surrounding communities to establish a local transit system.
- **POLICY T 3.2:** Establish a dedicated bus stop in the downtown area to provide a safe waiting place for users of the regional transit routes that connect to Coulee Dam.

GOAL T 4: Emphasize maintenance of existing streets and existing sidewalks.

- **POLICY T 4.1:** Continue the successful maintenance program already established within Coulee Dam.
- **POLICY T 4.2:** Maintain and replace existing sidewalks where upheaval and other wear poses safety hazards.

GOAL T 5: Support logical development and mitigation measures that utilize existing infrastructure, such as Transportation Demand Management (TDM) Strategies which are a proven way to reduce traffic congestion. TDMs that may work well within Coulee Dam include:

- **Public education and promotion**
- **Custom Transit Services**
- **Non-motorized Mode Support**
- **Park & Ride Lots**
- **POLICY T 5.1:** If any facilities and services fall below the established LOS standard TDM strategies will be used along with review of LOS standard to ensure the community is adequately supplied.
- **POLICY T 5.2:** In order to maintain efficient transportation options, at a minimal cost to the Town, TDM strategies will be utilized as demand and opportunity warrant.
- **POLICY T 5.3:** The long-range effects and costs of transportation have an effect on the environment; therefore, the Town will use, when population warrants it, TDM strategies to protect the environment.
- **POLICY T 5.4:** Economic development relies on efficient transportation methods. In order to maximize the use of Town roads, while minimizing the building of additional roads with long term maintenance cost the Town will support TDM strategies.

GOAL T 6: Provide and promote avenues for non-motorized travel.

- **POLICY T 6.1:** Bicyclists and pedestrians should be considered in street and subdivision standards, parking standards, parking lot design (allowing protected access to storefronts), and other related standards.
- **POLICY T 6.2:** Support a pedestrian friendly community by seeking funding for sidewalk maintenance and encouraging development to include pedestrian friendly design, such as lighting, trees and low shrubs.
- **POLICY T 6.3:** Encourage development to increase connections within the community by adding trails.
- **POLICY T 6.4:** Coordinate trail development with neighboring jurisdictions and interested parties to support regional trails.
- **POLICY T 6.5:** Provide crosswalks at all signalized intersections or intersections in a school zone.
- **POLICY T 6.6:** Provide rectangular rapid flash beacons (RRFB) for pedestrian visibility at all crosswalks in a school zone.

Chapter 6 | Parks and Recreation Element

6.1 Purpose & Intent

In all communities, recreation serves an important function for residents and visitors alike, providing places for exercise, sports, children’s play, relaxation and community gatherings. Parks and recreation areas also enhance the Town’s aesthetic qualities, adding value to surrounding neighborhoods and commercial areas.

As with other facilities and services that the Town provides, parks and recreation planning must take place to advance community goals and address population growth. Adequate land must be set aside for these purposes, and capital funds must be secured to develop and maintain the facilities. In addition to more detailed parks planning, this Parks and Recreation element helps ensure the future of recreational facilities in Coulee Dam, improving the quality of life for the community as a whole.

This element serves to summarize the community’s objectives, needs and priorities for recreation planning, coordinating these objectives with other planning considerations. Coulee Dam’s Parks and Natural Resources Board (PRNB) developed the Town’s Parks and Recreation Plan, which has been adopted by Council. This Parks and Recreation Plan is hereby incorporated by reference, and is summarized in the following sections.

6.2 Existing Parks and Recreation Facilities

Coulee Dam’s parks system currently includes a total of three parks: Douglas Park, Cole Park, and Mason City Park. Nearby parks and recreation areas available to tourists and residents of Coulee Dam include Freedom Park and Grand Coulee Dam Visitor Center Park.

6.3 Parks and Recreation Goals and Policies

Coulee Dam recognizes that historic and natural resources have value and are a key element in the enjoyment of recreational experience. They enhance the quality of life and the economy. The following goals and policies, as developed in the current Parks and Recreation Plan, reflect the Town’s vision and mission to provide quality recreational experiences to residents and visitors alike.

Open Space and Recreation

GOAL P 1: Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, provide access to natural resource lands and water, and develop parks.

Beautification

Trees are recognized as a valuable asset to the Town. Visitors and residents often characterize the Town of Coulee Dam as an oasis of green trees in a desert landscape. Trees provide visual screens, lower temperatures, shade and natural habitat. Trees are seen as a desirable asset to the community. Coulee Dam’s street tree program is overseen by the Parks and Natural Resources Board (PNRB), which recommends to Town Council where efforts on tree replacement, improvements and maintenance should take place. The legacy of this program is the wonderful variety of shade trees along Coulee Dam’s streets.

GOAL P 2: Maintain effective and aggressive street tree program.

- **POLICY P 2.1:** Offer educational opportunities to employees about proper tree maintenance and pruning techniques.
- **POLICY P 2.2:** Ensure the trees and landscaping add aesthetic value to the Town and protect trees in future development proposals.
- **POLICY P 2.3:** Develop a tree design for future additions.

Environmental

Protect the environment and enhance the area's high quality of life, including air and water quality, and the availability of water.

GOAL P 3: Preserve the quality of the area's natural features while maintaining a harmonious relationship between the man-made and natural environments.

- **POLICY P 3.1:** Protect environmentally sensitive natural areas.
- **POLICY P 3.2:** Coordinate conservation strategies and efforts with appropriate state and federal agencies and private conservation organizations.
- **POLICY P 3.3:** Promote buffering as a way of protecting the natural habitat and providing linkages throughout the urban area.
- **POLICY P 3.4:** Partner with USBR and Okanogan, Grant and Douglas County Noxious Weed Boards to manage invasive weeds.

Historic Preservation

Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

GOAL P 4: Heal old scars in the landscape.

- **POLICY P 4.1:** Avoid a visual border for the Town that is filled with landslides, permanent scars from large machinery, abandoned road cuts, old machinery and junk, bulldozed messes, and abandoned dumps, i.e. appliances, tires, car parts, etc.
- **POLICY P 4.2:** Work with local agencies to restore the sand pile extremity to its previous park status for community and visitors.

GOAL P 5: Build and maintain trails.

- **POLICY P 5.1:** Maintain existing rock walls and steps wherever possible.

GOAL P 6: Historical preservation of buildings.

- **POLICY P 6.1:** Maintain and improve interpretive and directional signage for historical buildings within the community.

GOAL P 7: Support efforts for the Colville Tribal Museum.

GOAL P 8: Maintain infrastructure in current parks before beginning new projects or development of new parks.

Quality of Life

GOAL P 9: Preserve the small-town atmosphere of Coulee Dam which makes up the Town's character and identity.

GOAL P 10: Maintain and improve the quality of life for the citizens and visitors in Coulee Dam.

- **POLICY P 10.1:** Encourage changes that promote livability, pedestrian orientation, protection of cultural and historic resources.
- **POLICY P 10.2:** Enhance opportunities for recreational activities, providing a range of activities for all ages.
- **POLICY P 10.3:** Pursue formal shared-use agreement with local schools for access to school outdoor recreational facilities and amenities by the public after school hours.
- **POLICY P 10.4:** Partner with local neighboring towns in the region to establish cross-community recreational program offerings.

GOAL P 11: Ensure that Coulee Dam is maintained as an attractive environment.

- **POLICY P 11.1:** Ensure that the historical character of the west side is maintained when establishing development standards.
- **POLICY P 11.2:** Ensure the trees and landscaping are incorporated into future development proposals.

Recreational Tourism

GOAL P 12: Encourage economic development through recreationally-oriented tourist activities.

- **POLICY P 12.1:** Strengthen relationship with the National Park Service, Bureau of Reclamation, State Parks, Colville Confederated Tribe and other local partners to promote regional recreational assets and tourism and collaboration on recreational projects.
- **POLICY P 12.2:** Collaborate with local Chamber of Commerce and other partners to create a local trail map to promote local hiking and wildlife viewing opportunities for visitors.
- **POLICY P 12.3:** Ensure Coulee Dam Parks and Recreation Plan maintains consistent recreational goals with local Chamber of Commerce, Colville Confederated Tribe Recreation Plan, Coulee Corridor Program, Bureau of Reclamation, and Coulee Area Recreation District plans.

Non-motorized Travel

GOAL P 13: Provide and promote avenues for pedestrians and bicycles.

- **POLICY P 13.1:** Bicyclists and pedestrians should be considered in street and subdivision standards, parking lot design (allowing protected access to storefronts), and other related standards.

- **POLICY P 13.2:** Support a pedestrian friendly community by seeking funding for sidewalk maintenance.
- **POLICY P 13.3:** Coordinate trail development with neighboring jurisdictions and interested parties to help support regional trails.
- **POLICY P 13.4:** Continue to support and coordinate volunteer cleanup and restoration of Candy Point Trail with Washington Trails Association and other organizations.

Chapter 7 | Environment and Critical Areas

7.1 Purpose and Intent

A community's quality of life is directly affected by the quality of environmental factors such as air, water, and the natural resources of the area. The subtle and prolonged degradation of these qualities can covertly undermine the community's appeal and viability. The Environment and Critical Areas Element emphasizes maintaining our natural environment and protecting people's lives and properties through responsible land use management. The prevention of environmental problems is stressed in order to avoid long-term costs associated with correcting these problems.

Local jurisdictions planning under the GMA must classify, designate and protect natural resource lands of long-term commercial significance and critical areas. Natural resource lands include agricultural lands, forest lands, and mineral resource lands. Critical areas include wetlands, aquifer recharge areas, frequently flooded areas, geologically hazardous areas and fish and wildlife habitat conservation areas.

Coulee Dam's environmental features are illustrated in Figure 7.1, and a map of priority habitats and species can be found in Figure 7.2.

7.2 Natural Resource Lands

At this time Coulee Dam does not have any agricultural, forest or mineral resource lands of long-term commercial significance located within the Urban Growth Area. There may be some potential for mineral resource lands to exist within the community; however, the Town is built-out and does not intend to investigate the existence of such lands underlying existing development. If the Town were to consider expanding the Urban Growth Area in the future, it will need to investigate the existence of resource lands in these areas and avoid including them in a future UGA.

7.3 Critical Areas

The GMA states that local governments must classify, designate and regulate to protect critical areas. Below are the criteria used to make determinations of critical areas and corresponding goals and policies. Critical areas determinations will be made on a site-by-site basis using the Town's adopted procedures, including on-site review and relevant scientific evaluation(s).

Critical areas refer to one or a combination of wetlands, critical aquifer recharge areas, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat conservation areas. Each of these areas is classified and designated, using best available science, based on the criteria below.

Wetlands

Wetlands are defined as areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities,

wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands (RCW 36.70A.030(28)). The wetlands analysis was completed by reviewing maps and data from the National Wetlands Inventory (USFWS), and the Douglas County Soil Survey (USDA). The National Wetland Inventory indicates that there are no wetlands except the Columbia River itself. In addition, hydric/hydrologic soils can be used to improve the defined outline of wetland areas. Hydric soils along with vegetation and wetland hydrology are used to define wetlands. Hydrologic soil classification D indicates “a very slow infiltration rate (high runoff potential) when thoroughly wet.” No soils of this combination of types occur within the Town of Coulee Dam, although some Hydrologic Group D does occur (rock outcrop).

Frequently Flooded Areas

The Federal Emergency Management Agency (FEMA) has defined areas showing the extent of the 100-year flood boundary in order to establish actuarial flood insurance rates and assist communities in efforts to promote sound floodplain management. FEMA has not designated any areas within Coulee Dam as 100-year floodplain areas.

Flooding Frequency Classes (compiled by the U.S. Department of Agriculture Natural Resources Conservation Service) are based on the interpretation of soil properties and other evidence gathered during soil survey field work. Flooding frequency class is the number of times flooding occurs over a period of time and expressed as a class. While there are several classes, only two occur in Coulee Dam:

- RARE, 14.6 acres: Indicates flooding unlikely but possible under unusual weather conditions, 1 to 5 percent chance of flooding in any year or nearly 1 to 5 times in 100 years.
- FREQUENT, 6 acres: Indicates flooding is likely to occur often under usual weather conditions, more than 50 percent chance of flooding in any year or more than 50 times in 100 years, but less than 50 percent chance of flooding in all months in any year.

Critical Aquifer Recharge Areas

Critical aquifer recharge areas are those areas where surface water feeds directly into potable groundwater. Because remediation of contaminated groundwater is very costly, protecting and sustaining it has become of primary importance in recent years. One way to assure this resource is adequately maintained is to protect areas that provide a critical recharging effect to that groundwater resource. Within the Town and its urban growth area, the exact nature of the aquifer(s) and their recharge areas is not yet fully understood. Research is being conducted by the USGS that will help define the “Columbia Plateau basaltic rock aquifers” which are primarily an igneous and metamorphic rock aquifer. Furthermore, Coulee Dam is within the Central Columbia Plateau-Yakima Basin (CCYK) aquifer study area. These study areas cover the entire Town. It is the intent of these policies to recognize the importance of protecting aquifer recharge areas. Because of the inter-relatedness of the aquifers, population increases and environmental concerns, it is necessary to protect all of the critical aquifer recharge areas as they become known.

Potential areas of concern include soils with a high (quick) permeability, where potential pollutants could reach an aquifer before being “cleansed” by the natural filtration process of traveling through soil layers or wetland actions. Soil types within Coulee Dam include approximately 127 acres of rapid, 331 acres of moderately rapid and 11 acres of moderate drainage characteristics.

Geologically Hazardous Areas

Geologically hazardous areas are defined as “areas that, because of their susceptibility to erosion, sliding, earthquake or other geologic events, are not suited to the siting of commercial, residential or industrial development consistent with public health or safety concerns” (RCW 36.70A.030(12)). In some cases the risk to development from geological hazards can be reduced or mitigated to acceptable levels by engineering design or modified construction practices. However, when the risks cannot be sufficiently mitigated, development needs to be prohibited. Geologically hazardous areas include erosion, landslide, mine, seismic, and volcanic hazard areas.

Erosion Hazard Areas

Erosion hazard areas are areas that contain all three of the following characteristics:

- A slope of 30%;
- Soils identified by the Soil Conservation Service (SCS) as unstable and having a high potential for erosion; and
- Areas that are exposed to the erosion effects of wind or water.

Within Coulee Dam there are areas west of Town Hall where significant erosion during storm events has occurred. These events have caused some damage and are susceptible to further erosion; due in part to the way the Town was developed. These areas are owned and managed by the Bureau of Reclamation. The Town has, in the past, excavated some of the Bureau property in hopes of alleviating future problems. These areas are designated on the land use map as erosion hazard areas and development there should not occur without full engineering and SEPA analysis. The Town has approximately 104 acres of area that exceed 30% slopes, based on the NRCS soils surveys.

Landslide Hazard Areas

Landslide hazard areas may include:

- All areas that have historically been prone to landslides.
- All areas containing soil types identified by the Soil Conservation Service as unstable and prone to landslide hazard.
- All areas that show evidence of or are at risk from snow avalanches.
- All areas that are potentially unstable as a result of rapid stream incision or stream bank erosion.

To date, no landslide areas within the Town have been identified.

Mine Hazard Areas

Mine hazard areas include areas that are directly underlain by, adjacent to, or affected by mine workings such as adits, tunnels, drifts, or air shafts with the potential for creating large underground voids susceptible to collapse, tailings piles, and waste rock. Mine hazard areas are based upon the identification of active or historic mining activity and site-specific information regarding topography and geology.

There is a tunnel within the Town designated as a mine hazard area where development should not be allowed to occur until full engineering analysis occurs. This tunnel which is located immediately north of Town Hall may be used in the future as a tourist attraction after assessment of its safety is conducted.

Seismic Hazard Areas

A geologic and seismic evaluation of the Grand Coulee Dam was completed in February 1974. Within a 20-mile radius of the Grand Coulee Power Office, there is no evidence of geologic faulting in at least 28,000 years; however, the area is potentially subject to earthquake of moderate damaging intensity. The Uniform Building Code used by the Town accounts for the intensity of damage potential for this area in the construction standards. An action plan for earthquake notification can be found within the Bureau of Reclamation Emergency Management Plan.

Volcanic Hazard Areas

Volcanic hazard areas are defined as "areas subject to pyroclastic flows, lava flows, and inundation by debris flows, mudflows, or related flooding resulting from volcanic activity." Because there is no valley or river flowing through the community which heads on or near a volcano, there would be no significant damage to people and/or property expected from debris flows, mudflows or related flooding resulting from volcanic activity. If there were to be a significant ash fall east of Glacier Peak, small debris flows would be possible in the rivers and valleys that flow into the Columbia River. The Town is also far enough distant from the nearest volcano (Glacier Peak) to virtually eliminate the hazards of damage to people and/or property resulting from pyroclastic flows, or lateral blasts.

Classification

Classification and rating of these areas will be based upon the risk to development in geologically hazardous areas. The categories of risk shall be 1) Known or suspected risk; 2) No risk; and 3) Risk Unknown, meaning data is not available to determine the presence or absence of a geological hazard. The classification system for geologically hazardous areas shall be as follows:

- Level 1: Critical Hazard Area shall be those areas with a known or suspected risk. Detailed studies and reports will be required to determine whether or not development will be allowed, and if so, what mitigation measures will be required.
- Level 2: Awareness Hazard Areas shall be those areas that have an unknown risk. Detailed studies and reports may be necessary to determine the existence of a geologically hazardous area, and if so, whether or not development will be allowed and what mitigation measures might be necessary where development may occur.

Fish and Wildlife Habitat Conservation Areas

Fish and wildlife habitat conservation areas include streams, riparian vegetation, and upland habitats that provide habitat to support fish and wildlife species throughout their life stages. These include ranges and habitat elements where endangered, threatened, and sensitive species may be found, and areas that serve a critical role in sustaining needed habitats and species for the functional integrity of the ecosystem, and which, if altered, may reduce the likelihood that the species will persist over the long term. These areas provide key ecological functions for water quality, hydrology, soil health, and habitat.

The Central Washington area is fortunate to have natural resources encompassing a large variety of environments. Recreationally-oriented tourist activities may provide a possible avenue for economic development in the area, capitalizing on these numerous natural resources. To that extent, as well as for the inherent importance of wildlife and the natural environment to the quality of life, it is the intent of these policies to recognize the importance of protecting fish and wildlife habitat conservation areas.

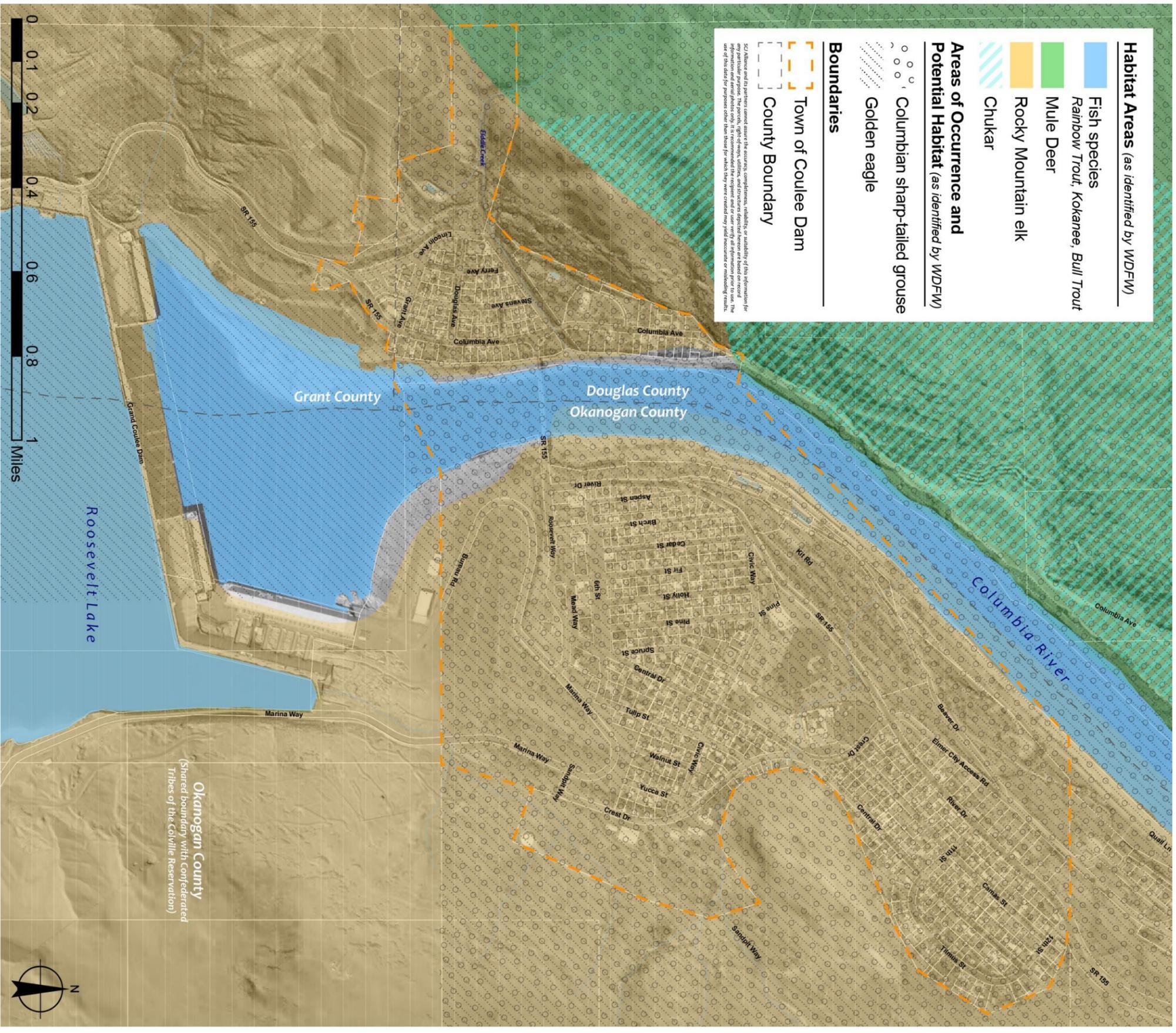


Figure 7.2 Priority Habitats and Species in the Coulee Dam Area

Priority habitat and species identified by the Washington Department of Fish and Wildlife (WDFW) can be found either along the Columbia River or within areas located just outside Coulee Dam. Species located within the area include bald eagle, golden eagle, mule deer, wild turkey, quail, osprey, sharp-tail grouse, chukar, and ring-necked pheasant. The Columbia River also includes listing of priority fish species; however, due to the lack of fish access over Chief Joseph Dam, the Columbia River in Coulee Dam does not presently contain runs of anadromous fish. Bull trout do occur in this portion of the river and are listed as threatened by the U.S. Fish and Wildlife Service. Regardless, the Town feels it is important to protect the wildlife habitat found within the planning area; however, the Town does not intend to expand into these areas. The goals and policies found in this comprehensive plan are intended for the general protection of fish and wildlife conservation areas; more specific measures are addressed in Coulee Dam’s Critical Areas Ordinance (CDMC Chapter 16.10).

Priority habitats and species that occur in the Coulee Dam area, as identified by WDFW, are illustrated in Figure 7.2 and described in Table 7.1. Additional information on these species can be found at the WDFW Priority Habitats and Species website, <https://geodataservices.wdfw.wa.gov/hp/phs>.

Table 7.1 WDFW-Identified Priority Habitats and Species in the Coulee Dam Area

Priority Species	Notes on Habitat
FISH	
Rainbow trout (<i>Oncorhynchus mykiss</i>)	Occurrence/migration, Columbia River
Kokanee (<i>Oncorhynchus nerka</i>)	Occurrence/migration, Columbia River
Dolly varden/bull trout (<i>Salvelinus malma/S. confluentus</i>)	Occurrence/migration, Columbia River
MAMMALS	
Rocky Mountain elk (<i>Cervus elaphus nelsoni</i>)	Regular concentration, north Lincoln County/south Okanogan County – Rocky Mountain elk year round use area; damage control area
Mule deer (<i>Odocoileus hemionus hemionus</i>)	Regular concentration, north Douglas County – major mule deer range including winter range and fawning habitat. Composed of steep terrain, rich riparian zones, coniferous forests and bitterbrush slopes and benches; winter wheat fields add important food sources.
BIRDS	
Chukar (<i>Alectoris chukar</i>) –	Regular concentration – small numbers of chukar utilize steeper, rockier slopes along banks of Columbia River (Douglas County)
Golden eagle (<i>Aquila chrysaetos</i>)	State candidate species. While no nesting areas have been identified in the vicinity of Coulee Dam, occurrences have been recorded nearby; because this is a sensitive species, the area of occurrence is generalized to the township level by WDFW, as shown in Figure 7.2.
Columbian sharp-tailed grouse (<i>Tympanuchus phasianellus</i>)	State endangered species. While no nesting areas have been identified in the vicinity of Coulee Dam, occurrences have been recorded nearby; because this is a sensitive species, the area of occurrence is generalized to the township level by WDFW, as shown in Figure 7.2.

Source: WDFW Priority Habitats and Species website

7.4 Environment and Critical Areas Goals and Policies

The quality of life in communities is directly related to the quality of environmental factors, such as air and water quality and the natural resources that exist in the area. The following goals and policies are intended to provide some measure of protection to the environmental elements that contribute to the quality of life in Coulee Dam, without being prohibitive as to development potential and private property rights.

GOAL EC 1: Preserve and protect the quality of the area's natural features while maintaining a harmonious relationship between the man-made community and the natural environment.

- **POLICY EC 1.1:** Protect environmentally sensitive natural areas and the functions they perform by the careful and considerate regulation of development.
- **POLICY EC 1.2:** Coordinate conservation strategies and efforts with appropriate state and federal agencies and private conservation organizations to take advantage of both technical and financial assistance and to avoid duplication of efforts.
- **POLICY EC 1.3:** Encourage the development of an education program that promotes Coulee Dam's value of conservation areas and that promotes private stewardship of these lands.
- **POLICY EC 1.4:** Assure the reclamation of land for redevelopment after the completion of gravel and mineral extraction and discourage new extractions from taking place within the Urban Growth Area.
- **POLICY EC 1.5:** In order to protect the natural environment, especially ground water, fertilizer and pesticide management practices of public facilities should be evaluated in relation to best management practices as recommended by the Cooperative Extension Service, or a licensed chemical applicator.

Wetlands

Wetlands serve a multitude of functions that are crucial to human well-being and ecosystem balance. Because of their interconnectedness with the geology, climate, aquifers and a myriad of other factors in a given area, they are a dynamic feature of the natural environment. Some of these functions include floodwater retention, sediment entrapment, water purification, groundwater recharge, maintenance of stream flows, shoreline stabilization, habitat for fish and wildlife, grazing areas for livestock, recreation, aesthetic values and education and research opportunities. It is the intent of these policies to provide the maximum protection reasonable from the encroachment of changes in land use that would diminish the wetlands' diversity of values or degrade their quality.

GOAL EC 2: Protect the Town's wetlands and critical areas to the greatest extent possible to preserve the important functions which help preserve the quality of the natural environment.

- **POLICY EC 2.1:** Provide reasonable protection from encroachment of changes in land use that would diminish the diversity of values or degrade the quality of wetlands located in the urban area.

Rationale: *Development can negatively impact the quality of wetland areas. It is important to, at a minimum, recognize wetlands as an important resource, and mitigate, when feasible, significant impacts from new development.*

Frequently Flooded Areas

Floodplains and other areas subject to flooding perform important hydrologic functions. Classifications of frequently flooded areas should include, at a minimum, the 100-year floodplain designations of the Federal Emergency Management Agency and the National Flood Insurance Program.

GOAL EC 3: Protect the frequently flooded areas that are known to be critical parts of the natural drainage system by limiting and controlling potential alterations and/or obstructions to those areas.

- **POLICY EC 3.1:** Allocate frequently flooded areas to the uses for which they are best suited and discourage obstructions to flood-flows and uses which pollute or deteriorate natural waters and water courses. This includes, but is not limited to, filling, dumping, storage of materials, structures, buildings, and any other works which, when acting alone or in combination with other existing or future uses, would cause damaging flood heights and velocities by obstructing flows.
- **POLICY EC 3.2:** Promote the preservation of the remaining, significant natural drainage areas that are an important part of the storm water drainage system, particularly those areas identified in the Capital Facilities Plan.
- **POLICY EC 3.3:** Prevent the development of structures in areas unfit for human usage by reason of danger from flooding, unsanitary conditions, or other hazards.
- **POLICY EC 3.4:** Avoid fast runoff of surface waters from developed areas to prevent pollution materials such as motor oils, paper, sand, salt and other debris, garbage, and foreign materials from being carried directly into the nearest public waters.

***Rationale:** Areas with a history of flooding are important to preserve not only for their benefits to the overall stormwater drainage system, but also to prevent large public and private expenditures associated with damage from flood waters. Because of their interconnectedness with the overall hydrological system, it is also very important to ensure against contamination of these areas through proper management of surface water and storm water runoff.*

Critical Aquifer Recharge Areas

GOAL EC 4: Protect water quality.

- **POLICY EC 4.1:** Identify, map, and maintain critical ground water and/or aquifer recharge supply areas and areas with a high groundwater table or unconfined aquifers used for potable water.
- **POLICY EC 4.2:** The Town should prohibit the installation of underground fuel or storage tanks within critical recharge areas unless appropriate protection measures and groundwater monitoring provisions are provided assure continued acceptable groundwater quality. All state, local and federal regulations will apply.
- **POLICY EC 4.3:** The Town should prohibit the disposal of hazardous materials within a critical aquifer recharge area.

***Rationale:** Contamination of potable water sources is becoming an increasing problem in many areas, primarily from on-site septic systems, underground fuel/storage tanks, and hazardous waste disposal*

methods. Identifying the critical aquifers and their recharge areas can help in developing appropriate, site specific requirements for maintaining the supply areas, and can help reduce the possibility of costly clean up projects.

- **POLICY EC 4.4:** All existing and proposed developments that are either within the Town limits or above a critical aquifer recharge area will be required to connect to the Town's sanitary sewer system.

Rationale: *The provision of sanitary, public sewer systems, as opposed to individual, on-site septic systems, can greatly reduce the possibilities of contaminating critical aquifers and their recharge areas. Therefore, the progression of development into undeveloped areas should be coordinated with and timed such that the provision of public, sanitary sewer systems is possible.*

- **POLICY EC 4.5:** Reduce danger to health by protecting surface and ground water supplies from the impairment which results from incompatible land uses and by providing safe and sanitary drainage.

Geological Hazard Areas

Geological hazard areas include areas susceptible to erosion, sliding, earthquake, or other geological events. They pose a threat to the health and safety of citizens when incompatible commercial, residential, or industrial development is sited in areas of significant hazard. Some geological hazards can be reduced or mitigated by engineering, design, or modified construction or mining practices so that risks to health and safety are acceptable. When technology cannot reduce risks to acceptable levels, building in geological hazard areas is best avoided.

GOAL EC 5: Provide appropriate measures to either avoid or mitigate significant risks that are posed by geologic hazard areas to public and private property and to public health and safety.

- **POLICY EC 5.1:** Minimize the negative impacts of erosion resulting from development and construction on erosion hazard areas.
- **POLICY EC 5.2:** An erosion control plan should be submitted by the applicant for a development, prior to approval of the proposal. Further, to minimize blowing soil during development, appropriate water and/or mulch material should be applied to any areas without a vegetative cover.

Rationale: *By requiring an erosion control plan prior to development, the Town will have some means to monitor and respond to dust complaints during construction, and the applicant will be apprised of possible techniques available for lessening wind and water erosion problems.*

- **POLICY EC 14.3:** Reduce the threat posed to the health and safety of citizens when commercial, residential, or industrial development is sited in areas of significant geologic hazard, including but not limited to landslide, seismic, mine and volcanic hazard areas.
- **POLICY EC 14.4:** All proposed development projects located within a Geologic Hazard Area, or which have the potential to adversely affect the stability of one of these areas, should be required to conduct a technical study by a qualified consultant to evaluate the actual presence of geologic conditions giving rise to the geologic hazard.

Rationale: *These policies strive to protect the health and safety of the residents of Coulee Dam, should a hazard be found to be present, by requiring development projects to first consider the possibility of the hazard existing, then to provide protection from and knowledge of the hazard to prospective buyers.*

Fish and Wildlife Conservation Areas

The preservation of fish and wildlife habitat helps to ensure the survival of fish and wildlife species, and the retention of open space and recreation opportunities associated with fish and wildlife habitat.

GOAL EC 6: Protect fish and wildlife habitat areas as an important natural resource for the Town, particularly in regard to the Town’s economic, aesthetic, and quality of life values.

- **POLICY EC 6.1:** Recognize the importance of protecting fish and wildlife habitat conservation areas, and encourage the protection and enhancement of these areas.
- **POLICY EC 6.2:** The Town encourages the preservation of blocks of habitat and the connections between them.
- **POLICY EC 6.3:** Promote buffering as a way of protecting the natural habitat and providing linkages throughout the urban area.

Rationale: *By defining habitat areas in the portions of the community not already developed, the Town recognizes the importance of this resource, and can inform prospective developers where potential habitat areas may be located. This allows the community and developers the opportunity to provide some consideration and mitigation of these areas during the planning stages of new developments.*

Chapter 8 | Economic Development Element

8.1 Purpose and Intent

This Economic Development Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act to address the economic development in the Town of Coulee Dam. It represents the community's policy plan for the next twenty years. The Economic Development Element describes how the goals in the other plan elements will be implemented through the Town's policies and regulations; thus, it is a key element in implementing the Comprehensive Plan.

The Economic Development Element has also been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Economic Development Element specifically considers the existing economy in Coulee Dam and the potential for future economic development.

This element will guide decision making to achieve the community's goals as articulated in Coulee Dam's vision statement (see Chapter 2 of this Comprehensive Plan).

8.2 Community Improvement Projects

Numerous potential projects for community improvement have been identified in past planning and community outreach processes. These projects represent feasible activities that build on the strengths and opportunities of the area, and/or contribute to mitigation of the weaknesses and liabilities that were identified through community outreach. The activities/projects identified are grouped into four general project categories:

- Historic Preservation, Planning, and Heritage Projects
- Tourism Development Improvements
- Public and Community Facilities
- Inter-Community Engagement and Cooperation

In the narrative below, a brief description of each category and several of the associated projects is provided. The projects listed vary widely in terms of their readiness to proceed, history, and level of support. Several have been underway for years, but progress has stalled for lack of funds or other reasons. For this reason, the project-specific information provided below varies widely among the projects.

8.2.1 Historic Preservation, Planning, and Heritage Projects

Coulee Dam's unique history of national significance, coupled with its inventory of historic structures, is perhaps its greatest asset. These assets generate community pride, create an attractive visible presence, and are a draw for visitors. If properly maintained and enhanced, these assets can be further leveraged to increase/sustain the attraction of visitors to the area, a critically important source of external revenue and job creation for the community. Projects that would enhance a component of the historic/heritage/interpretive assets of the Coulee Dam community include:

- Restore and encourage display of historic steam shovel "Greasy Mary," which played an integral role in the construction of the Grand Coulee Dam
- Increase references to the area's unique and catastrophic geological history as an interpretive theme throughout the community

- Support efforts to enhance the Colville Tribal Museum

8.2.2 Tourism Development Improvements

Tourism is the major industry sector in Coulee Dam, aside from government and dam operations, that attracts new dollars to the area from outside the region.

Because of the major role of tourism in the local economy, efforts to improve the facilities, services, and attractions that serve visitors appear to have substantial support from community leaders. Projects that could improve the Town's ability to attract visitors include:

- Facilitate establishment of a boutique shopping area near/adjacent to the Grand Coulee Dam Visitor Center
- Improve visible quality of signage, especially in the Town's commercial area

8.2.3 Public and Community Facilities

Capital projects involving the improvement of existing facilities or construction of new facilities can also contribute to Coulee Dam's economic development. Examples of this type of project include:

- Facilitate creation of community-oriented facilities, similar to the Grand Coulee Dam Senior Center located in the City of Grand Coulee
- Add playground areas/equipment to existing Douglas Park and Cole Park
- Add restrooms in Cole Park
- Seek transfer of "surplus" Bureau of Reclamation land to Town ownership

8.2.4 Inter-Community Engagement and Cooperation

The potential efficiencies and cost savings of establishing closer ties with surrounding communities is immensely important to Coulee Dam. For decades, local officials and Chamber of Commerce members throughout the Greater Grand Coulee Dam region have studied and discussed the feasibility of combining the area's four small cities and intervening unincorporated areas into one municipality. Although sporadic progress has been made in cooperative agreements and ventures over the years, few seem to believe that enough has yet been accomplished. At this time, there does not appear to be vigorous activity or mutual agreement on how to proceed with efforts to consolidate service delivery, but it is clear that many feel it is essential if Coulee Dam, and neighboring communities, are to achieve their full potential. Actions that may help to improve inter-community engagement and cooperation include:

- Initiate/renew efforts to forge inter-local agreements
- Organize meetings of an informal citizen group (e.g., inter-community "coffee klatch")
- Conduct a new survey of citizens in the area regarding municipal consolidation

8.3 Economic Development Goals and Policies

Historically, projects in small communities appear most likely to succeed when they are supported at the grassroots level and have at least one champion; either an individual or an organization/agency to advocate and energetically "work" the project. The goals and policies included in this Economic Development Element provide an invaluable tool for champions, both present and future, to make progress on individual projects. These goals and policies are intended to drive Coulee Dam's economic development while also reflecting the Town's vision statement.

GOAL ED 1: Promote Coulee Dam's identity; actively influence the Town's character to enhance the economic opportunities available in the area.

- **POLICY ED 1.1:** Maintain and implement programs specifically designed to improve Coulee Dam's community appearance.
- **POLICY ED 1.2:** Encourage preservation and adaptive reuse of the Town's historic buildings.
- **POLICY ED 1.3:** Promote tourism opportunities throughout the community, but especially in the commercial district.
- **POLICY ED 1.4:** Encourage new businesses that cater to local residents' needs; work with local officials and Chamber of Commerce to promote these businesses.
- **POLICY ED 1.5:** Develop a plan for the Town's commercial district that provides for shopping for residents and tourists, and provides parking areas and walking areas.

GOAL ED 2: Promote tourism and recreation as a community revenue source.

- **POLICY ED 2.1:** Actively promote tourism by encouraging tourist shops, sporting goods stores, lodging, and other businesses that can attract tourism. Work with the Chamber of Commerce and local recreation and tourism groups in this endeavor.
- **POLICY ED 2.2:** Provide or support services and facilities to help visitors enjoy our community's unique character, and work to fully capture the potential economic benefits of their visits.
- **POLICY ED 2.3:** Support efforts to restore, maintain, and improve Coulee Dam's local attractions.
- **POLICY ED 2.4:** Identify opportunities to pursue state and federal grants to finance local recreational projects.

GOAL ED 3: Support the development of small businesses and cottage industries, which can contribute to Coulee Dam's economic diversity.

- **POLICY ED 3.1:** Review the regulations governing home-based industries and provide for those industries in most residential and commercial districts.
- **POLICY ED 3.2:** Establish the commercial district as a business center of the community; actively promote this concept in the zoning ordinance and in discussions with outside economic development organizations.
- **POLICY ED 3.3:** Promote the concept that buying from local businesses is a way to strengthen the local economy.
- **POLICY ED 3.4:** Facilitate the success and growth of small businesses and coordinate plans and investments with programs that provide technical and financial assistance to promote sustainable operating practices.
- **POLICY ED 3.5:** Encourage mechanisms that enable individuals, corporations, non-profits, and government to market, distribute, share, and reuse excess capacity in goods and services. This includes peer-to-peer transactions, crowd funding platforms, and a variety of business models to facilitate borrowing and renting unused resources.

GOAL 4: Ensure an adequate amount of usable industrial and commercially available land in which new businesses may locate. Ensure adequate transportation and utility availability in order for new businesses to locate in the area.

- **POLICY ED 4.1:** Encourage the development of business/industrial areas that can supply readily available sites for new businesses or industries.
- **POLICY ED 4.2:** Provide adequate transportation, utilities, and state of the art technologies to support future light industrial and commercial needs through capital improvements and franchise agreements.

GOAL 5: Collaborate with other partners to maximize economic opportunity.

- **POLICY ED 5.1:** Support appropriate economic development efforts for our neighboring jurisdictions, recognizing that the entire region benefits from new jobs, regardless of where they are.
- **POLICY ED 5.2:** Collaborate with neighboring jurisdictions to develop a regional strategy for creating a sustainable economy.
- **POLICY ED 5.3:** Look for economies of scale when providing services at the regional level.
- **POLICY ED 5.4:** Collaborate with local economic development organizations to create new and maintain existing living-wage jobs.

Chapter 9 | Utilities Element

9.1 Purpose and Intent

For the purposes of this Comprehensive Plan, utilities include electrical, water, sewer, telecommunications, and cable/satellite television. These services are delivered on a parcel by parcel basis, and generally entail the payment of a monthly bill to the purveyor. The intent of the goals and policies included in this element is to provide direction to decision makers involved in the process of planning for and expanding these utilities. The general premise is first, to encourage the provision of these services at levels appropriate to the intensity and density of development in an area; and second, to encourage coordinated planning efforts between the different agencies and purveyors to more efficiently provide these services.

The Utilities Element is included in the Comprehensive Plan to ensure that adequate utility services are planned for the community. An inventory of existing facilities establishes that infrastructure is well established throughout Coulee Dam, most of which is appropriate for both the present and future population projections. The Utilities Element specifically considers the general vicinity, proposed location if necessary, and capacity for all existing and proposed utilities, including water, sewer, electrical, telecommunications, and cable television.

9.2 Inventory

9.2.1 Town-Managed Utilities

Electrical Utilities

The Town of Coulee Dam is in the unique position of operating its own electrical utility. The primary service is provided by the Bonneville Power Association (BPA). The cost of the service is passed on to the residents of Coulee Dam; those costs are reviewed annually by the Town Council and adjusted accordingly.

The basic system was constructed during the building of the Grand Coulee Dam by the Bureau of Reclamation in the late 1930s and early 1940s and substantially rebuilt in 1959. Most of the original facilities are still in operation and have provided excellent service for over fifty years. The original system was constructed with a very conservative design using large poles, copper conductor and large distribution transformers. As a result, the facilities have needed little maintenance.

The system was originally constructed with substantial surplus capacity to carry the load of the Town and has continued to serve the loads with few modifications. The backbone system consists of three feeders from one of Grand Coulee Dam's three switch yards, one feeder serving the west part of Town and two serving the east portion. One feeder also serves the Bureau of Reclamation's feeder and is sub-metered at the termination structure located below the switchyard substation.

The overall electrical system is in excellent condition. The feeder loadings have been well below the capacity of the conductors and the Town has not experienced significant equipment failures due to overload. As with any electrical system, capacity problems could arise from conductor fatigue, loose connectors or underground cable deterioration, but failure is rare and is generally caused by weather or deterioration rather than an overloaded condition. The Town usually performs maintenance and repair of the electrical service including secondary lines and power meters, although on occasion they have contracted with a neighboring REA. When rehabilitation work is required the Town will bid the job out.

In 1991, the Town eliminated several structural and electrical problems when it replaced several broken crossarms, installed fused cutouts on line taps, and added a switching module for the main feeder near the fire station. Further rehabilitation went on in 1995 and 1997, and tree trimming along the lines has occurred throughout the years since. By continuing a systematic program of replacements and improvements over the next ten years, the Town can achieve continuation of a safe, reliable electrical system for its residents.

Municipal Water System

The Town of Coulee Dam is responsible for providing treatment for all drinking water supplied to the Coulee Dam Water System. This includes the provision of water within the Town limits, as well as to one account outside the Town limits along SR 155.

The Town obtains its raw water from two sources, Lake Roosevelt and Fiddle Creek. All potable water supply is provided by Lake Roosevelt. Fiddle Creek feeds into the Town's non-potable reservoir and only supplies the West Coulee Dam irrigation system (the Town maintains water rights to Fiddle Creek). Raw water from Lake Roosevelt is pumped from a pump station inside the Grand Coulee Dam approximately 2 miles to the Town's Slow Sand Water Treatment Plant (SSWTP), commissioned in March 2004 and located above East Coulee Dam. The water is treated by slow sand filtration. Filtered water is chlorinated and gravity fed into a 156,000 gallon clearwell for chlorine contact. The finished water is pumped into the Town's East Side Reservoir to supply the distribution system. Water is supplied to West Coulee Dam via a transmission main across the Columbia River Bridge.

Funding for the Town's SSWTP was provided by a combination of grants and loans from the State Tribal Assistance Grant, Drinking Water State Revolving Fund and U.S. Department of Agriculture Rural Development. The facilities installed in 2004 represent a significant investment of public funds; it is essential that proper operation and maintenance of the facilities be provided to assure that the full value of the investment is realized.

Wastewater Treatment System

Coulee Dam owns and operates an Aeromod wastewater treatment facility located on the eastern bank of the Columbia River, just north of the SR 155 bridge crossing. The facility was constructed in 2020. The wastewater system serves the area within the Town, the facilities at the Grand Coulee Dam, and the Town of Elmer City located down river, a few miles north of Coulee Dam. The Elmer City force main runs upstream from Elmer City to a lift station located on site. This force main is not owned or maintained by Coulee Dam.

Coulee Dam's sewage treatment facility is an extended aeration treatment plant. The capacity of the facility is 195,000 gallons per day, and the average daily flow of the plant is 140,000 gallons per day. Any significant future growth would likely require an additional treatment basin.

The Town has approximately 9.2 miles of sewer line, most of which is clay tile pipe which dates to the Town's initial construction in the 1930s and 1940s. Some of these pipes have been lined, and others have been replaced with PVC pipe; all will need to be lined or replaced eventually. A map of the sewer system is shown in Figure 9.1. Pipe sizes range from 4 inches to 12 inches in diameter, with the majority being 6 and 8 inches in diameter. There is one lift station in west Coulee Dam that sends sewage from the west side collection system through a 6-inch force main under the SR 155 bridge to the intersection with River Drive. From there the sewage flows by gravity to the treatment plant. The lift station was rebuilt in 1998 and is due for an update.

Stormwater Drainage System

The Town storm drainage system consists of approximately 14,150 lineal feet of drain line varying in size from 6 inches to 72 inches in diameter. There are 48 catch basins and 30 manholes. The majority of the system was built in the 1930s and 1940s. All Town streets are paved with curbs and gutters which direct runoff to the storm drains and is then discharged into the Columbia River. The system is designed to handle a storm event producing one inch of rain in 24 hours.

9.2.2 Non-Town Managed Utilities

Telecommunications

The Town of Coulee Dam is served by CenturyLink. There are various facilities located throughout the Town and surrounding counties. According to CenturyLink, the delivery of telecommunication services sometimes does not coincide with the exact location of customers. Many of the telecommunication facilities, including aerial and underground facilities, are co-located with those of the electrical power provider. Maps indicating the location and extent of these facilities are not available for proprietary reasons.

Cellular telecommunication allows people to have mobile telephone communication via devices that send and receive signals from a network of receivers placed at several cellular communication sites. Coulee Dam is currently served by several cellular telephone companies. These providers are licensed to operate throughout the region within guidelines set by the Federal Communications Commission. Siting and design of towers is regulated by the FAA and local zoning ordinances. Considerable expansion of the wireless telecommunications industry has occurred in recent years.

The telecommunications industry has undergone tremendous technological advances in the past decade. Both cellular and optical fiber technologies are transforming the way service could be delivered to the Town of Coulee Dam. These changes have also fostered a competitive industry which appears to make the future configuration of telecommunications facilities difficult.

Cable/Satellite Television

Television service is available to the residents of Coulee Dam through a number of service providers, including Spectrum Cable, CenturyLink, and DirecTV.

Natural Gas

Currently natural gas service is not available, nor anticipated, in the Coulee Dam area. This is due to the fact that the area enjoys one of the lowest electrical utility rates in the nation. Should the provision of natural gas become more comparably cost-effective, Cascade Natural Gas Company has facilities installed in the Quincy and Moses Lake areas that could be expanded to the region.

9.3 Future Needs and Alternatives

The future utility needs for Coulee Dam are dependent on the growth that may occur over the next two decades. The expected growth rate as projected in Chapter 2 indicates that the Town will not grow beyond the capabilities of the existing facilities. Even though growth projections indicate a very low growth rate over the next 20 years, it would be in the best interest of the Town to plan as if the community will experience a growth spurt.

9.4 Utilities Goals and Policies

GOAL U 1: Development should occur in conjunction with availability of utilities.

- **POLICY U 1.1:** The cost of on-site utilities and site preparation for development should be the responsibility of private enterprise whenever possible.
- **POLICY U 1.2:** Encourage the placement of utility installation within or adjacent to existing utility or transportation corridors or easements whenever possible.
- **POLICY U 1.3:** Streamline development application processes, if possible, when state and federal regulation are not required.

GOAL U 2: Concurrence shall be established through zoning and subdivision ordinances, and approvals should be linked to an adequate utility system.

- **POLICY U 2.1:** Multi-jurisdictional cooperation should be promoted between the Town and surrounding communities, the Counties, and the utility providers.
- **POLICY U 2.2:** The Town will utilize maps of the existing and proposed utility facility corridors to determine consistency of such designations with the elements of the Comprehensive Plan.

GOAL U 3: The Town should provide utilities at a level of service which the Town determines to be appropriate. Overbuilding and underestimating the capability of the facilities should be avoided.

- **POLICY U 3.1:** Provide the same level of service to all of the Town's utilities customers.
- **POLICY U 3.2:** Facilitate the provision of utilities that are environmentally sensitive, safe and reliable, aesthetically compatible with the surrounding land uses, and available at a reasonable economic cost.

Chapter 10 | Capital Facilities Element

10.1 Introduction

The purposes of the Capital Facilities Element are to 1) report on the current state of the Town's capital systems, and the demand that would be placed on them by different kinds of growth; 2) prioritize and schedule capital expenditures needed to correct existing deficiencies and to meet future needs; and 3) serve as a reference for citizens and Town officials on the state of the Town's capital systems and the costs of improving them. The Capital Facilities Element establishes policies and Level of Service Standards which will guide the future growth of Town infrastructure, and contains basic descriptions of the Town's capital systems. The Town's Capital Facilities Plan (CFP) is a six-year spending plan which will carry out these policies.

By planning ahead for capital expenditures, present levels of service can be maintained and informed choices can be made by staff and elected officials. The Capital Facilities Element takes its guidance from, and also implements the other elements of this Comprehensive Plan. The CFP is limited to a six-year forecast due in part to the difficulty of estimating revenues and needs too far into the future. However, additional improvements are listed under a 20-year project list.

For the purpose of this plan, a capital expenditure is defined as an individual item or project which is expected to have a life span of three or more years and a cost of \$1,000 or more. This definition provides a guide as to which expenditures need to be planned and scheduled in a comprehensive manner. This definition is not a statutory requirement, and in some cases less expensive items may be included in the CFP when appropriate.

10.2 Statutory Requirements and Amendments

10.2.1 Statutory Requirements

The Capital Facilities Element is an overall plan for major public facility projects, which may have a variety of enabling ordinances or funding mechanisms.

The Growth Management Act (GMA) requires that the capital plan identify existing capital facilities and their capacities; forecast the future needs for these public facilities; the proposed locations and capacities of expanded or new capital facilities; and lastly, the Capital Facilities Element must include at least a six-year plan for financing the needed projects within projected funding capacities, including clearly identified sources of funds for the different projects.

In forecasting future needs for capital facilities, level of service (LOS) standards can be established to help measure both the existing and future capacity of each capital facility, based on the projected growth and development of the community. By using LOS standards, the CFP can then be based on quantifiable, objective measures of capacity, such as tons of solid waste per person, traffic volume capacity per mile of road, or acres of park per capita. Several provisions of the Growth Management Act require that public facilities needed to support development be available concurrent with such development.

The Capital Facilities Element is seen by the GMA as the element that makes the comprehensive plan real. The requirement to actually fund needed capital facilities is meant to be a reality check for the land use plans laid out in the comprehensive plan.

10.2.2 Amendments and Updates

The Capital Facilities Element is not intended to be a static, unchanging document, but rather a document that is adaptable to changing conditions within the community. Amendments to the Capital Facilities Element itself constitute amendments to the Comprehensive Plan, and under the terms of the Growth Management Act may be made once per year; however, amendments to the CFP that are proposed and reviewed concurrently with the adoption or amendment of a city budget can occur more frequently than once per year.

10.3 Level of Service Standards and Projected Demand

10.3.1 Population Projections

As stated in Chapter 2 (Community Profile), the Town's population is projected to increase only minimally over the next 20 years. This reflects the built out nature of the Town and the low likelihood of further annexations of lands on the Colville Reservation. Capital improvements should be generally sized for the existing population but should also consider conservative reserve capacity over the next 20 years.

10.3.2 Build Out Projections

Build out projections are calculations of the number of people who could reasonably be expected to live within the Town limits when all lots are built to full capacity as determined by the Unified Development Code. In Coulee Dam's case, the Town is essentially built out, with less than a dozen vacant lots inside the Town limits; additional changes in building density could provide additional space for population increases. Population projections indicate only a minimal population increase in Coulee Dam over the next twenty years.

Additional growth in Town population would probably require annexation of additional area, and such annexations would need to be on the Colville Indian Reservation. Currently the Colville Confederated Tribes are not in favor of further annexations of reservation land, and no Urban Growth Area has been established outside the existing Town limits. However, there may be opportunities in the future for redevelopment of some areas which would provoke amendments to this plan and its growth projections.

10.3.3 Level of Service Standards

LOS standards are quantifiable measures of the amount of service available. They are applied in the Utilities, Transportation and Capital Facilities elements. Examples include the number of police officers per hundred residents, or the number of gallons of sewage treatment capacity per resident. They are used to predict the amount of service needed as population increases. Acceptable standards will vary from one community to the next, depending on its size, financial resources, and the desires of its citizens. LOS standards adopted as part of this plan are as follows:

- The **Fire LOS standard** is a 10-minute response time for fire within the Town limits, and maintenance of a rating of 6 from the Washington Survey and Ratings Bureau.
- The **Law Enforcement LOS standard** is one officer per 750 residents. This standard is based on the Town's assessment that the existing police force of two officers will serve a population of up to 1,500 persons. This assessment represents a balance between the desires of the community for sufficient police protection, the relatively low crime rate in Coulee Dam, and the limited budget for additional police officers. The Town recognizes that demand for police services is likely to rise gradually. The Town will attempt to hire an additional officer when demand reaches 1.5 times the standard.

- The **Park LOS standard** is 4 acres per 1,000 residents. This reflects the judgment that the current amount of park land is more than the minimum needed. If the Urban Growth Area is expanded past the Town limits, this standard will be applied to future growth areas.
- The **Water LOS standard** is adequate fire flows per Uniform Building Code Standards, and 300 gallons of potable water per capita per day.
- The **Sewer LOS standard** is 100 gallons per capita per day.
- **Street LOS standards** are often challenging for smaller towns and cities to develop. Street congestion gets worse gradually with increasing traffic loads, and is also influenced by design and operation parameters such as posted speed limits, traffic signals and terrain. Unlike sewer or water lines, the capacity of a street to carry traffic is not fixed, and is determined partly by the public's tolerance for congestion. Street LOS standards are given a letter value, usually A through F, based on relative ease of travel (see Chapter 5, Transportation Element). This plan adopts LOS D for arterials and LOS C for all other streets of Coulee Dam, though the streets are currently operating at a higher standard.

10.3.4 Forecast of Demand

The following table uses the LOS standards and population projection given above to estimate the demand on Town services to serve the 10 and 20 year population growth.

Table 10.1 Forecast Demand

System	LOS Standard	Current Demand	10-Year Demand	20-Year Demand
Population		1,100	1,145	1,188
Fire Protection	10-minute response time and rating of 6		continued equipment maintenance and upgrade	
Law Enforcement	1 officer per 750 residents	2 full time	2 full time	2 full time
Parks	4 acres per 1000 residents	4.4 acres	4.58 acres	4.75 acres
Water	300 gpcd	557,430	330,000	330,000
Sewer	100 gpcd	110,000 gpd	114,500 gpd	118,800 gpd
Streets	LOS C		continued street maintenance, signing, traffic control	

10.4 Prioritization of Capital Needs

Regardless of the expected stable population base, Coulee Dam will need to make changes to its water system, sewer system and other capital facilities based on regulatory issues that will be expensive. Selecting which projects to pursue will therefore require a thoughtful process of prioritization. The following list of questions

will be used by the Town to determine the relative priority of proposed capital projects. If necessary, these criteria can be used to generate a more formal rating and ranking system.

Public Health and Legal Requirements:

- Is the proposed improvement needed to protect public health safety and welfare?
- Is proposed improvement required to comply with a legal mandate?
- Is proposed improvement consistent with the Comprehensive Plan, particularly the Capital Facilities Element?

Level of Service:

- Will the proposed improvement raise levels of service for existing residents?
- Is the proposed improvement needed to meet forecasted demand?

Economic Considerations:

- Is the proposed improvement part of a service which generates revenue?
- Is funding available?
- Can the project be coordinated with other projects to achieve combined cost savings?
- Does the proposed improvement contribute to or directly improve the community's tax base?
- Does the proposed improvement have a clearly identified source of revenue for ongoing maintenance and operation?
- Is the proposed improvement necessary to allow for growth?

10.5 Future Needs and Alternatives

The future capital facilities needs for Coulee Dam are dependent on the growth that may occur over the next decade. The projected growth rate as (see Chapter 2, Community Profile) indicates that the Town will not grow beyond the capabilities of the existing facilities. Even though growth projections indicate a no-growth rate, it would be in the best interest of the Town to plan as if the community will experience a growth spurt. The Town's CFP for 2020-2025 is provided in Table 10.2.

Table 10.2 Coulee Dam Capital Facilities Plan, 2020-2025

Project Name	Funding Source	2020	2021	2022	2023	2024	2025	6-Year Total	Future Years	Grand Total
STREETS										
Aspen Street from River Drive to 6th Street: 2" overlay and sidewalks	Local Funds		\$108,000					\$108,000		\$108,000
Birch Street from River Drive to Roosevelt Drive: Sidewalks - grind and overlay	Local Funds			\$150,000				\$150,000		\$150,000
Camas Street from 12th Street to Crest Drive: 2" overlay and sidewalks - grind	Local Funds		\$300,000					\$300,000		\$300,000
Central Drive from Crest Drive to 12th Street: Chip seal, crack seal and sidewalks	Local Funds			\$100,000				\$100,000		\$100,000
Central Drive from Mead Way to Crest Drive: Crack seal and sidewalks	Local Funds		\$150,000					\$150,000		\$150,000
Columbia Avenue from Grant Avenue to Hwy 155N Bridge: 2" overlay and sidewalks						\$250,000		\$250,000		\$250,000
Crest Drive (west end) from River Drive to Central Drive: Sidewalks, seal, overlay and grind	Local Funds		\$10,000					\$10,000		\$10,000
11th Street from River Drive to Central Drive: Chip seal, crack seal and sidewalks	Local Funds				\$8,000			\$8,000		\$8,000
Ferry Avenue from Grant Avenue to Fiddle Creek: Sidewalks, crack seal and seal	Federal Funds (STP(R)), Local Funds					\$103,000		\$103,000		\$103,000
Fir Street from Sixth Street to Civic Way: Crack seal and sidewalks	Local Funds		\$50,000					\$50,000		\$50,000
Grant Avenue from Columbia Avenue to Lincoln Avenue: Crack seal and sidewalks	State Funds (TIB), Local Funds				\$78,000			\$78,000		\$78,000
Holly Street from 6th Street to Civic Way: Crack seal and sidewalks	Local Funds				\$5,000			\$5,000		\$5,000
Mead Way from Fir Street to Roosevelt Way: Sidewalks, seal coat and seal	Local Funds		\$100,000					\$100,000		\$100,000
Mead Way from Central Drive to Fir Street: Crack seal and sidewalks	Local Funds			\$3,000				\$3,000		\$3,000
N Columbia Avenue from Columbia Avenue to North City Limits: 2" overlay and sidewalks	State Funds (WSDOT)		\$250,000					\$250,000		\$250,000
Okanogan Avenue from Lincoln Avenue to Stevens Avenue: Sidewalks, crack seal and seal	Local Funds		\$56,000					\$56,000		\$56,000
Pine Street from 6th Street to Civic Way: Crack seal and sidewalks	State Funds (TIB), Local Funds		\$50,250					\$50,250		\$50,250
Roosevelt Way from River Drive to Fir Street: Crack seal and sidewalks	Local Funds			\$25,000				\$25,000		\$25,000
6th Street from Aspen Street to Tulip Street: 2" overlay, crack seal and sidewalks	State Funds (TIB), Local Funds	\$375,000						\$375,000		\$375,000
Spokane Avenue from Columbia Avenue to Stevens Avenue: Crack seal and sidewalks	State Funds (TIB), Local Funds		\$77,000					\$77,000		\$77,000
Spruce Street from 6th Street to Civic Way: 2" overlay and sidewalks	State Funds (TIB), Local Funds	\$147,000						\$147,000		\$147,000
Stevens Avenue from Okanogan Avenue to Fiddle Creek: Crack seal and sidewalks	Federal Funds (STP(R)), Local Funds		\$80,000					\$80,000		\$80,000
Tilmus Street from River Drive to Central Drive: Chip seal, crack seal and sidewalks	Local Funds	\$8,000						\$8,000		\$8,000
Town Alleys: Chip seal, patch potholes and sidewalks	Local Funds					\$30,000		\$30,000		\$30,000
Tulip Street from 6th Street to Civic Way: 2" overlay and sidewalks	State Funds (TIB), Local Funds	\$147,000						\$147,000		\$147,000
12th Street from River Drive to Central Drive: Chip seal, crack seal and sidewalks	Local Funds		\$8,000					\$8,000		\$8,000
Walnut Street from Civic Way to take line: Crack seal, chip seal, sidewalks and seal	State Funds (TIB), Local Funds		\$100,000					\$100,000		\$100,000
Yucca Street from Civic Way to take line: Chip seal, crack seal, sidewalks and seal	Local Funds		\$250,000					\$250,000		\$250,000
Crest Drive (lower) from Jct SR 155 to Beaver Drive: Chip seal and seal	Local Funds					\$80,000		\$80,000		\$80,000
Replace sidewalks and irrigate street trees	TBD								\$200,000	\$200,000
1.5" overlay on all streets	TBD								\$350,000	\$350,000
River Drive from Hwy 155N Bridge to 12th Street, 2" overlay	TBD								\$100,000	\$100,000
		\$677,000	\$1,589,250	\$278,000	\$91,000	\$463,000	\$0	\$3,098,250	\$650,000	\$3,748,250
ELECTRICAL										
OCRs for feeders	Local Funds			\$75,000				\$75,000		\$75,000
		\$0	\$0	\$75,000	\$0	\$0	\$0	\$75,000	\$0	\$75,000
WATER										
Water Tank: Paint tank and replace reservoir roof	Local Funds						\$1,000,000	\$1,000,000		\$1,000,000
Rebuild PRV and PRV valves	TBD								\$500,000	\$500,000
		\$0	\$0	\$0	\$0	\$0	\$1,000,000	\$1,000,000	\$500,000	\$1,500,000
SEWER										
West Side Lift Station	Local Funds	\$700,000						\$700,000		\$700,000
Reline/Replace Sewer Mains	Local Funds					\$250,000	\$250,000	\$500,000		\$500,000
New Paint STP	TBD								\$250,000	\$250,000
		\$700,000	\$0	\$0	\$0	\$250,000	\$250,000	\$1,200,000	\$250,000	\$1,450,000

Project Name	Funding Source	2020	2021	2022	2023	2024	2025	6-Year Total	Future Years	Grand Total
PARKS										
Auto Sprinklers	Local Funds			\$10,000				\$10,000		\$10,000
Pool Replacement	TBD							\$0	\$250,000	\$250,000
Cole Park - New Rock Walls	TBD							\$0	\$50,000	\$50,000
		\$0	\$0	\$10,000	\$0	\$0	\$0	\$10,000	\$300,000	\$310,000
TOWN HALL										
Electrical Update	Local Funds					\$25,000		\$25,000		\$25,000
Replace Sidewalk and Stairs	Local Funds				\$90,000			\$90,000		\$90,000
Replace Basement Windows	Local Funds			\$15,000				\$15,000		\$15,000
New/Remodel Town Hall	TBD								\$250,000	\$250,000
		\$0	\$0	\$15,000	\$90,000	\$25,000	\$0	\$130,000	\$250,000	\$380,000
COMMUNITY BUILDING										
New Roof	Local Funds (REET)	\$25,000	\$36,000		\$439,000			\$500,000		\$500,000
		\$25,000	\$36,000	\$0	\$439,000	\$0	\$0	\$500,000	\$0	\$500,000
		2020	2021	2022	2023	2024	2025	6-Year Total	Future Years	Grand Total
		\$1,402,000	\$1,625,250	\$378,000	\$620,000	\$738,000	\$1,250,000	\$6,013,250	\$1,950,000	\$7,963,250

10.6 Goals and Policies

This section presents the goals and objectives for capital facilities planning. These are intended to guide the Town as decisions are made related to maintaining, improving and expanding infrastructure.

GOAL CF 1: To establish a long-term, comprehensive schedule for the correction of existing capital system deficiencies, and maintenance of existing capital systems.

GOAL CF 2: To plan for capital system expansions which will allow for growth consistent with the Comprehensive Plan.

- **POLICY CF 2.1:** New development proposals shall be evaluated for consistency with other elements of the Comprehensive Plan especially the Land Use Element, and with existing capital spending programs.
- **POLICY CF 2.2:** Future expansions of the Urban Growth Area shall be analyzed for consistency with the adopted level of service standards. Such expansions shall not be approved if it cannot be shown to be financially feasible to develop these areas and maintain these level of service standards.

GOAL CF 3: To require expansion of capital systems be provided concurrently with new development.

- **POLICY CF 3.1:** To assure that Town facilities are provided in a cost-effective and fair manner.
- **POLICY CF 3.2:** The Town will not permit new development inside the Town limits which is not connected to Town utilities, except where the Town determines that such utilities cannot be available.
- **POLICY CF 3.3:** Unless otherwise provided, the Town shall require developers to bear the cost of infrastructure improvements made necessary by their development.
- **POLICY CF 3.4:** Development proposals should be allowed to proceed only on a finding that adequate public facilities:
 - Can be made available prior to occupancy, OR
 - Are under construction when the permit is issued, OR
 - Are subject to a binding contract providing for commencement of construction within one year of issuance of the permit.

GOAL CF 4: To inform the citizens of Coulee Dam of the financial requirements of correcting existing infrastructure problems, of maintenance of existing facilities, and of growth.

- **POLICY CF 4.1:** To establish an ongoing scheduling process for capital spending, extending over long periods.
- **POLICY CF 4.2:** The Capital Improvement Plan shall be updated annually and shall be subject to approval and adoption by the Town Council.
- **POLICY CF 4.3:** The policies and level of service standards, as well as the system inventories contained in this capital facilities element shall be comprehensively reviewed and updated at least every seven years or as required by State law.

- **POLICY CF 4.4:** The Town should develop a Memorandum of Understanding or other agreement with Douglas County, Grant County, Okanogan County and the Colville Confederated Tribes to coordinate the expansion of capital improvements.
- **POLICY CF 4.5:** Town services will not be extended outside the Town limits unless the subject areas are first included in the Town's UGA. Upon inclusion into the UGA, the Town shall determine if services will first require annexation. Areas will not be annexed until all infrastructure to be taken over by the Town has first been improved to meet Town standards.