

TO: Planning Commission
FROM: David Tyler, Planning staff
DATE: June 11, 2019
SUBJECT: Commercial and Industrial Zone Consolidation

There are currently 31 zones in Everett. As part of the Rethink zoning initiative, the City is considering changes to the Zoning Code that would reduce the number of zones. This memo and attached staff report address potential consolidation of commercial and industrial zones. The staff report contains background information on existing zoning categories, and a proposed concept for reducing the number of zoning designations.

The following summarizes the initial draft concept proposed by Planning


- Commercial Zones – Reduce the number of zoning categories from ten to three.
- Industrial Zones – Reduce the number of zoning categories from six to two.


Zone consolidation will entail changes to permitted uses and development standards. Some initial ideas on these topics are provided in the attachment.

Planning will provide an overview of the draft concept at the public meeting on June 18.

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ZONING CODE (BUSINESS AND COMMERCIAL), CURRENT:

Business and commercial zone designations are applied to areas that have historically been used for retail, entertainment, office/service use, and business serving food and beverage. Over time, the number of zones has increased, from two in 1954, to seven in the 1980s, to the current 10 zones.

The 10 zone designations can be broken down into three basic categories: business, commercial, and mixed-use.

- **Business zones** include; B-1 (Neighborhood Business); B-2 (Community Business); and B-2B (Office).
- **General commercial zones** include: C-1 (General Commercial); C-1R (Regional Commercial-Office); E-1 (Evergreen Way); and W-C (Waterfront Commercial).
- **Mixed-use commercial zones** include: BMU (Broadway Mixed-Use); MUO (Evergreen Way Mixed-Use Overlay), and UM (Urban Mixed-Use).

Design/Development standards. Building design standards for many older zoning designations (B-1, B-2, B-2B, C-1, C-1R) are minimal to nonexistent, and typically include only basic standards such as setbacks and height. Newer zones (E-1, MUO, BMU, UM) have adopted significantly more detailed standards related to facades, entries, modulation and transparency. These zones also include more detailed site development standards for public improvements, pedestrian connections and open space. The sheer number of zones and the wide discrepancy in development regulations is a good indication that the City's zoning map and development standards are in need of revisions in order to reduce redundancy and complexity, and create more consistent development standards.

Permitted uses. There are obvious similarities between many commercial zones in the City. For example, the B-2, C-1, C-1R and E-1 zones allow an almost identical range of uses, with the exception of auto dealerships, outdoor uses, self-storage and mini-casinos. These zones allow a similar range of residential uses, with allowable density of at least 56 dwellings per acre.

Table 1 - Commercial Zone Characteristics - Existing

<u>Zone</u>	<u>Purpose/Intent</u>	<u>Location/Geographical</u>	<u>Use Distinctions</u>	<u>Design/Development Standards</u>	<u>Comp Plan (prev.)</u>	<u>Notes</u>
B-1	Retail, service and convenience needs of adj. residential	Nodes/Disbursed/Neighborhoods/ Intersections	Personal service, retail, restaurant, office, bank, studio, medical	R-3L density. 28' height. No design stds.	Neighborhood Shopping. Small scale, compact	0.5 acre – 7.8 acre nodes
B-2	Serve needs of several neighborhoods; multiple family	Near arterial streets – 19 th Ave SE; Costco; Evergreen	Overlaps C-1, E-1; no bldg material sales	R-4 density. 35'-80' height. No design stds.	4.4 Mixed-use, 4.2 Comm. Bus	
B-2(B)	Office use and office park; limited commercial oriented to neighborhood	19 th Ave SE/ Silver Lake	Restricted commercial use; R-3 density	R-3 density. 28'-80' height. No design stds.	Office 4.3	Limited locations
BMU	Mixed-use oriented to both neighborhoods and larger community	Broadway, minus Metro; corridor	Similar to MUO and C-1R; allows some outdoor uses	Building, site, open space, sidewalks, design standards	Mixed-use 4.4	Mostly alley lots
C-1	Mixed-use commercial for greater Everett, multi-family	Corridors; Metro perimeter,	Overlaps E-1; Similar to BMU, E-1, plus storage, casino,	No building design	Mixed-use 4.4	
C-1R	Large-scale retail/office	Corridor – Everett Mall Way; Everett Mall	Retail-focused; noncommercial uses limited; no outdoor-oriented uses	No building design	Mixed-use 4.4	
E-1	Same as MUO	Evergreen/ Rucker corridor;	Similar to C-1; non-commercial uses restricted	Design review standards; similar to MUO	Mixed-use 4.4	
MUO	Ped friendly; TOD oriented; high quality; local and regional focus	Corridor; Swift station nodes	Similar to BMU and C-1R; Noncommercial uses limited	Design review standards; "high quality"	Mixed-use 4.4	
W-C	Water-based tourism and commercial	2 locations: Port and Riverfront areas	Restaurants, shopping, ent.; No vets, casinos, storage uses	Shoreline standards; contract rezone; development agrmt	4.5, W.C. District character, commercial + recreation	
UM	Wide variety of commercial, residential, public, office, gov't, medic	Downtown core/Metro	High intensity	Building, site, public improvements	3.1, Urban Mixed	

Table 2 - Commercial Zone Development Standards – Existing Zones

Zone	Building Height	Residential Density	Open Space	Design Standards
B-1	28'	2,200 s.f. per unit	150 s.f./unit	Commercial: none Residential: Chapter 15
B-2	35'-80' ⁽²⁷⁾	750 s.f. per unit (R-4)	100 s.f./unit	Commercial: none Residential: Chapter 15
B-2(B)	28'-80' ⁽²⁷⁾	1,500 s.f. per unit (R-3)	150 s.f./unit	Commercial: none Residential: Chapter 15
BMU	Nonresidential: 35' plus bonus height Residential: 45'-80'	No maximum	50 s.f. per unit	Detailed design stds for building, and site
C-1	50'-80' ⁽²⁷⁾	750 s.f. per unit (R-4)	100 s.f./unit	Commercial: none Residential: Chapter 15
C-1R	50'-80' ⁽²⁷⁾	750 s.f. per unit (R-4)	100 s.f./unit	Commercial: none Residential: Chapter 15
E-1	28'-75', plus REV II Add'l to 125'	750 s.f. per unit (R-4), plus bonus density	100 s.f./unit	Design review standards; similar to MUO
MUO	28'-75', plus REV II Add'l height to 125'	750 s.f. per unit (R-4), plus bonus density	100 s.f./unit	Design review standards; "high quality"
W-C	35', or up to 100' in PDO	750 s.f. per unit (R-4)	Per SMP	Per SMP
UM	4-25 floors (all of Metro)	No maximum	75-100 s.f./unit	Detailed design for building, site, public improvements

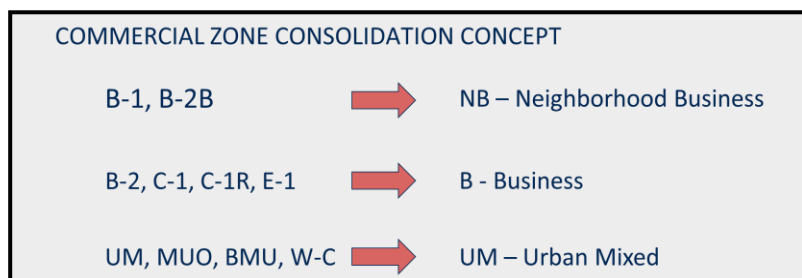
Comprehensive Plan:

The Comprehensive Plan land use designations for all commercial areas has recently been changed to “Commercial Mixed-Use” (April, 2019). In some areas, the commercial mixed-use designation includes multifamily residential and community-oriented public uses. A mix of uses that includes residential uses is encouraged, or may be required, near transit hubs, such as Swift or light rail stations.

The commercial mixed-use land use designation includes a range of intensity, from neighborhood commercial to general commercial mixed-use along major arterial corridors. Commercial mixed-use areas are supported by a full range of public facilities and services, including transit, pedestrian and bicycle routes, utilities (water, sewer, stormwater), fire, and police. The transportation system is capable of handling traffic impacts.

ZONING CODE (BUSINESS AND COMMERCIAL), DRAFT CONCEPT:

Zone Consolidation: Reducing the number of business and commercial zones makes sense given the sheer number of zones, the overlap of permitted uses, and similarity of development standards (or lack thereof). Based on these factors and geographic similarities, the ten existing zone designations can be consolidated down to three zones as follows:



Locational Criteria: The following locational criteria may be used for establishing the new zones:

- A. Zone: NB (Neighborhood Business.)
 - 1. Residential Zone Adjacency – NB zones shall be located adjacent to, or within close proximity of residentially zoned property.
 - 2. Established Neighborhood. This zoning designation shall be applied to parcels located within established residential neighborhoods.
 - 3. Zone Area Size and Separation – Total area of individual NB zoned areas should size shall be smaller relative to other commercial zones. Separation from other NB zoned areas and other commercial zones should be at least ½ mile.
 - 4. Streets – Streets shall be local collectors or minor arterials. This designation shall not be applied along major arterial streets.

- B. Zone: B (Business)

1. Streets – Commercial arterials, such as Evergreen Way, Everett Mall Way, 19th Ave SE and 132nd St. SE
2. Parcel size – Larger lots that can accommodate larger buildings, parking lots, required open space, and setbacks from adjacent residential zones.
3. Proximity to transit – Since high density multifamily use is supported, this zone should be located near transit lines.

C. Zone: UM (Urban Mixed)

1. Central Business District within areas currently designated for mixed use
2. Commercial Corridors – property located within ¼ mile of high capacity transit line, including portions of Broadway and Evergreen Way
3. Pedestrian accessibility – the UM zone should be applied to areas that have sidewalks currently installed, or will be installed, along with direct connections to transit stops.
4. Waterfront areas – apply to commercially zoned Port of Everett and Riverfront properties.

Table 3 - Commercial Zone Concept – Proposed Zones

Zone	Purpose/Intent	Existing Zone Equivalent	Locations	Uses	Development Standards Concept
NB (Neighborhood Business)	Retail, service and convenience needs of adjacent residential; office; buffering	B-1, a portion of existing B-2(B) zoned areas	Nodes/Dispersed/Neighborhoods/ Intersections	Personal service, retail, restaurant, office, bank, studio, medical, residential	Compatibility and Integration with residential. No max density.
B (Business)	Arterial corridors/strip commercial, general business	A portion of existing B-2(B) zoned areas, B-2, C-1, C-1R, E-1;	Evergreen Way (part); Everett Mall Way; 19 th Ave SE, Costco, 132nd	Full-range commercial; multifamily; mixed-use. Outdoor use and auto sales limited to certain areas	Building and site design; transit-friendly, Streetscape improvements (E-1)
UM (Urban Mixed-Use)	Mixed-use. Focus on pedestrian friendly design/TOD/walkability; tourism/shoreline access	MUO, UM, BMU, W-C	CBD; Transit corridors; Swift stations; high-density nodes; Broadway; shoreline areas	Commercial retail/services; multifamily; public uses	Building design; TOD; pedestrian; streetscape (existing Metro as model)

RETHINK ZONING: INDUSTRIAL USES

ZONING CODE (INDUSTRIAL), CURRENT:

Industrial zone designations and additional information are shown in Table 4 below. There are six existing zones:

Table 4 - Industrial Zone Characteristics - Existing

Zone	Purpose/Intent	Location/Geographic	Use Distinctions	Design Standards	Comp Plan
M-S	Marine related commerce; working waterfront; provide public access	Port Gardner waterfront; W. Marine View	Light/heavy manuf; limited commercial	None	Industrial
C-2	Heavy commercial services and variety of manuf. activities;	Snohomish River waterfront; south of Everett Station; Glenwood; Hardeson Rd; E. Marine View	Wide variety of commercial; light industrial; vehicle and boat repair	None	Industrial
M-1	High quality, campus-style office/industrial park; buffering; amenities	SW Everett; Seaway Ctr; Lowell; adjacent to residential	Light industrial; light vehicle uses; limited commercial	Building and site (per 19.27)	Industrial
M-M	Single or multi-tenant business park; non-retail uses	SW Everett; Airport Rd	Very similar to M-1	None	Industrial
M-2	Heavy manufacturing uses	Boeing; Hardeson Rd. (west); waterfront; Smith Island	Wide variety of commercial and industrial uses (heavy and light). CWPA restrictions	CWPA only	Industrial
ULI	Allow a diverse range of uses: light industrial and manufacturing.	Metro, near Everett Station and W. end of Hewitt Ave	Light industrial & manuf.; commercial uses; multifamily residential ^(A)	Detailed building, site, public improvements per 19.20	Metropolitan Center

(A) Residential use is permitted only in the ULI zone by administrative conditional use

Table 5 - Industrial Zone Development Standards Summary

Zone	Lot Size	Front Setback	Building Height	Parking	Design Standards
M-S	5,000 s.f.	10'	35'	No distinctions by zone category	None
C-2	5,000 s.f.	0'	28'-80"	" "	None
M-1	5 acres	30'	25-120'	" "	Bldg. materials, modulation, landscaping, open space; outdoor stor.
M-M	1 acre	20'	35-65'	" "	Outdoor storage
M-2	1 acre	0'	40', 80' or 160'	" "	CWPA only: parking, access, building design & materials; lighting; other
ULI	5,000 s.f.	0'	7-11 floors	Per 19.34, Map 34-1	Detailed building, site, public improvements per 19.20; TOD

Industrial Zone Analysis:

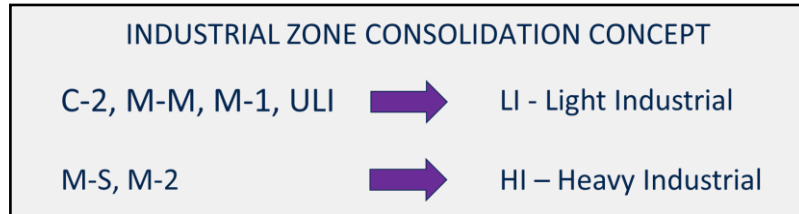
1. Permitted uses. The allowable uses vary by zone, with C-2 and M-2 allowing the widest range of uses overall. Key distinctions include: 1) M-2 allows more heavy industrial and manufacturing activities than C-2; 2) M-2 allows marinas; and M-2 allows marine shipping terminals and railroad yards.
2. Development standards. See Table 5. The C-2, M-S, M-M and M-2 have basic standards for height, setbacks, landscaping and outdoor storage, but do not have any special building or site design standards. The M-1 zone has building material and modulation standards, plus additional landscaping and open space requirements (see EMC [19.27 Zone M-1 Regulations](#)). The ULI zone has the highest level of design standards, including building design, site and public improvements (see EMC [19.20 Metro Everett and Core Residential Area Development Standards](#)).

COMPREHENSIVE PLAN (INDUSTRIAL), CURRENT:

Until earlier in 2019, there were a total of six land use map designations applied to areas zoned for industrial areas. However, the six designations have recently been consolidated into two – “Industrial” and “Metropolitan Center.” The industrial designation is applied to large tracts in areas that include manufacturing, warehouse and other industrial activities. Everett has historically placed a high value on its industrial land base and has supported it through substantial investments in infrastructure and subarea planning. Conversion to other uses (i.e., residential) has not been supported historically, in part due potential nuisance and compatibility issues that could result if residential uses are allowed in closer proximity to established industrial activities. The City will continue to prohibit or discourage conversion of most industrially zoned land to other uses.

ZONING CODE (INDUSTRIAL), DRAFT CONCEPT:

Zone Consolidation: Based on similarities in the permitted uses and development standards, the number of industrial zones can be reduced from the current six zones down to two zones.



The basis for creating distinctions between the two proposed zoning designations can be considered by examining the following:

- **Lot size simplification** – Some existing zones were originally created in North Everett, which is made up of smaller, platted lots. This includes the M-S, C-2, and ULI zones. Other zones have a one-acre minimum, while the M-1 zone has a five-acre minimum.
- **Building heights** – Building heights may be established based on a height map for the entire City. The height map can identify areas of reduced height (i.e., near views or residentially zoned property), and greater height (i.e., Boeing).
- **Uses** – Use distinctions may be established that differentiate based on potential impacts. For example, traditional manufacturing uses that generate noise, odor, or vibration should only be allowed in areas that have significant separation from residential uses. Lighter industrial or heavy commercial type activities may be located more closely to established residential uses, and, in limited circumstances, may even be integrated. An example is the current ULI zone, which allows for light industrial, commercial and residential uses. Reducing the range of general commercial uses allowed in industrial zones will be considered, in order to preserve most industrial and for industrial uses.
- **Performance Regulations** – New requirements may be created to ensure compatibility between industrial and other uses. This could include separation standards, buffering, noise thresholds and other standards intended to mitigate the potential impacts of nuisances.

Table 6 - Industrial Zone Concept – Proposed Zones

Zone	Purpose/Intent	Existing Zone Equivalent	Location/ Geographic	Uses	Development Standards Concept
LI (Light Industrial) & (Urban Light Industrial)	Wide variety of heavy commercial and light industrial uses. Areas within Metro and SW Everett have higher quality development standards than outside Metro	C-2, M-M; M-1; ULI	Metro perimeter; SW Everett; Airport Rd;	Wide variety of heavy commercial, light industrial activities; office and business parks. Differentiate by subarea or street. Stricter limits on retail and general commercial uses.	Site improvements and building design. Use Metro standards as starting point (ULI zone)
HI (Heavy Industrial)	Heavy manufacturing uses, including aircraft. Marine related commerce; working waterfront; Prioritize public access to shoreline areas	M-S; M-2	Waterfront; Smith Island; Boeing; Hardeson Rd (west side)	Heavy industrial and manufacturing. Differentiate by subarea or street. Stricter limits on retail and general commercial uses.	Site improvements; landscaping; screening; buffering. Use performance regulations to prevent/mitigate impacts