City of Everett

Potential Residential INFILL Measures

June 2013

ACKNOWLEDGMENTS

The City of Everett thanks the members of the public for their thoughtful perspectives to help plan for the future of our community.

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CONTENTS

Executive Summary vii

1. Introduction 1

2. City of Everett Current Infill Measures 3

2.1 Policy Measures 3

2.2 Regulatory Measures 9

3. Policy Context 17

3.1 Planning Principles 17

3.2 Economic Context 18

3.3 Economic Context: Background Data and Discussion 19

Relationship Of Building Type, Development Cost and Required Rents 19

Current Market and Development Conditions 20

Potential Future Market Conditions 22

4. Infill Strategies 25

4.1 Introduction 25

4.2 Infill Measures 27

Guide to the Ratings 27

A Note on the Ratings 27

1. Allow Cottage Housing in Single Family Residential Zones 32

2. Allow Row House Development in Single Family Residential Zones 34

3. Develop a Tailored Infill Overlay Program 36

4. Establish Development and Design Standards for Micro-units 38

5. Use Building Form to Regulate Density 40

6. Create Flexible Small Parcel Standards 42

7. Re-designate Low Density Areas for Multiple Family Development 44

8. Streamline Development and Building Codes 46

9. Increase Transportation Impact Fees to Fund More or Better Projects 48

10. Develop a Park Impact Fee 50

11. Reduce Level of Service (LOS) Requirements in Defined Areas 52

12. Eliminate Min. Parking Requirements for Small Multifamily Developments 54

13. Expand Lower Parking Requirements Outside of Downtown 56

14. Provide Incentives for Private Land Assembly 58

15. Expand the Multifamily Tax Exemption (MFTE) Program 60

16. Prepare Targeted Development Plans for Priority Infill Areas 62

17. Promote Public/Private Partnerships for Redevelopment 64

18. Make Strategic Public Investments in Public Amenities 66

19. Conduct Outreach to Major and Growing Employers 68

20. Design Guidelines and Design Review 70

4.3 Additional Development Potential 73

APPENDICES

Appendix 1 City Workshops

Appendix 2 Planning Commission Meetings

Executive Summary

The Puget Sound Regional Council (PSRC) *Vision 2040 Regional Growth Strategy* seeks to focus a major share of employment and housing in metropolitan cities and regional growth centers connected and served by fast and frequent high-capacity transit service. Everett has been designated as a regional growth center and the only metropolitan city in Snohomish County. These designations create the expectation that Everett will accommodate significant growth above its 2025 target.

Over the past several years Everett has taken numerous steps to permit, encourage and attract higher densities in the CBD, core area residential neighborhoods and the Broadway and Evergreen Way corridors. City actions to promote infill, including Comprehensive Plan policies and implementation measures, regulatory measures, and design standards for infill development are described in **Chapter 2** of this report.

In order to meet growth expectations, the City is seeking to identify additional measures and approaches to achieve increased density urban infill and redevelopment in a balanced manner that preserves and enhances the character of the City's well-established neighborhoods and many community assets. With support from a Growth Management Act (GMA) Planning Grant from the Washington Department of Commerce, the City undertook this project to develop an innovative program of measures to increase urban infill densities through design and development regulations or other creative approaches.

As a first step in this process, the City researched urban infill best practices and lessons learned from other jurisdictions and agencies throughout the United States. Because the City is projected to have sufficient capacity to meet growth expectations for future employment, the research effort focused primarily on residential infill measures. This effort is documented in City of Everett *Review of Residential Infill Measures* (April 2013).

Building from this research, together with input from staff, developers and the public, the City identified the 20 potential infill measures that either directly or indirectly could support the City in achieving increased density urban infill development.

Chapter 4 of this report describes each potential infill measures, including ratings and implementation approaches. The 20 measures considered in this report are listed on the following page in Table ES-1

Table ES-1 Potential Direct and Indirect Measures

Direct Measures	Indirect Measures
1. Allow cottage housing in single family residential zones	8. Streamline development and building codes
2. Allow row house development in single family residential zones	9. Increase transportation impact fees to fund more or better projects
3. Develop a tailored infill overlay program	10. Develop a park impact fee
4. Establish development and design standards for micro-units	11. Reduce level of service (LOS) requirements in defined areas
5. Use building form to regulate density	12. Eliminate minimum parking requirements for small multifamily developments
6. Create flexible small parcel standards	13. Expand lower parking requirements outside of downtown
7. Re-designate low density areas for multiple family development	14. Provide incentives for private land assembly
	15. Expand the Multifamily Tax Exemption (MFTE) Program
	16. Prepare targeted development plans for priority infill areas
	17. Promote public/private partnerships for redevelopment
	18. Make strategic public investments in public amenities
	19. Reach out to major and growing employers
	20. Design guidelines and design review

Each measure was rated based on ten evaluation criteria, discussed in Table ES-2. Ratings of each potential infill measure are shown in Table ES-3 and Table ES-4.

Table ES-2 Description of Evaluation Criteria

Evaluation Criteria	Description
1. ***Impact on Increasing Residential Density***	Does the action increase residential density levels and/or the City's capacity for residential development? The ability of both direct and indirect actions to increase density and capacity were considered.
2. ***Level of Community Interest***	How likely is the community to support the action? Evaluation was based on prior comparable proposals, current neighborhood feedback, and similar proposals in other Puget Sound jurisdictions.
3. ***Impact on City Financial/Staffing Resources***	Would additional City resources be required to develop and/or implement the action? Ratings are based in part on whether the action would have a temporary or long-term impact on resources.
4. ***Consistency with Adopted Plans***	Would the action require amendments to adopted policies? Ratings are based on whether the action is consistent or inconsistent with adopted policies.
5. ***Consistency with Adopted Regulations***	Would the action require amendments to adopted regulations? Ratings are based on whether the action would be permitted under existing regulations, would require only minor amendments to existing regulations, or would require a new regulatory structure.
6. ***Responsive to Market Demand***	Would the action provide additional opportunities to meet known or anticipated market demand?
7. ***Impact on Development Feasibility***	Would the action increase financial feasibility of development based on either decreased development costs or increased development value?
8. ***Impact on Established Single Family Residential Neighborhoods***	Would the proposal change the character of established single family residential neighborhoods? Factors considered include whether new housing types, density increases, or changes to development standards or design guidelines are included as part of the action.
9. ***Impact on Housing Mix***	Would the action promote an expanded mix of housing types available in the City?
10. ***Impact on Public Infrastructure Funding***	Would the action increase funding available for public infrastructure?

Table ES-3 Direct Measures

Categories	Impact on Increasing Res. Density	Level of Community Interest	Impact on City Resources	Consistency with Adopted Plans	Regulatory Consistency	Responsive to Demand	Development Feasibility	Impact on Established SF Res. Neighborhoods	Increases Mix of Housing	Impact on Public Infrastructure Funding
Direct Measures										
Single Family										
1. *Allow cottage housing in single family residential zones*	◑	◑	◑	●	◑	●	●	◑	●	◑
2. *Allow row house development in single family residential zones*	◑	◑	◑	●	◑	●	●	◑	●	◑
3. *Develop a tailored infill overlay program*	◑	◑	○	○	○	◑	◑	◑	●	◑
Multifamily										
4. *Establish development and design standards for micro-units*	◑	○	◑	○	○	◑	◑	●	●	◑
5. *Use building form to regulate density*	●	○	◑	○	◑	●	◑	●	◑	●
All Residential										
6. *Create flexible small parcel standards*	◑	◑	◑	●	◑	●	●	◑	●	◑
7. *Re-designate low density areas for multiple family development*	●	○	◑	○	○	◑	◑	○	●	●

Table ES-4 Indirect Measures

Categories	Impact on Increasing Res. Density	Level of Community Interest	Impact on City Resources	Consistency with Adopted Plans	Regulatory Consistency	Responsive to Demand	Development Feasibility	Impact on Established SF Res. Neighborhoods	Increases Mix of Housing	Impact on Public Infrastructure Funding
Indirect Measures										
Regulatory Measures										
8. *Streamline development and building codes*	◑	◑	◑	●	○	◑	●	●	◑	◑
9. *Increase transportation impact fees to fund more or better projects*	◑	●	◑	●	◑	◑	◑	●	◑	●
10. *Develop a park impact fee*	◑	●	○	○	○	◑	◑	●	◑	●
11. *Reduce level of service (LOS) requirements in defined areas*	◑	○	◑	◑	◑	◑	●	◑	◑	◑
12. *Eliminate minimum parking requirements for small multifamily developments*	◑	○	◑	○	◑	●	●	◑	◑	◑
13. *Expand lower parking requirements outside of downtown*	◑	○	◑	○	◑	●	●	◑	◑	◑
14. *Provide incentives for private land assembly*	◑	◑	◑	◑	○	●	●	◑	◑	●
Plans and Programs										
15. *Expand the Multifamily Tax Exemption (MFTE) Program*	◑	◑	◑	◑	◑	◑	●	●	●	◑
16. *Prepare targeted development plans for priority infill areas*	◑	◑	○	◑	○	●	◑	◑	●	●
17. *Promote public/private partnerships for redevelopment*	◑	◑	○	◑	●	●	◑	◑	●	◑
18. *Make strategic public investments in public amenities*	●	●	○	●	●	●	◑	●	◑	○
19. *Reach out to major and growing employers*	◑	◑	○	●	●	●	◑	●	◑	◑
20. *Adopt new design standards and/ or a new design review process*	○	●	○	●	●	◑	◑	●	◑	◑

1. Introduction

The Puget Sound Regional Council (PSRC) *Vision 2040 Regional Growth Strategy* seeks to focus a major share of employment and housing in metropolitan cities and regional growth centers connected and served by fast and frequent high-capacity transit service. Everett has been designated as a regional growth center and the only metropolitan city in Snohomish County. These designations create the expectation that Everett will accommodate significant growth above its 2025 target.

Over the past several years Everett has taken numerous steps to permit, encourage and attract higher densities in the CBD, core area residential neighborhoods and the Broadway and Evergreen Way corridors. As reflected by current trends documented in the 2012 *Snohomish County Buildable Lands Report* and other recent city market analyses, new developments are not maximizing the development potential of existing land use regulations. In order to meet growth expectations, the City is seeking to identify additional measures and approaches to achieve increased density urban infill and redevelopment in a balanced manner that preserves and enhances the character of the City's well-established neighborhoods and many community assets.

In order to help meet this challenge, the City successfully obtained a Growth Management Act (GMA) Planning Grant from the Washington Department of Commerce to develop an innovative program of measures to increase urban infill densities through design and development regulations or other creative approaches. As a first step in this process, the City researched urban infill best practices and lessons learned from other jurisdictions and agencies throughout the United States. Because the City is projected to have sufficient capacity to meet growth expectations for future employment, the research effort focused primarily on residential infill measures. This effort is documented in City of Everett *Review of Residential Infill Measures* (April 2013).

Building from this research, together with input from staff, developers and the public (see Appendices), the City identified the 20 infill measures described in this report.

This report is organized into three major sections:

- **City of Everett Current Infill Measures (Chapter 2)** – lists existing Comprehensive Plan policies and implementation measures that provide guidance for residential infill; regulatory measures that implement Comprehensive Plan policies, providing incentives, flexibility, and design standards for infill development; and a Urban Land Institute (ULI) workshop undertaken in 2006 focused on strategies to promote downtown development and reinvestment.
- **Policy Context (Chapter 3)**– provides a discussion of the long-term economic and planning context for consideration of potential infill options.
- **Infill Strategies (Chapter 4)** – contains a description of each potential infill measures, including ratings and implementation approaches. Evaluation criteria and the rating structure is also described.

The information contained in this report is intended to provide the City with a range of direct and indirect options to meet regional expectations while also preserving and enhancing the key characteristics that have and will continue to make Everett a desirable place to live and work.

2. City of Everett Current Infill Measures

This section includes adopted Comprehensive Plan and regulatory measures that address residential infill development. Comprehensive Plan policies are directly excerpted from the Land Use and Housing elements of the Plan. Regulatory measures are summarized from Everett Municipal Code (EMC) Title 3 Revenues and Finance, Title 18 Land Division, and Title 19 Zoning. This section also includes a brief summary of the findings of a 2006 ULI Technical Assistance Panel discussion of recommendations to encourage redevelopment and reinvestment in Everett's downtown.

2.1 Policy Measures

Table 1 City of Everett Adopted Comprehensive Plan Infill Measures (August 2005 Update)

Land Use Element	
Policies	
2.1.2	Promote increased densities and alternative housing types in all residential neighborhoods through appropriate design standards that reinforce the single family character of areas zoned single family, and which assure that multiple family developments integrate with and enhance neighborhoods in which they are permitted.
2.1.4	Continue to encourage the development of higher density housing for a wide variety of income groups in downtown and the surrounding neighborhoods.
2.1.5	Improve the pedestrian system and public transportation system serving each neighborhood.
2.1.7	Promote high-density residential use in well designed, mixed commercial developments and activity centers such as downtown, near transportation facilities, and other appropriate locations where a mix of uses will promote a more efficient use of land and support of transportation facilities and be made compatible with surrounding neighborhoods.
2.1.8	Promote development of neighborhood parks and use of existing public school recreational facilities for year round use by the residents of Everett's neighborhoods.
2.1.9	Promote increased ridership of public transit and increase the frequency of transit service to all residential neighborhoods.
2.1.10	Encourage well-designed infill development and redevelopment in established residential areas that protects and enhances neighborhood character.
2.11.9	Metropolitan Center, Growth Center, Activity Center policies.

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Housing Element

Objectives and Policies

Objective	**4.1**	The City shall promote a wide variety of housing choices within the Everett Planning Area.
Policy	**4.1.2**	The City shall promote housing alternatives to the large lot single family detached dwelling and large apartment complexes.
Objective	**4.3**	The City shall increase access to affordable housing by instituting a variety of programs increasing the supply of housing while maintaining the character of existing neighborhoods.
Policy	**4.3.3**	The City shall evaluate existing land use regulations to identify measures that could increase the supply of affordable housing throughout the entire Everett Planning Area. Examples of potential code revisions include more liberal allowances of duplexes and single family attached dwellings, rear yard infill dwellings, as appropriate.
Policy	**4.3.4**	The City shall coordinate with Snohomish County and other cities within the county to ensure that enough housing is provided to meet the needs of the projected population levels and household incomes within the county for the next twenty years and beyond.
Objective	**4.5**	In order to maximize the public investment that has already been made in public infrastructure, the City shall support the compact land use strategy of the comprehensive plan with housing measures that increase the residential density of the Everett Planning Area and that maintain the quality and character of existing neighborhoods.
Policy	**4.5.1**	The City should update design standards for higher density housing types to protect and enhance the character of existing neighborhoods.
Policy	**4.5.2**	The City should provide amenities and incentives to encourage the construction of high density housing in target neighborhoods in and near the downtown, including the Riverfront, the Broadway corridor, the West Slope, Downtown/CBD, Neighborhood Infill, East Central, and Rucker/Grand areas identified in the figure at right (see opposite page).

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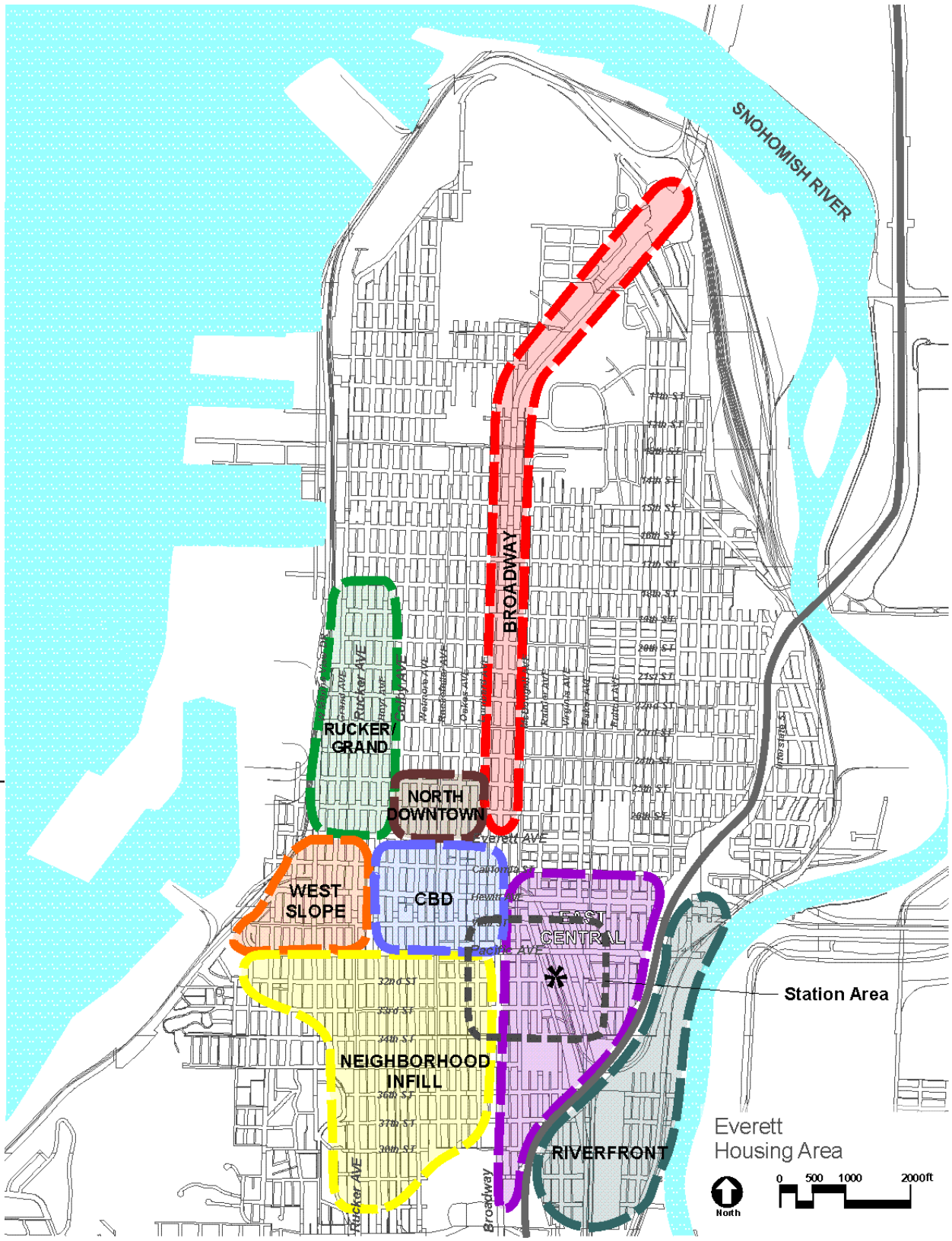

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Implementation Measures: Administrative and Financial Measures	
12	Assemble packages of publicly owned land for affordable housing or mixed-use housing development.
16	Provide public amenities such as parks; public plazas; street trees; street lights; community centers; and pedestrian and bicycle connections to the CBD, water and nearby trails to encourage private investment in high density housing in strategy areas in and near the downtown.
17	Extend the multiple family tax abatement program to high density strategy areas outside the CBD when the development is well-designed and constructed of high quality materials.
18	Consider public/private partnership opportunities whereby public parks could be developed in conjunction with private development.
19	Conduct "area" or neighborhood plans for high density strategy areas in and around the downtown to determine goals, objectives, and visions for development of the areas. Such planning should start with a focused market analysis to determine what the opportunities and gaps are in relationship to desired uses.
20	Address safety issues in high density strategy areas in and near the CBD to encourage investment in these areas.
21	Complete sewer and water plans that analyze localized improvements needed for high density development in strategy areas in and around the downtown. Form Local Improvement Districts to construct utilities where localized sewer and water line deficiencies are inhibiting redevelopment.

Implementation Measures: Measures Related to the Land Use Element	
3	Provide density incentives in return for affordable owner-occupied housing.
4	Provide density incentives in return for affordable rental housing.
5	Allow innovative subdivision techniques, such as "zero lot line" development, "angle lots," "zipper lots," "alternate lot widths" and other platting methods in single family zones that increase single family densities and affordability over conventional platting methods.
6	Modify lot size and width requirements to encourage a variety of dwelling sizes and avoid the visual monotony of "cookie cutter" developments.
7	Allow rear yard "infill dwellings" in single-family zones where alley access is available.

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Implementation Measures: Measures Related to the Land Use Element (cont.)	
9	Require minimum, as well as maximum, densities within residential zone districts.
10	Use performance based standards instead of maximum density standards for evaluating higher density housing developments. Base approval of such developments on whether they meet neighborhood compatibility standards and affordable housing objectives.

Implementation Measures: Examples of Potential Zoning Code Changes	
1	Eliminate provisions for duplexes in R-1 zone
2	Revise standards for accessory dwelling units to allow in detached buildings
3	Establish an administrative review process to allow townhouse development in single family zones
4	Allow infill dwellings on all residential lots with rear alley access
5	Update design standards/guidelines multifamily housing
6	Provide a design departure process to allow flexibility for residential development
7	Eliminate minimum lot area, lot width, lot depth requirements for multifamily, business and commercial zones with alley access
8	Eliminate lot coverage requirements for small lot single family development in R-3 and R-4 zones
9	Allow attached or detached ADU on all R-3 and R-4 zoned lots
10	Require ground floor commercial or other related uses to improve the desirability of the CBD as a place to live
11–16	Specific measures for the strategy areas, including the Multifamily Neighborhood Infill, West Slope, Rucker/Grand, North Downtown, Broadway and East Central areas

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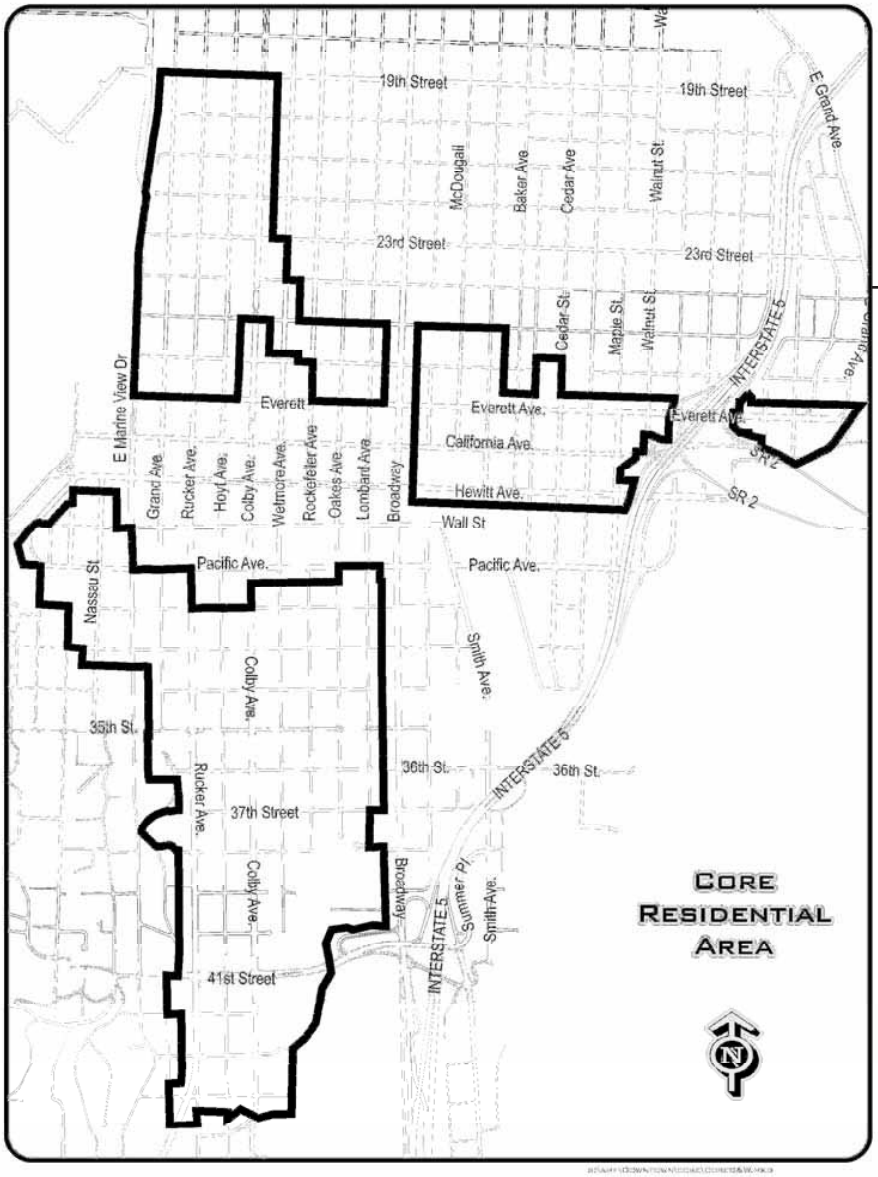
Implementation Measures: Housing Strategy Areas

Area Strategies

Provides specific area strategies for designated strategy areas. Information includes:

- Vision
- Existing conditions
- Desired development types
- Constraints/opportunities
- Community development strategies/actions
- Possible regulatory measures to encourage desired multiple family housing
- Possible regulatory measures to accommodate compact single family and townhouse development



Boundaries of the Core Residential Areas are shown in heavy black line.

Images Courtesy of City of Everett

2.2 Regulatory Measures

Table 2 City of Everett Title 19 Land Use Code of Everett (December 2012 Update)

Section 6.110 Small Lot Single Family Dwelling and Duplex Development Standards	
Applicability	• Single family dwellings on less than 5,000 sf • Duplexes on any sized lot
Intent	• Compatible with neighboring properties • Friendly to the streetscape In-scale with lots upon which they are to be constructed
Standards	• Doors and windows face street • Distinct entry feature (allowance to encroach into front yard) • Alley access required where available • Front access garage setback from building façade • Maximum lot coverage 50% • Maximum gross floor area 50% of lot area • Specific area standards • Duplex form requirements if connected by nonresidential portion of structure

Chapter 33G Core Residential Development and Design Standards	
Intent	• To promote a broad range of housing opportunities in the core area of the city • To encourage development than enhances safety • To create an attractive environment for residents • To reinforce and enhance the desirable qualities of the city's core residential areas
Zoning Standards	• Wide range of residential uses permitted • Height varies according to location - 35 – 65 ft. • Setbacks – 10 ft front setback, unless garage, then 18 ft; no rear setback; side setback variable 0 – 10 ft. • Density – unlimited, except in R-3, then 1 unit/1,500 sf • Minimum lot width, lot depth and landscaped area specified
Pedestrian Access	• On-site pedestrian circulation system standards for multifamily development specified • Pedestrian system may be shared with auto travel lane if travel lane provides access to 16 or fewer parking spaces and special paving features are approved
Parking and Access	• Shall not be located between building closest to street and the street • Tandem parking for spaces serving the same unit permitted • Access courtyards with shared open space and parking/circulation areas permitted if special pavement and landscape treatment, subject to administrative approval • Garage wall facing street limited in size, setback from building façade • Alley access required if site abuts alley

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LEGEND:

✓ Desirable in most or all locations in area

✓ Desirable in some locations in area

Housing Types		Broadway	West Slope	Downtown/CBD	North Downtown	Neighborhood Infill	East Central	Rucker/Grand
Tower:	Mixed-Use		✓	✓				
	All Residential		✓	✓				
5 over 1:	Mixed-Use	✓	✓	✓	✓	✓	✓	
	All Residential	✓	✓	✓	✓	✓	✓	
3 over 1:	Mixed-Use	✓	✓		✓	✓		
	All Residential	✓	✓		✓	✓		✓
Townhouse					✓	✓		✓
Cottage Housing						✓		✓
Small Lot Single-Family Detached/ Accessory Dwelling Units (Attached or Detached)						✓		✓

Images Courtesy of City of Everett

Chapter 33G Core Residential Development and Design Standards (cont.)

Open Space	• Open space standards specified; may include porches and balconies, subject to conditions
Building Design	• Entrance to each structure must face the street • Weather protection at front entrance • 15% of front façade must be transparent • Architectural details specified • Modulation/articulation measures specified • Developments encouraged to promote compatibility, complement, enhance existing neighborhoods
Landscaping and Screening	• Landscape and fencing standards specified
Cottage Housing	• Defined as small, detached dwelling units clustered around a central common open space • Allowed in R-3, R-4, R-5 zones through an administrative review process (Type I) • 1500 sf/unit; 800 sf/floor area • Height limit 25 ft; must have pitched roof • Minimum common open space 400 ft; minimum 10 ft between structures • 1.5 parking spaces/unit • Developments must contain a minimum of four and maximum of 12 units/cluster
Rear Yard Infill Dwelling Units	• Defined as one or more dwelling units constructed on the rear portion of a lot containing one or more dwellings on the front portion of the lot. • Permitted in R-3, R-4, R-5 through administrative review process (Type I) • Maximum one infill unit per legal lot • Prior to construction, rear yard must have minimum 2,000 sf area • Minimum 18 ft separation between existing dwelling and infill dwelling • 1 – 1.5 parking space/unit

Section 34.070 Modification of Parking Requirements

Discretionary review process for reduction in on-site parking	• Review criteria includes consideration of the proximity to and availability of public transportation facilities. Location of a transit stop on the subject lot may be required.

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Images Courtesy of City of Everett

Chapter 7 Accessory Dwelling Units

Definition	• Defined as an additional room or set of rooms located in an owner-occupied single-family dwelling and intended to be occupied by not more than one family as living accommodations independent from the owner's family.
Permitted Use	• Permitted in the A-1, R-S, R-1, R-2, R-1(A) and R-2(A) zones, subject to administrative review (Type 1) • Prohibited on lots within an easement access short subdivision • May be created within an existing single-family dwelling unit on lots containing at least 5,000 sf • One accessory unit permitted on a legal building lot • May not be located in any detached structure • One dwelling must be occupied by an owner of the property
Standards	• Floor area may not exceed 40% of the total floor area of the structure • A total of three off-street parking spaces are required for both the primary and accessory units • Parking for the accessory unit must gain access from an alley if available • Single family appearance and character of the dwelling shall be maintained when viewed from the surrounding neighborhood • One entrance to the residential structure from the street side

Section 39.125 Live/Work Units

Definition	• Spaces that function as both work spaces and residences.
Permitted Use	• Permitted in Neighborhood Business (B-1, B-2, B-3), General Commercial (C-1), Broadway Mixed Use, Evergreen Way, and Mixed Use Overlay zones. (39.125).
Standards	• No portion may be rented or sold as commercial space for persons not living on the premises or as residential space for persons not working on the premises. Multifamily design guidelines do not apply.

Section 39.130 Lot Averaging

Definition	• Individual lots considered legal lots if the average area of all lots meets minimum requirements for the district in which the subdivision is located.
Permitted Use	• Permitted in R-S, R-1 and R-2 zones
Minimum Lot Area Standards	• 4,000 sf or 3,000 sf if alley access, additional specific conditions apply

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Section 39.130 Cluster Alternatives for Subdividing (also Title 18.28.210)	
Purpose	• Allow greater flexibility in residential development. • Allow for "cluster alternative" providing flexibility for innovative patterns that are consistent with comprehensive plan policies, including zero lot line, zipper lots, angle lots, not lots, Z-lots, or cluster lots.
Permitted Use	• Permitted in any single family residential zone allowing for the development of single family detached dwellings • Must contain at least 7 single family detached or attached dwelling units
Review Process	• Hearing Examiner review (Process III)
Standards	• Lot area, lot width, lot depth, building setbacks, lot frontage and lot coverage may be modified, subject to specific conditions

Table 3 Title 18 Land Division (Accessed February 2013)

Title 18.36 Small Project Impact Fee	
Core Area	In the core area, the transportation impact fee to be calculated based on 50% of the ITE Trip General Manual rate or as approved by the city engineer.
Fee Phasing	Fee phased in over a two-year period, $300/PM peak hour trip in the first year, $600/PM peak hour trip in the second year and $900/PM peak hour trip after two years, which is the fee for all other areas of the City.

Table 4 Title 3 Revenue and Finance (http://www.mrsc.org/wa/everett/index_dtsearch.html, Accessed February 2013)

Chapter 3.78 Multifamily Housing Property Tax Exemption	
Purpose	• Encourage increased residential housing, including affordable housing opportunities, in keeping with the goals and mandates of the Growth Management Act (Chapter 36.70A RCW) • Stimulate the construction of new multifamily housing and the rehabilitation of existing vacant and underutilized buildings for multifamily housing in the city's urban center having insufficient housing opportunities.
Designation Criteria	• Located within the urban center as designated by the city council and Evergreen Way MUO zones. • Area lacks sufficient available, attractive, convenient, desirable and livable housing to meet the needs of the public • Provision of additional housing would encourage increased residential opportunities • City may consider additional discretionary factors described in the ordinance
Tax exemption	• Limited 12-year exemption from ad valorem property taxation if 20% of housing is affordable; 8-year exemption for market rate
Project Eligibility	• Located in targeted residential area pursuant to ordinance • Must not displace existing residential tenants • Must contain a minimum of eight multifamily units or four multifamily units if located above a ground floor commercial use • At least 50% of the space must be for permanent housing • Must comply with all city codes, policies and guidelines, including specific design requirements established in the ordinance
Residential targeted area designated	• Targeted areas include: » Downtown/Everett Station Area » 41st Street Mixed Use Overlay Zone » 50th Street Mixed Use Overlay Zone » Madison—Pecks Mixed Use Overlay Zone » Casino Road Mixed Use Overlay Zone » 4th Avenue West Mixed Use Overlay Zone » 112th Street SW Mixed Use Overlay Zone » Airport Road Mixed Use Overlay Zone

Table 5 Urban Land Institute Technical Assistance Panel: Mobilizing the Private Sector to Invest in Downtown Everett (October 2006)

At a Glance

The City of Everett Downtown Plan seeks to guide future land use decisions to transform the downtown core into a vibrant mixed-use center. Significant public investment by the City in downtown amenities has improved the appearance of the city center but has not motivated several landowners to either invest in their property or to sell, despite evidence of market interest in higher-use development. The City invited the Urban Land Institute Technical Assistance Panel to address several core questions:

1. How do we encourage property owners to invest in property improvements or sell to higher uses?
2. How do we attract new investors given the condition of existing buildings?
3. How do we utilize the available legal, political, financial and public relations tools to change the status quo?
4. What are our constraints and how do we overcome them?
5. What can we learn from other cities?

Key Concepts

Encourage Property Owners to Invest of Sell	• Aggressively enforce current codes • Invest in a focal point on Colby to create a stellar two-block stretch as a magnet for activity and investment • Develop pools of capital such as loan programs and venture capital, as well as strategic leveraging of public investment to encourage private improvements • Institute a façade improvement program • Develop and enforce a Minimum Maintenance Ordinance • Apply public pressure to expose problem behaviors
Attract New Investors	• Make innovative government investment • Re-brand Everett through a targeted public relations campaign • Create a key attraction to serve as a magnet for activity and investment • Actively and evenly enforce current maintenance and safety codes, • Embrace generational change in property ownership
Utilize Tools for Change Assessment	• Access funds for investment through a Local Improvement District or similar vehicle • Enhance investment readiness through pre-qualifications for tax credits and up-front reviews • Manage public perceptions to change investor's views of Everett and pressure current landlords to invest or sell • Build partnerships and meet regularly with other public entities interested in the success of downtown • Create an entrepreneurial development authority that can access markets • Take risks and act in the public interest
Overcome Constraints	• Concentrate resources on a specific area or set of issues • Maintain the political will to allocate resources • Stand behind enforcement, and make strong decisions • Partner with social service agencies as strategic allies

3. Policy Context

The potential infill strategies identified in this report are intended to help inform the City's long-term comprehensive planning process. As required under the Washington Growth Management Act (GMA), this planning process must consider policy direction to provide adequate capacity for planned population over a 20-year time horizon. In addition, in *Vision 2040*, the Puget Sound Regional Council (PSRC) has set population targets that extend to 2040, beyond a 20-year planning horizon. *Vision 2040* also designates the City of Everett as a metropolitan city, with the expectation that Everett will increase its development capacity by about 61,000 residents.

Regardless of the specific target, the City recognizes that long-range planning represents the community's collective best estimate as to the future and how best to guide that future. As such, the comprehensive plan update process is just one further step on a longer path that will require on-going attention and adaptive management to adjust to changing social, economic and environmental conditions. This Chapter provides some additional discussion of the longer-term planning and economic context in which the potential infill measures may be considered.

3.1 Planning Principles

The *Vision 2040* expectation that Everett will grow beyond its current planned capacity prompted this evaluation of reasonable measures to hasten, focus and manage that growth. The City can move forward in the near-term with several of these measures.

Consideration of growth trends to 2040 invites Everett to apply a flexible "adaptive management" strategy to long-term planning for growth. Such a strategy accepts that there are many variables and unknowns the further one looks into the future, but recognizes that the City does not have to make all its future growth decisions at this time. The structure of the Growth Management Act builds in statutory milestones for the City to update its comprehensive plan and respond to emerging circumstances and community priorities of the day.

Those periodic updates provide an opportunity for Everett to take stock of and respond to future demographic, environmental, societal and market realities that can only be guessed at now. The City will have the ability to adapt its plan and actions to the new information, including appropriate course corrections.

Finally, it is important to remember that the overall direction and quality of the City's future growth is more important than what specific year it reaches a quantitative population or employment target. With a regional plan that adds virtually no area to the metropolitan urban growth area by 2040, but forecasts an additional 1.2 million people, it is highly likely that growth and change will come to Everett.

Shaping the form, character, and quality of that growth in a way that is true to the community's history and sense of self is the purpose of the comprehensive plan and its implementing measures. For Everett

to successfully transform into a major metropolitan city, its people must create a comprehensive plan that accepts change while holding onto Everett values.

3.2 Economic Context

Based on an assessment of the relationship of density, market demand and development feasibility, we conclude that there are economic forces that may provide resistance to higher levels of density over the mid-term. In particular, there may not be sufficient market support for development at prices necessary to assure adequate returns to developers. Key conclusions are listed below, followed by a more detailed discussion of key economic factors.

1. Multifamily building types can vary significantly in potential density from 20-30 per acre for garden apartments, to 130-175 for 4/5 floors wood frame residential over concrete base, to 300-500 for high rise. The latter building type offers tremendous capacity for residential density. However the cost per residential unit is significantly higher than for other types, as is the required rent to provide for adequate financial return to a developer.

2. Multifamily development is being built at densities well below the allowable density in most cases in Everett. In areas such as Downtown where high rise buildings are allowed, the largest buildings are 4/5 over 1. Outside of Downtown, the largest buildings are garden apartments, often at densities less than allowed by zoning.

3. Overall, prevailing rents for new apartments in Downtown Everett are at levels necessary to provide an adequate return on developer investment for 4/5 over 1. Prevailing rents outside Downtown Everett are at levels necessary to provide an adequate return for garden apartments. Accordingly, those types of buildings are the ones being built in those areas, and more dense development types are not being built.

4. At an annual real growth rate of 3%, rents in Downtown Everett could reach necessary levels for high rise feasibility by 2025; at a rate of 2% rates could reach those levels by 2030: and at a growth rate of 1%, rents would not reach necessary levels over the 20-year planning time horizon.

5. The prevailing rents outside Downtown would not reach the necessary levels for high rise development under any of the growth rate scenarios. They would reach levels necessary for the 4/5 over 1 building type by 2025 under the 3% growth scenario, and 2035 under the 2% growth scenario.

6. Market conditions in Everett will be at least partly driven by development conditions in other communities in the region. Development opportunities in the closer-in rings will likely slow the rate of real growth in Everett rents.

7. Sound Transit light rail extension will provide new opportunities for growth as Everett is linked more closely with other employment centers in the region. At the same time, it will provide new opportunities for other communities closer to the employment centers.

8. The densities necessary to reach the higher population targets in *Vision 2040* may not be achievable given the likelihood that rents may not reach levels necessary to provide for feasible development in the more dense configurations.

3.3 Economic Context: Background Data and Discussion

Relationship Of Building Type, Development Cost and Required Rents

There are a few basic residential building types, with each differing according to density and cost. While there is variability within each type according to design, unit mix and parking ratios, four generic types are considered in this analysis and summarized in the following table.

Table 6 Economics of Alternative Residential Building Types

	Single Family	Garden Apt.	4/5 over 1	High Rise
Building Form	Single family detached	2-3 story surface parking	4/5 story residential over concrete base w/ structured parking	12+ floors concrete/steel with structured parking
Residential Density (units per acre)	4 to 8	20 to 30	130 to 175	300 to 500
Building Construction Cost / Unit	$150,000 to $200,000	$70,000 to $100,000	$130,000 to $170,000	$250,000 to$300,000
Necessary Rent / SF / MF		$0.90 to $1.00	$1.60 to $1.70	$2.50 to $3.00

The three multifamily types shown in the right-most columns vary in height, building materials, and provision of parking. The garden apartment is most economical, as it is built of wood at a density that allows for all parking to be provided in surface lots. The 4/5 stories of wood construction is built at a height that approaches the limit of the building code (related to fire protection) and provides parking as necessary in a concrete parking structure, often one or more floors underground. A high rise building is not limited in height by the building code, and is constructed of more expensive concrete or steel materials. As with the 4/5 over 1, parking is provided in a parking structure often with multiple floors. As shown in the table, the density for the three multifamily products can vary significantly, from 20-30 per acre for the garden apartments to 300-500 for the high rise. The latter building type offers tremendous capacity for residential density. However the cost per residential unit is significantly higher, and the required rent to provide for adequate financial return to a developer is higher. (It's interesting to note that while a concrete and steel apartment building could be built at heights lower than 12 floors, there is strong disincentive to do so. To go from a six story building (5 floors of residential) to a seven story building (six floors of residential) requires an incremental cost of the additional floor plus the cost premium for building the lower floors with the more expensive construction materials. With a building 12 floors and higher, the cost premium can be absorbed.) As shown, the necessary rent for a typical unit in a high rise building is approximately 75% greater than for a typical unit in a 4/5 over 1 building, which in turn is approximately 70% higher than a garden apartment.

The ability of an area to support these theoretical densities is related to the ability of the market to support the higher rents.

Current Market and Development Conditions

An analysis of current development conditions in Everett provides some evidence of whether higher densities are supportable. The evidence is based on the type and density of current development as well as average rent levels. The data are taken from the *2012 Everett Transfer of Development Rights Study Final Report*, prepared for the City by Property Counselors.

Table 7 summarizes the characteristics of 25 multi-family projects that received building permits for new construction since 2000. The projects are organized by zoning designation, and actual density is compared to the permitted density. The highest allowable densities are in B-3, R-5 and BMU (Broadway Mixed Use) zones where there are no density limits. The most common densities are the B-2B and R-3 zones with densities of 29 units per acre, and R-4 and B-2 with densities of 58 units per acre. The latter zones allow for 80 foot building heights. Most of the recent developments are built at 3 to 4 stories with a mix of surface and structured parking. Even in the zones without height limits, the recent buildings have not exceeded 80 feet. The R-3 zone allows 45 feet in height, but recent buildings are 2 and 3 stories.

Multifamily development is being built at densities well below the allowable density in most cases. In areas such as Downtown where high rise buildings are allowed, the largest buildings are 4/5 over 1. Outside of Downtown, the largest buildings are garden apartments, often at densities less than allowed.

Rental rate data for the Everett market area are summarized in Table 8. The data are provided by Dupre and Scott, *Apartment Vacancy Report* and are broken down for three sub-areas:

- Central Everett (east of Glenwood and north of Casino Road),
- Paine Field (west of Glenwood and north of 148th SW), and
- Silver Lake (east of Evergreen Way).

Data are shown for all units as well as those built since 2000. The highest rents are in Central Everett. Average rents are somewhat higher for the newer units built. On a per square foot basis, the average rent for new buildings in Central Everett is $1.68 per square foot. This is representative of units in the higher density new projects listed in Table 7. The average rents for new buildings in Paine Field and Silver Lake are representative of the rents in the lower density new buildings shown.

In summary, prevailing rents for new apartments in Downtown Everett are at levels sufficient to provide an adequate return on developer investment for the 4/5 over 1 building type. Prevailing rents outside Downtown Everett are at levels sufficient to provide an adequate return for garden apartments. Accordingly, those types of buildings are the ones being built in those areas, and more dense development types aren't.

Table 7 Characteristics of Recent Multifamily Residential Projects

Project	Address	Year Built	Units	Zone	Act. Density	Allowed Density	Description
1904 Wetmore Avenue	1904 Wetmore Ave	2004	44	B-1	11.4	20.0	Mixed Use
510 W Casino Rd	510 W Casino Rd	2005	12	B-1	8.9	20.0	Mixed Use
Hope Village	5810 Evergreen Way	2004	16	B-2	32.2	58.0	
5717 Highway Pl	5717 Highway Pl	Permitted	8	B-2	22.9	58.0	
3214 Broadway	3214 Broadway	Permitted	120	BMU	187.5	n/a	
Library Place	2731 Rucker Ave	Construction	201	B-3	146.7	n/a	Mixed Use
Potala Village	1315 Pacific	2011	108	B-3	150.0	n/a	Mixed Use
The Riversides	3625 Everett Avenue	2005	10	C-1	22.2	58.0	
Camelot II	11030 Evergreen Way	2007	192	C-1	50.8	58.0	
Woodbrook Townhomes	9410 7th Ave SE	2004	29	R-2A	8.8	15.0	
Firhaven	1025 90th St SW	2002	9	R-3	13.6	29.0	
Brighten Square	10124 9th Ave W	2004	46	R-3	23.7	29.0	
Jasmine Court	510 75th St #12	2003	12	R-3	17.4	29.0	
Century House	2505 Howard St	2002	10	R-3	20.0	29.0	
Harleen Court	606 W Casino Rd	2007	92	R-3	32.7	29.0	
123 Dorn Ave	123 Dorn Ave	2006	3	R-3	15.0	29.0	
New Century Village Phase II	2507 Howard	2007	25	R-3	32.5	29.0	
3726 Wetmore	3726 Wetmore Ave	2009	6	R-3	27.3	29.0	
Willows	2504 Melvin Ave	2011	8	R-3	26.7	29.0	
Grandview Place North	2026 Grand Ave	2007	7	R-3H	20.6	29.0	
Habitat for Humanity	3808 Hoyt Ave	2005	5	R-4	35.7	58.0	
The Vintage	1001 E Marine View Dr	2006	259	R-4	61.4	63.8	Senior
3321 Rockefeller Av	3321 Rockefeller Av	2007	8	R-4	38.1	58.0	
2706 Everett Ave	2706 Everett Ave	2008	7	R-4	50.0	58.0	
Peninsula Apartments	3120 Colby Ave	2003	62	R-5	163.2	n/a	

Source: City of Everett Building Permit Data, Property Counselors

Table 8 Average Rents in Everett Spring 2011

All Units	All	Studio	1 Bed	2/1 Ba	2/2 Ba	3/2 Ba
Actual Rent						
Snohomish County	$879	$635	$759	$834	$975	$1,163
Central Everett	$799	$901	$752	$783	$1,135	$950
Paine Field	$836	$565	$723	$797	$961	$1,165
Silver Lake	$857	$607	$738	$812	$912	$1,084
Rent/NRSF						
Snohomish County	$1.00	$1.28	$1.10	$0.94	$0.96	$0.96
Central Everett	$1.04	$1.67	$1.18	$0.95	$1.05	$0.91
Paine Field	$0.98	$1.14	$1.04	$0.92	$0.96	$0.95
Silver Lake	$0.95	$1.37	$1.09	$0.93	$0.91	$0.91
Units Built 2000 and Newer	**All**	**Studio**	**1 Bed**	**2/1 Ba**	**2/2 Ba**	**3/2 Ba**
Actual Rent						
Snohomish County	$1,047	$627	$889	$995	$1,127	$1,381
Central Everett*	$1,326	$942	$1,270		$1,765	
Paine Field	$942	$580	$828	$1,002	$1,115	$1,411
Silver Lake	$915		$772	$854	$931	$1,125
Rent/NRSF						
Snohomish County	$1.07	$1.18	$1.18	$1.05	$1.01	$1.02
Central Everett*	$1.68	$1.73	$1.72		$1.57	
Paine Field	$1.08	$1.13	$1.12	$1.06	$1.04	$1.08
Silver Lake	$0.93		$1.02	$0.93	$0.92	$0.90

Source: Dupre and Scott, Apartment Vacancy Report Spring 2011, Property Counselors
**2008 and newer*

Potential Future Market Conditions

The potential for more density in Everett will depend upon prevailing rent levels in the future. In particular, is it realistic to expect that current rents can grow sufficiently in real terms (excluding inflation) to reach the levels necessary for more dense forms of development?

Figure 1 depicts several rent growth scenarios that might apply to Downtown Everett. The horizontal lines reflect the necessary levels for the three building types. The upward bending curves reflect an extrapolation of current rent levels at alternative growth rates of 1%, 2% and 3% compounded annually. As shown in the figure, at an annual real growth rate of 3%, rents could reach necessary levels for high rise feasibility by 2025; at a rate of 2% rents could reach those levels by 2030; and at a growth rate of 1%, rents wouldn't reach necessary levels over the time horizon.

Figure 2 depicts similar rent growth scenarios that might apply outside Downtown Everett. The prevailing rents wouldn't reach the necessary levels for high rise development under any of the growth rate scenarios. They would reach levels necessary for the 4/5 over 1 building type by 2025 under the 3% growth scenario and 2035 under the 2% growth scenario.

Figure 1 Apartment Rent Growth Scenarios-Downtown Everett

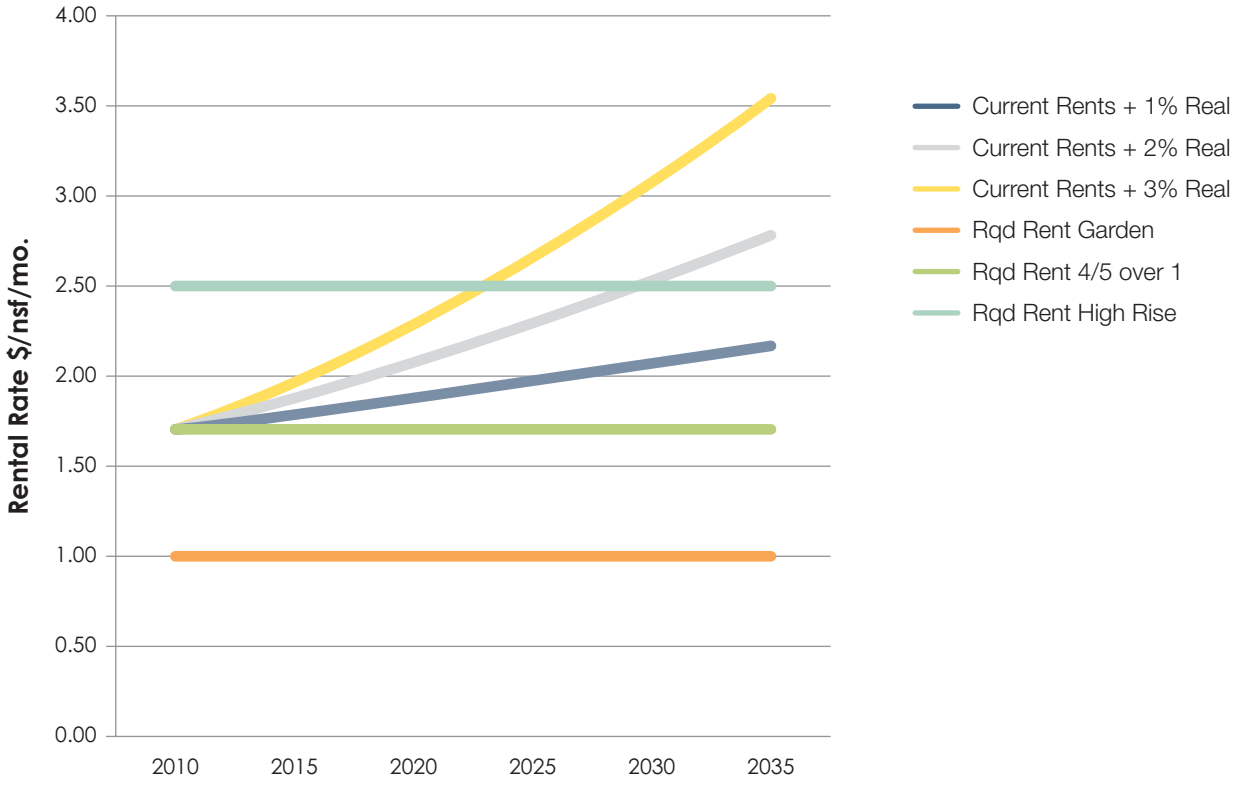
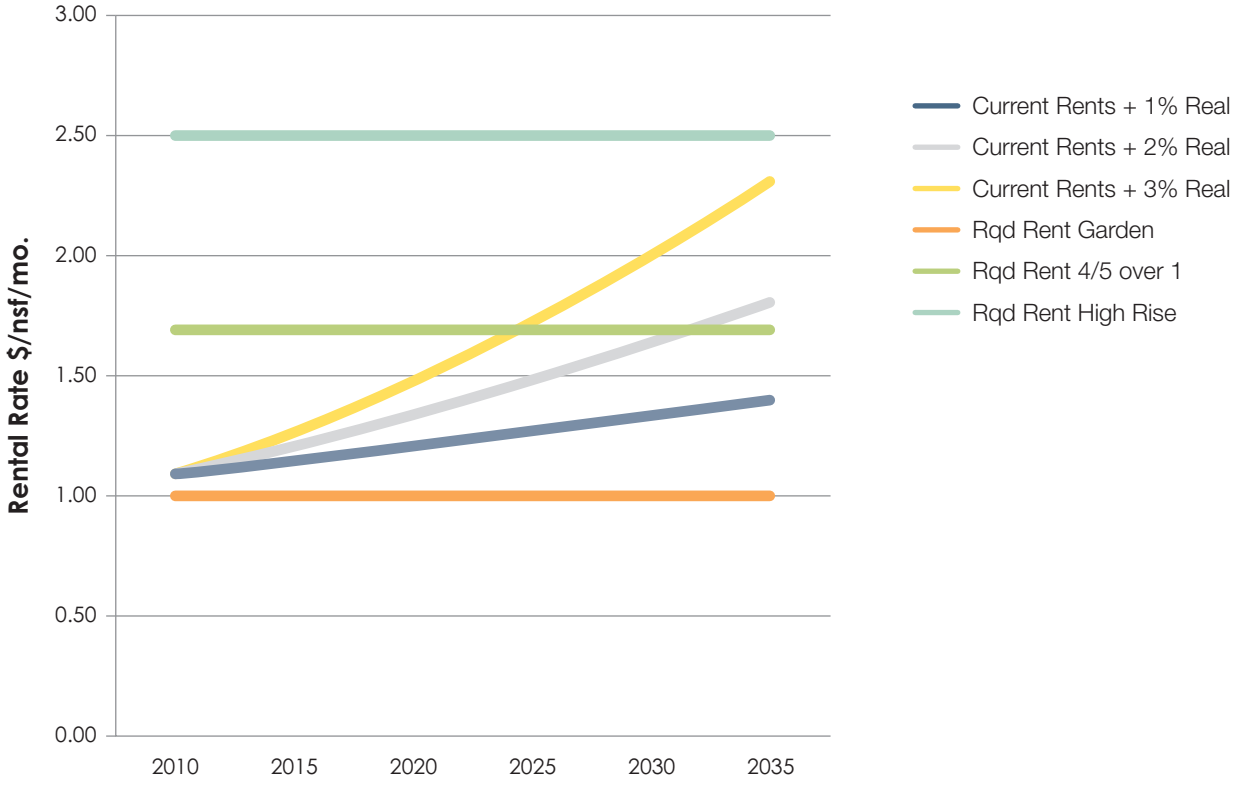


Figure 2 Apartment Rent Growth Scenarios-Outside Downtown Everett



Sustained growth at real rates of 3% and even 2% are aggressive assumptions. Such increases would be achieved only through a combination of real increases in income levels and new large employment concentrations, and for sites with unique natural and developed amenities.

Market conditions in Everett will be at least partly driven by development conditions in other communities in the region. Rental rates are highest in Downtown Seattle and Bellevue. The next ring of close-in in-city neighborhoods has somewhat lower rents. The next ring of suburban communities has somewhat lower rents than those. Development opportunities in the closer-in rings will likely slow the rate of real growth in Everett rents.

Sound Transit light rail extension will provide new opportunities for growth as Everett is linked more closely with other employment centers in the region. At the same time, it will provide new opportunities for other communities closer to the employment centers.

4. Infill Strategies

4.1 Introduction

This section provides a description of potential infill measure that could help the City of Everett develop an innovative program to increase urban infill densities through design and development regulations or other approaches. We identified potential measures based on several factors, including:

1. Key questions raised by City staff, such as:
    a. Given that Everett is a largely built-out city, how can we best accommodate the increased density needed to meet regional expectations for future population?
    b. What infill measures will provide additional residential density while also preserving and enhancing the key characteristics that make Everett an attractive and desirable place to live and work?
    c. What infill measures will provide additional residential capacity without significantly impacting established residential neighborhoods?
    d. Recognizing that the City has already undertaken a number of measures to increase density, what can be done to help better utilize existing infill provisions?
2. A review of existing measures already adopted by the City, summarized in Chapter 2 of this report;
3. Input from staff workshops, a developer's forum and public comment at Planning Commission meetings, summarized in appendices to this report; and
4. Review of measures identified through research of infill programs in other jurisdictions, summarized in the City of Everett *Review of Residential Infill Measures* (April 2013).

Based on this information, we identified 20 potential infill measures, including both direct and indirect measures. Direct measures include actions that could directly provide additional residential capacity, such as allowing cottage housing in single family residential neighborhoods. Indirect measures include actions that, while not directly adding to the City's overall residential capacity, could increase residential development activity through increased financial feasibility, improved market positioning, and streamlined development regulations. In particular, the indirect measures address the City's interest in achieving increased development levels based on existing adopted infill provisions.

The direct and indirect measures considered in this section are listed on the following page.

This section of the report includes (1) a guide to the ratings, describing our approach to evaluation of potential infill measures; (2) a review of each infill measure, including a brief description, key strengths and weaknesses, implementation approach, and complementary strategies (when applicable); and (3) an estimate of additional development that specific direct strategies could generate. Together with the other information in this report, this section is intended to help stakeholders and City decision-makers to identify policy and regulatory actions in the upcoming comprehensive plan update process that will best meet the City's goals for future infill development.

Table 9 Potential Direct and Indirect Measures

Direct Measures	Indirect Measures
1. Allow cottage housing in single family residential zones	8. Streamline development and building codes
2. Allow row house development in single family residential zones	9. Increase transportation impact fees to fund more or better projects
3. Develop a tailored infill overlay program	10. Develop a park impact fee
4. Establish development and design standards for micro-units	11. Reduce level of service (LOS) requirements in defined areas
5. Use building form to regulate density	12. Eliminate minimum parking requirements for small multifamily developments
6. Create flexible small parcel standards	13. Expand lower parking requirements outside of downtown
7. Re-designate low density areas for multiple family development	14. Provide incentives for private land assembly
	15. Expand the Multifamily Tax Exemption (MFTE) Program
	16. Prepare targeted development plans for priority infill areas
	17. Promote public/private partnerships for redevelopment
	18. Make strategic public investments in public amenities
	19. Reach out to major and growing employers
	20. Design guidelines and design review

4.2 Infill Measures

This section of the report describes 20 potential direct and indirect measures that could help the City of Everett achieve increased levels in urban residential infill. The description of each strategy includes the following:

- Brief description, providing a high level description of the measure and how it relates to the City of Everett;
- Key strengths and weaknesses, including a summary of the ratings (described below) and observations about pros and cons of each measure garnered through the review process;
- Implementation steps, consisting of a short description of steps needed to implement the strategy, including references to City of Everett codes and policies, where applicable;
- Complementary strategies (where applicable), describing how interconnected strategies could work in concert to enhance the overall effectiveness of the measures; and
- Final thoughts (where applicable), consisting of any additional information or examples or images that might help further describe the potential strategy.

Guide to the Ratings

As described in Chapter 2 of this report, the City has already adopted and implemented a substantial number of policy and regulatory actions to promote infill development. The additional actions described in this chapter are intended to supplement and further the effectiveness of adopted policy and regulatory measures. At the same time, we recognize that there are pros and cons to each possible action. To help assess the strengths and weaknesses of possible actions, we have prepared ratings of each potential measure based on ten criteria, listed in Table 10.

Rating criteria are listed at right, together with a brief description of each. The criteria and ratings guide are shown on the following page, followed by a summary ratings of all potential infill measures.

A Note on the Ratings

In general, the ratings are based on a comparative and subjective review of the potential infill measures. In order to ensure consistency, we attempted to use a consistent evaluation framework, described in the following tables, across all potential infill measures. However, we recognize that different perceptions may lead to different conclusions regarding the strengths or weaknesses of each measure. These differing perceptions are an essential part of the policy-making process and a full and open discussion of these issues is an essential part of the City's planning process.

Table 10 Description of Evaluation Criteria

Evaluation Criteria	Description
1. ***Impact on Increasing Residential Density***	Does the action increase residential density levels and/or the City's capacity for residential development? The ability of both direct and indirect actions to increase density and capacity were considered.
2. ***Level of Community Interest***	How likely is the community to support the action? Evaluation was based on prior comparable proposals, current neighborhood feedback, and similar proposals in other Puget Sound jurisdictions.
3. ***Impact on City Financial/Staffing Resources***	Would additional City resources be required to develop and/or implement the action? Ratings are based in part on whether the action would have a temporary or long-term impact on resources.
4. ***Consistency with Adopted Plans***	Would the action require amendments to adopted policies? Ratings are based on whether the action is consistent or inconsistent with adopted policies.
5. ***Consistency with Adopted Regulations***	Would the action require amendments to adopted regulations? Ratings are based on whether the action would be permitted under existing regulations, would require only minor amendments to existing regulations, or would require a new regulatory structure.
6. ***Responsive to Market Demand***	Would the action provide additional opportunities to meet known or anticipated market demand?
7. ***Impact on Development Feasibility***	Would the action increase financial feasibility of development based on either decreased development costs or increased development value?
8. ***Impact on Established Single Family Residential Neighborhoods***	Would the proposal change the character of established single family residential neighborhoods? Factors considered include whether new housing types, density increases, or changes to development standards or design guidelines are included as part of the action.
9. ***Impact on Housing Mix***	Would the action promote an expanded mix of housing types available in the City?
10. ***Impact on Public Infrastructure Funding***	Would the action increase funding available for public infrastructure?

Table 11 Evaluation Criteria

Evaluation Criteria	Rating Guide
1. Impact on Increasing Residential Density	● High ◑ Moderate ○ Low
2. Level of Community Interest	● Community support likely ◑ Unlikely to result in strong community interest; either positive or negative ○ Community opposition likely
3. Impact on City Financial/Staffing Resources	● No additional resources required ◑ Temporary increased need for resources for development of measures or actions ○ Long-term increased need for resources for capital facilities, staffing to manage/monitor
4. Consistency with Adopted Plans	● Consistent with adopted plans; no changes required ◑ Consistent with overall policy intent, minor amendment(s) needed ○ Not consistent with adopted plans
5. Consistency with Adopted Regulations	● Consistent with adopted regulations, no change needed ◑ Regulatory structure established, minor modifications needed to implement revised provisions ○ Significant change to existing regulations required
6. Responsive to Market Demand	● Provides increased opportunities to meet known or anticipated market demand ◑ Unknown effect on ability to meet known or anticipated market demand ○ Unlikely to increase opportunities to meet known or anticipated market demand
7. Impact on Development Feasibility	● Provides enhanced development feasibility (reduced development cost, increased development value) ◑ Unknown effect on development feasibility ○ Unlikely to improve feasibility or make feasibility more challenging
8. Impact on Established Single Family Residential Neighborhoods	● Does not change character of established residential neighborhoods ◑ Has potential to change character of established residential neighborhoods (new housing types, incremental density increases, generally maintains development standards and/or include design guidelines) ○ Likely to result in significant change to established residential neighborhood (changes in fundamental uses, significant changes in development standards)
9. Impact on Housing Mix	● Increases mix of housing types ◑ Moderate or uncertain increase in mix of housing types ○ No increase to mix of housing types
10. Impact on Public Infrastructure Funding	● Increases funding available for public infrastructure ◑ Neutral or unknown effect ○ Decreases funding available for public infrastructure

Table 12 Direct Measures

Categories	Impact on Increasing Res. Density	Level of Community Interest	Impact on City Resources	Consistency with Adopted Plans	Regulatory Consistency	Responsive to Demand	Development Feasibility	Impact on Established SF Res. Neighborhoods	Increases Mix of Housing	Impact on Public Infrastructure Funding
Direct Measures										
Single Family										
1. *Allow cottage housing in single family residential zones*	◑	◑	◑	●	◑	●	●	◑	●	◑
2. *Allow row house development in single family residential zones*	◑	◑	◑	●	◑	●	●	◑	●	◑
3. *Develop a tailored infill overlay program*	◑	◑	○	○	○	◑	◑	◑	●	◑
Multifamily										
4. *Establish development and design standards for micro-units*	◑	○	◑	○	○	◑	◑	●	●	◑
5. *Use building form to regulate density*	●	○	◑	○	◑	●	◑	●	◑	●
All Residential										
6. *Create flexible small parcel standards*	◑	◑	◑	●	◑	●	●	◑	●	◑
7. *Re-designate low density areas for multiple family development*	●	○	◑	○	○	◑	◑	○	●	●

Table 13 Indirect Measures

Categories	Impact on Increasing Res. Density	Level of Community Interest	Impact on City Resources	Consistency with Adopted Plans	Regulatory Consistency	Responsive to Demand	Development Feasibility	Impact on Established SF Res. Neighborhoods	Increases Mix of Housing	Impact on Public Infrastructure Funding
Indirect Measures										
Regulatory Measures										
8. *Streamline development and building codes*	◑	◑	◑	●	○	◑	●	●	◑	◑
9. *Increase transportation impact fees to fund more or better projects*	◑	●	◑	●	◑	◑	◑	●	◑	●
10. *Develop a park impact fee*	◑	●	○	○	○	◑	◑	●	◑	●
11. *Reduce level of service (LOS) requirements in defined areas*	◑	○	◑	◑	◑	◑	●	◑	◑	◑
12. *Eliminate minimum parking requirements for small multifamily developments*	◑	○	◑	○	◑	●	●	◑	◑	◑
13. *Expand lower parking requirements outside of downtown*	◑	○	◑	○	◑	●	●	◑	◑	◑
14. *Provide incentives for private land assembly*	◑	◑	◑	◑	○	●	●	◑	◑	●
Plans and Programs										
15. *Expand the Multifamily Tax Exemption (MFTE) Program*	◑	◑	◑	◑	◑	◑	●	●	●	◑
16. *Prepare targeted development plans for priority infill areas*	◑	◑	○	◑	○	●	◑	◑	●	●
17. *Promote public/private partnerships for redevelopment*	◑	◑	○	◑	●	●	◑	◑	●	◑
18. *Make strategic public investments in public amenities*	●	●	○	●	●	●	◑	●	◑	○
19. *Reach out to major and growing employers*	◑	◑	○	●	●	●	◑	●	◑	◑
20. *Adopt new design standards and/ or a new design review process*	○	●	○	●	●	◑	◑	●	◑	◑

Infill Strategy 1

ALLOW COTTAGE HOUSING IN SINGLE FAMILY RESIDENTIAL ZONES

Description

Cottage housing is generally defined as a grouping of small, detached single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. The shared common area and coordinated design may allow densities that are somewhat higher than typical in single family neighborhoods, while minimizing impacts on adjacent residential areas. Shared common areas may also contribute to an increased sense of community. However, the higher density and departure from existing patterns may also create concerns in the surrounding area.

Complementary Strategies

See Strategy 20 for a discussion of design guidelines and review to support cottage housing.

The City of Everett currently allows cottage housing in the Core Area, subject to requirements established in EMC Title 19, Chapter 33G (see Chapter 2 in this report for additional description). To gain additional residential capacity, the City could permit cottage housing development in some or all single family residential zoned areas in the City. Existing development standards in Chapter 33G could be maintained, and, as needed, additional development standards to ensure compatibility with the surrounding single family area could be provided.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	◑
2. *Level of Community Interest*	◑
3. *Impact on City Financial/ Staffing Resources*	◑
4. *Consistency with Adopted Plans*	●
5. *Consistency with Adopted Regulations*	◑
6. *Responsive to Market Demand*	●
7. *Impact on Development Feasibility*	●
8. *Impact on Established SF Res. Neighborhoods*	◑
9. *Impact on Housing Mix*	●
10. *Impact on Public Infrastructure Funding*	◑

Pros

- *The addition of this development type as a permitted use in single family areas provides for a modest increase in residential capacity.*
- *Cottage housing is consistent with existing City policies and regulations. It would not require a significant departure from adopted policies and regulations to permit this development type outside of the Core Area.*
- *The addition of this development type as a permitted use in single family areas would increase the potential for a wider mix of housing and ability for the market to respond to changing housing demand.*

Cons

- *There is the potential for incompatibility with surrounding residential area. Experience in other cities has shown that cottage housing that is not sensitive to the surrounding area can negatively impact the adjacent neighborhood.*
- *Expansion of the potential area for cottage housing development does not provide significant increase in residential capacity*

Implementation

The development standards for cottage housing in EMC Title 19, Section 33G.100 could be amended to apply more broadly to single family residentially zoned areas in the City. In general, the standards described in Table 33G-2, Dimensional Standards for Cottage Housing, would also be appropriate in single family residential areas. Additional standards to promote compatibility with the surrounding single family residential area could include:

- Provide for Process II (planning director) or IIA (hearing examiner) site plan review to ensure compatibility with the surrounding area.
- Require additional setbacks, landscape screening, and/or window placement to maintain privacy for adjacent existing residential development.
- Require orientation toward public streets. Because cottage housing is often oriented toward in inner common area, design that provides the appearance of turning away from the street, with large areas of blank wall should be avoided.

Final Thoughts

A few examples of cottage housing from the cities of Bellingham and Everett.

Infill Strategy 2

ALLOW ROW HOUSE DEVELOPMENT IN SINGLE FAMILY RESIDENTIAL ZONES

Description

Row houses, also called townhouses, are buildings joined at the side by a common wall. Each dwelling has up to two stories and no dwellings are placed over another. Each dwelling has individual and direct access to the street and typically contains some private open space in the front and back. Densities vary, but often range between 1,500 sf/unit to 2,500 sf/unit (17 to 29 units/acre).

Complementary Strategies

See Strategy 20 for a discussion of design guidelines and review to support row housing.

Currently, EMC Title 19 allows row houses in multifamily, but not single family, zones. Under current provisions, row house development is subject to the Multiple Family Design Guidelines (Resolution #4618), which address a range of design features and are intended to enhance the safety, livability, and attractiveness of new multiple family developments.

The Housing Element of the Comprehensive Plan includes in Section VI.C (*Examples of Specific Potential Zoning Code Changes*) the following recommendation:

> *3. Establish an administrative permit review process (not a rezone process) to allow for single family attached (townhouse) development in single family zones, at a density higher than permitted for single family detached, subject to design guidelines and provided that each dwelling can be individually owned by the resident (as in a condominium).*

Evaluation

Evaluation Criteria	
1. Impact on Increasing Res. Density	◑
2. Level of Community Interest	◑
3. Impact on City Financial/ Staffing Resources	◑
4. Consistency with Adopted Plans	●
5. Consistency with Adopted Regulations	◑
6. Responsive to Market Demand	●
7. Impact on Development Feasibility	●
8. Impact on Established SF Res. Neighborhoods	◑
9. Impact on Housing Mix	●
10. Impact on Public Infrastructure Funding	◑

Pros

- *The addition of this development type as a permitted use in single family areas provides for a modest increase in residential capacity.*
- *The addition of this development type as a permitted use in single family areas would increase the potential for a wider mix of housing and ability for the market to respond to changing housing demand.*
- *Similar to single family development, entry ways that face the street can allow a sense of safety and community through "eyes on the street."*
- *Although allowing row housing in single family zones would require a text amendment to the Land Use Code, the concept is consistent with existing City policies.*

Cons

- *There is the potential for incompatibility with surrounding residential area. Row house development that is not sensitive to the surrounding area can negatively impact the adjacent neighborhood. In particular, the narrow lot and housing configuration can create an impression of being restricted and cramped.*
- *Expansion of this housing type to single family zoned areas does not provide significant increase in residential capacity*

Implementation

The City's Multiple Family Design Guidelines provide a starting place for row house development standards in single family zones. Additional standards to promote compatibility with the surrounding single family residential area could include:

- Provide for Process II (planning director) or IIA (hearing examiner) site plan review to ensure compatibility with the surrounding area.
- Require a minimum 20-foot lot width to avoid the appearance of overcrowding and allow good interior planning.
- Require new development to match the rhythm of the street in terms of recurring building patterns. For example, use architectural features to reduce the appearance of mass on a larger building where the rhythm is for smaller units.
- Match existing height, lot coverage and setback requirements for the zone in which the site is located.
- Divide row house units into paired units, with massing reflective of nearby detached houses.
- Optimize contextual fit by pairing units under the same roof form, instead of using separate gables for each unit.
- Encourage parking to the rear to the extent feasible.

Final Thoughts

A few examples of rowhouses from the City of Portland.

Infill Strategy 3

DEVELOP A TAILORED INFILL OVERLAY PROGRAM

Description

This infill option is based a City of Austin program described in the City of Everett *Review of Residential Infill Measures* (April 2013). It would allow the City to develop a menu of possible infill options for its residential neighborhoods. The options would be designed to permit greater diversity of housing types and to provide for compatibility between existing and new development. Examples of options from the Austin program include small lot amnesty, such as cottage housing, rear yard infill, small mixed use; small master plans for specific properties; and/or specific design standards to promote compatibility. Depending on the option, they may be applicable to the entire neighborhood, to portions of the neighborhood, or to specific properties. During a neighborhood planning process, a neighborhood may recommend approval of one or more of these options. Upon approval by the City Council, the options would be codified as a zoning overlay for the neighborhood.

Complementary Strategies

See strategies 1, 2, 5, 6, 14, 16, 17, 18, and 20 as options for a tailored infill program.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	◑
3. ***Impact on City Financial/ Staffing Resources***	○
4. ***Consistency with Adopted Plans***	○
5. ***Consistency with Adopted Regulations***	○
6. ***Responsive to Market Demand***	◑
7. ***Impact on Development Feasibility***	◑
8. ***Impact on Established SF Res. Neighborhoods***	◑
9. ***Impact on Housing Mix***	●
10. ***Impact on Public Infrastructure Funding***	◑

Pros

- *The program would allow neighborhoods to tailor and select the types of infill that are the most preferred and compatible with their neighborhood.*
- *By providing a menu of options in conjunction with an overall neighborhood plan, the process allows for a thoughtful discussion of the costs and benefits of different development types.*

Cons

- *The extent to which residential capacity would be increased is unknown and may vary from very little to moderate, depending on the selection of options by the neighborhood.*
- *This type of program is not contemplated in existing policies or regulations and would require a significant investment of City staff resources to develop and implement.*
- *To be effective, implementation would require confirmation of specific neighborhood boundaries and a regular program for neighborhood plan updates. In recent years, the City has not pursued this approach, instead focusing limited resources on strategic high priority planning areas.*
- *The extent to which neighborhoods would be interested in this program is unknown.*

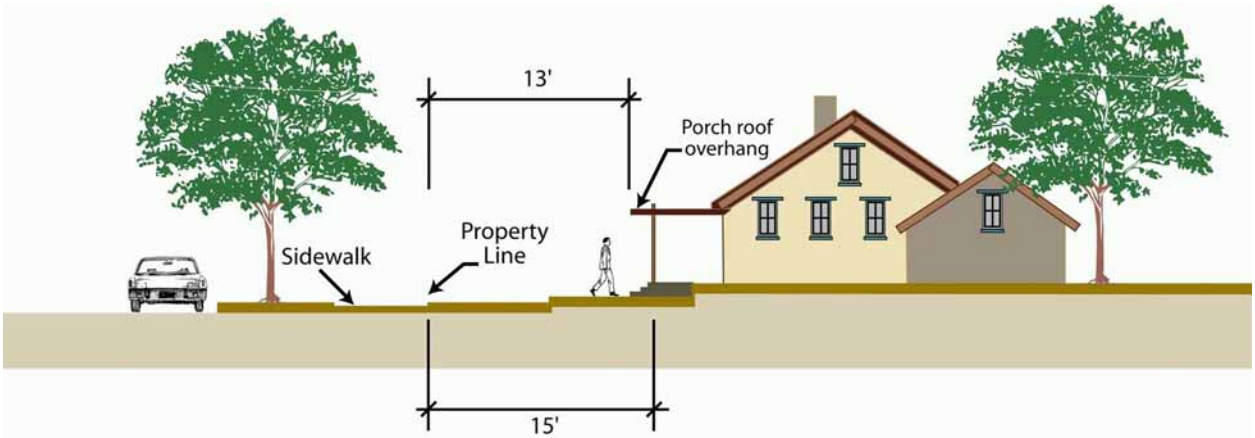
Implementation

Implementation of this program would require several steps, summarized below:

- Public outreach program to assess neighborhood interest and to confirm boundaries for participating neighborhoods.
- Development of the menu of options, including definitions, specific standards and review processes. Review through a structured public outreach effort, Planning Commission review and recommendation, and City Council review and adoption. See the City of Austin Special Use Infill Options and Design Tools Available Through the Neighborhood Plan Combining District (NPCD) summarized in the City of Everett: Review of Residential Infill Measures (April 2013).
- Initiation of a neighborhood planning process, which would include the menu of infill options.
- Following the neighborhood planning process, adoption of the neighborhood's recommended infill options by the City Council.

Final Thoughts

Neighborhood plan design tool illustrations from the City of Austin.



Infill Strategy 4

ESTABLISH DEVELOPMENT AND DESIGN STANDARDS FOR MICRO-UNITS

Description

Micro-units, also commonly referred to as "apodments," are very small dwellings, usually consisting of a private bedroom and bath clustered around a shared kitchen and dining area. They are similar to traditional boarding houses except that the private areas share a kitchen and living areas and there are multiple shared kitchen/living areas within a micro-unit development. Because the units are usually more affordable than traditional housing, they have proven to be a popular option in high cost housing areas. The Capital Hill neighborhood of Seattle probably has the longest track record of micro-unit development and, while popular among tenants, neighborhood concerns about density, parking, perceptions of impacts to property values and design have been expressed.

Complementary Strategies

See Strategy 20 for a discussion of design guidelines and review to support micro housing.

In Everett, EMC Title 19 regulates micro-units as boarding houses. Section 39.060 establishes that, in single family dwellings, this type of use would be limited to two boarders. In multifamily zones, the number of boarding rooms may not exceed the number of dwelling units allowed by the density standards for the zone (Table 5.1 *Residential Uses, Special Regulation 3*). All other development standards in the applicable zone would apply to a micro-unit development. In order to provide explicit development and design standards for this use, the City could add micro-units as a residential development type and create applicable standards.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	○
3. ***Impact on City Financial/ Staffing Resources***	◑
4. ***Consistency with Adopted Plans***	○
5. ***Consistency with Adopted Regulations***	○
6. ***Responsive to Market Demand***	◑
7. ***Impact on Development Feasibility***	◑
8. ***Impact on Established SF Res. Neighborhoods***	●
9. ***Impact on Housing Mix***	●
10. ***Impact on Public Infrastructure Funding***	◑

Pros

- *The explicit addition of this development type in multifamily areas would increase the potential for a wider mix of housing and ability for the market to respond to changing housing demand.*

Cons

- *The concept of micro-unit housing is not specifically contemplated in the City's policies or regulations. Although some existing multifamily design standards could be applied to this development type, a complete review of use, development and design standards would be required.*
- *The City does not currently have policy or code language that is intended specifically for micro-unit development. In other cities, the introduction of this housing type has been met with significant neighborhood concern.*

Implementation

Implementation steps would include:

- Develop a definition for micro-units. The definition should address the number of private rooms to be associated with each common cooking, dining, and living area and the number of common areas permitted per development. Some cities also include a standard for the minimum size of the private and common areas. The definition should also clearly establish what is not included, such as hotels/motels/ assisted living, community residential facilities, institutional residential uses and other similar uses.
- Insert micro-units as a use in Table 5.1, Residential Uses, and identify applicable zones. To minimize impacts on established single family areas, this use could be limited to multi-family and commercial zones.
- Develop design standards to ensure compatibility with surrounding uses. City of Everett Resolution #4618 provides design guidelines for multifamily development, which are further described in Chapter 15, Multiple Family Development Standards, of the Land Use Code. These standards could also be made applicable to micro-unit developments.
- Work with interested members of the public to review options. Because micro-unit housing is a relatively new housing type, a public outreach process that allows an open and informed discussion of potential positive and negative impacts is important.

Final Thoughts

A few examples of micro-units from the City of Seattle.

30-unit Avenida in Seattle's University District has apartments of 150 to 200 square feet.

Source: Daily Journal of Commerce; SeattleScape. July 2012.

This micro-housing complex at 1304 E John St has 56 studios.

Source: Daily Journal of Commerce, April 19, 2013.

Infill Strategy 5

USE BUILDING FORM TO REGULATE DENSITY

Description

Density is generally defined as the amount of residential development permitted on a given parcel of land. It is typically measured in dwelling units per acre – the larger the number of units permitted per acre, the higher the density; the fewer units permitted, the lower the density. Minimum lot area per dwelling unit requirements are a common direct way to regulate density. Alternatively, jurisdictions may elect not to address density directly, but rather use development standards, such as lot coverage, maximum building height and parking standards, to control the overall size, intensity and density of development.

Complementary Strategies

See Strategy 20 for a discussion of design guidelines and review to support form-based zoning.

Many jurisdictions, including Everett, use both approaches to regulate densities. For example, Core Area regulations, Chapter 33G does not set a specific density requirement for the R-4, R-5, B-1, B-2 and C-1/C-1R zones. Instead, residential density is determined by development standards, such as building height, setbacks, lot coverage and others. For properties in these zones, developers have the flexibility to develop housing unit sizes that will best respond to market demand within the established development standards. The resulting density is an outcome based on the property characteristics and the housing unit size selected by the developer. In other areas of the City, maximum densities are identified by zone. This infill option would expand the City's Core Area approach to density to other multifamily and/or commercial zones in the City.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	●
2. ***Level of Community Interest***	○
3. ***Impact on City Financial/ Staffing Resources***	◑
4. ***Consistency with Adopted Plans***	○
5. ***Consistency with Adopted Regulations***	◑
6. ***Responsive to Market Demand***	●
7. ***Impact on Development Feasibility***	◑
8. ***Impact on Established SF Res. Neighborhoods***	●
9. ***Impact on Housing Mix***	◑
10. ***Impact on Public Infrastructure Funding***	●

Pros

- *Because this change would apply broadly across multiple zones, it could have a significant impact in increasing residential density*
- *Because the City has existing regulatory standards for use of building form to regulate density, expansion of these standards to include additional zones should not require a significant change to the Code.*
- *The addition of this development type to permitted development in single family areas would increase the potential for a wider mix of housing and ability for the market to respond to changing housing demand.*

Cons

- *Although this approach is already used in the Core Area, there may be neighborhood concerns about expansion to other zones in the City.*
- *Existing adopted policies do not explicitly support expansion of the elimination of density limits outside of the Core Area.*

Implementation

Implementation of this infill option would require amending Table No. 15-1, *Permitted Multiple-Family Residential Density*, to indicate which of those zones have no maximum density requirement. All existing multifamily design standards would remain in effect and would not require amendment, unless additional design measure are desired.

Final Thoughts

Example of building form illustration, EMC Title 19, Chapter 33G.

Infill Strategy 6

CREATE FLEXIBLE SMALL PARCEL STANDARDS

Description

Underused parcels in urban areas are sometimes not developed because they are small, oddly shaped or otherwise constrained. On small parcels, developers can sometimes achieve high densities at a small scale and relatively low impact. Feasibility on small parcels is enhanced through flexible development standards, including reduced parking standards (see Infill Strategy 13). Building on small lots may be more beneficial to a city than large-scale developments, especially when this strategy is coordinated through a detailed area plan that helps weave new projects into the existing community. Small projects can work within the confines of the existing grid pattern and result in diverse building types and aesthetically interesting streetscapes, making neighborhoods more walkable.

Complementary Strategies

See Strategy 20 for a discussion of design guidelines and review to support small parcel standards.

EMC Title 19, Chapter 7 contains standards that allow flexibility for small lot single family development, on lot sizes less than 5,000 square feet. Multi family development is permitted on lots as small as 5,000 sf (Table 6.1 Development Standards), but there are no standards to allow flexibility in setbacks, lot coverage or other similar standards. Flexible standards for small lots may increase the ability to develop smaller lots with multifamily units, increasing housing opportunity and capacity in the City.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	◑
3. ***Impact on City Financial/ Staffing Resources***	◑
4. ***Consistency with Adopted Plans***	●
5. ***Consistency with Adopted Regulations***	◑
6. ***Responsive to Market Demand***	●
7. ***Impact on Development Feasibility***	●
8. ***Impact on Established SF Res. Neighborhoods***	◑
9. ***Impact on Housing Mix***	●
10. ***Impact on Public Infrastructure Funding***	◑

Pros

- *Provides for a modest increase in residential capacity*
- *Increased flexibility would increase the potential for a wider mix of housing and ability for the market to respond to changing housing demand.*

Cons

- *The City does not currently have policy or code language that is specifically intended to address flexibility for small lot multifamily development.*

Implementation

Implementation of this infill option would require amending Table No. 6-1, Development Standards, to indicate the potential for small lot (less than 5,000 sf) flexibility in setback, lot coverage and parking requirements for multifamily development. A text amendment to Title 19, Section 7.010 (Small Lots, Duplexes, Accessory Buildings) could be prepared which references flexibility in setback, lot coverage and parking requirements for multifamily development. New text could reference existing multifamily design guidelines (Resolution #4618), which would remain applicable.

Final Thoughts

A few examples of small lot development from the City of Bellingham.

"Building on small lots may be more beneficial to a city than large-scale developments, especially when this strategy is coordinated through a detailed area plan that helps weave new projects into the existing community. Small projects can work within the confines of a city's existing street grid pattern and often result in diverse building types and aesthetically interesting streetscapes for people—making neighborhoods more walkable. In addition, a neighborhood where older buildings are preserved has a better opportunity to support both high- and low-rent businesses, allowing for a mix of chain and independent businesses that often makes a community unique. They also enhance, instead of alter, existing communities and are more likely to gain community support—especially if they also offer needed housing choices and services. Furthermore, developers of small parcels tend to be local entrepreneurs with knowledge of the community. These benefits have encouraged communities to work closely with developers to get projects built on small parcels."

Source: A Place to Call Home: Housing in the San Francisco Bay Area, Association of Bay Area Governments. June 2007.

Infill Strategy 7

RE-DESIGNATE LOW DENSITY AREAS FOR MULTIPLE FAMILY DEVELOPMENT

Description

One direct approach to increasing residential capacity is to re-designate existing single family areas for higher density development. Potential areas that could be appropriate for re-designation include lower density zones where potential exists to redevelop under higher density zoning with minimal impacts on existing single family areas. Examples include areas on or near arterial corridors, area undergoing transition to more intensive uses, areas near Everett Community College, areas near major transportation facilities or other similar areas.

To the extent that this option would convert established single family residential areas to higher density development, it may not be consistent with the City's policies to support infill while preserving established single family neighborhoods. It may be considered as a long-term option for the City to consider with future changes, such as extension of light rail transit service to Everett.

A key element of any program to transition single family to multifamily residential areas should include design standards to promote compatibility. Please see the discussion of design guidelines and design review in Infill Strategy 20.

Evaluation

Evaluation Criteria	
1. Impact on Increasing Res. Density	●
2. Level of Community Interest	○
3. Impact on City Financial/ Staffing Resources	◑
4. Consistency with Adopted Plans	○
5. Consistency with Adopted Regulations	○
6. Responsive to Market Demand	◑
7. Impact on Development Feasibility	◑
8. Impact on Established SF Res. Neighborhoods	○
9. Impact on Housing Mix	●
10. Impact on Public Infrastructure Funding	●

Pros

- *Depending on the extent of areas that are converted for higher density development, this option could significantly increase the City's residential capacity.*
- *Implementation of this option would increase the potential for a wider mix of housing and ability for the market to respond to changing housing demand.*

Cons

- *The conversion of lower density areas for higher density development would require a thorough public process to ensure that actions are supported by and consistent with the community vision for the City.*
- *This option is not explicitly supported by adopted policies or existing regulatory structures. Significant policy and zoning map amendments would be required.*
- *As a result of the conversion of low density areas for higher density development and potential for incompatibility between the new higher density areas with existing residential areas, this option would significantly impact existing single family residential neighborhoods.*

Implementation

In order to identify potential areas to redesignate, steps could include:

- Review of existing zoning to identify potential low density residential areas that may be immediately adjacent to or isolated by commercial development or are near existing or planned transit stations. Please see the map on the facing page for potential transit locations.
- Work with residents, property owners and other stakeholders to assess community interest in re-designation of potential areas.
- Follow the City's process for legislative actions, as established by EMC Title 19, Chapter 15.32.

Infill Strategy 8

STREAMLINE DEVELOPMENT AND BUILDING CODES

Description

As summarized in Chapter 2, City regulations contain multiple measures to promote infill. However, these measures are distributed throughout a variety of regulatory sections and users may find it difficult to access or understand applicable provisions. Code streamlining would not change existing substantive requirements, but would remove inconsistencies, increase user friendliness, remove redundant requirements and more fully document infill-friendly regulations and standards.

Based on literature review and Developer's Forum (see Appendix 1) comments, streamlining of zoning and other regulations is an effective approach for encouraging quality infill development. In addition to improvements to the organization and structure of codes, the complexity of the review process could also be reviewed to identify opportunities for simplification. Identifying processes that help developers through the regulatory process as well as offering early opportunities for neighbors to state their concerns may both reduce review time and improve decision-making.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	◑
3. ***Impact on City Financial/ Staffing Resources***	◑
4. ***Consistency with Adopted Plans***	●
5. ***Consistency with Adopted Regulations***	○
6. ***Responsive to Market Demand***	◑
7. ***Impact on Development Feasibility***	●
8. ***Impact on Established SF Res. Neighborhoods***	●
9. ***Impact on Housing Mix***	◑
10. ***Impact on Public Infrastructure Funding***	◑

Pros

- *Code streamlining would not change substantive regulatory measures, but would focus only on ease of use.*
- *Streamlined and easier to use code would increase developer friendliness and attractiveness.*
- *Code streamlining would not impact single family residential character.*

Cons

- *Although substantive changes are not anticipated, a restructure of the Land Use Code would require a significant level of effort from staff to conduct.*
- *Code streamlining would not directly provide greater residential capacity, but could indirectly increase residential development through increased developer friendliness.*

Implementation

The following recommendations for a code review and update process is based on the process described in *The Infill and Redevelopment Code Handbook*, prepared by the Transportation and Growth Management Program, Oregon Department of Transportation.

- **Create a Work Program** that describes the intent of the project, roles and responsibilities of participants, schedule, budget and products.
- **Form an Advisory Committee** that can provide "360-degree" review of the development code. Representatives could include development review staff, urban service providers, developers, private architects and planners, community service and housing providers, realtors and lenders, and citizen stakeholders.
- **Audit the City's Development Codes** to identify which plan policies, development standards and permit procedures are working well and which need revision to meet the City's objectives for infill and redevelopment.
- **Develop an Action Plan** including zoning revisions, public information and education, required organizational changes, need for staff training, potential changes to fee schedules and other charges, and potential changes to comprehensive plans and similar policy changes.

Infill Strategy 9

INCREASE TRANSPORTATION IMPACT FEES TO FUND MORE OR BETTER PROJECTS

Description

Impact fees are a way for cities to collect funds from developers in order to pay for infrastructure necessary to support the new residents, employees, and visitors. Transportation impact fees are generally used to construct new roadway facilities which reduce auto and transit congestion caused by development. These fees can also be applied to sidewalks, lighting, and bicycle lanes, which can improve the aesthetics in the area. The City of Everett currently charges a transportation impact fee that ranges from $261-900 per residential dwelling unit (a home, condominium, or apartment) based on the location of the project and the type of development (single family homes pay a higher fee than multifamily homes). Everett's fee is one of the lowest in the Puget Sound region; neighboring jurisdictions charge anywhere from $1,400 to $3,100 per dwelling unit.

Complementary Strategies

See Strategy 18 for a discussion of strategic public investments that could be supported through an increased transportation impact fee.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	●
3. ***Impact on City Financial/ Staffing Resources***	◑
4. ***Consistency with Adopted Plans***	●
5. ***Consistency with Adopted Regulations***	◑
6. ***Responsive to Market Demand***	◑
7. ***Impact on Development Feasibility***	◑
8. ***Impact on Established SF Res. Neighborhoods***	●
9. ***Impact on Housing Mix***	◑
10. ***Impact on Public Infrastructure Funding***	●

Pros

- *Higher transportation impact fees allow for the construction of additional transportation projects or projects with higher levels of amenities to residents and employees.*
- *Everett's current transportation impact fees are very low, allowing room to increase fees while still being in-line with neighboring jurisdictions.*
- *Transportation impact fees are already adopted in Everett, other than updating the project list and fee schedule, no major changes to code or regulations are required.*
- *Interviews with developers indicated that additional investment in public infrastructure is one of the more effective ways to induce additional development.*

Cons

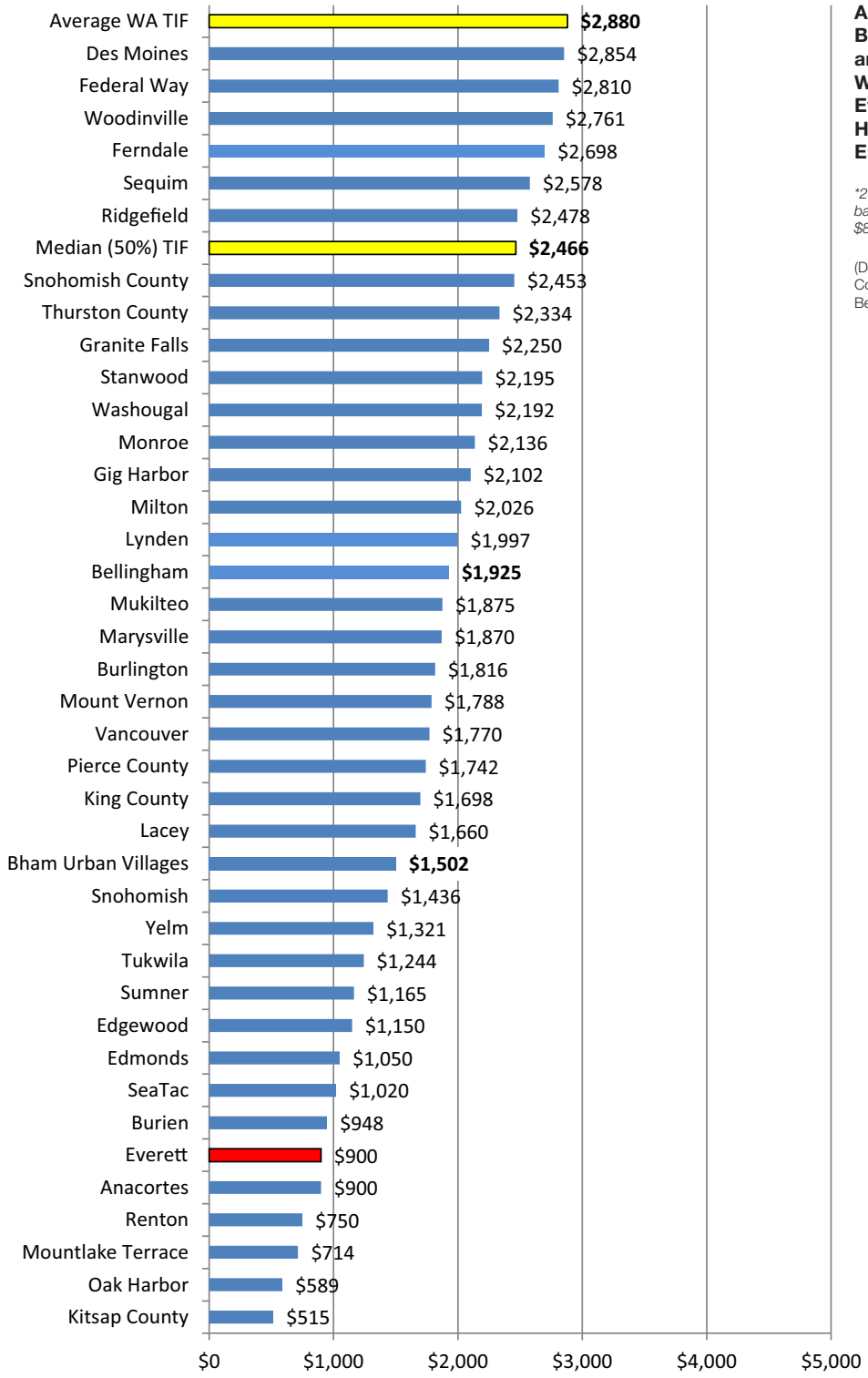
- *The development community may oppose higher transportation impact fees, particularly if they do not see how the projects funded with those fees would benefit their interests.*

Implementation

Updating the transportation impact fees defined in EMC Chapter 18.40 requires an impact fee study with the following elements:

- Identification of existing deficiencies.
- New impact fee transportation project list.
- Impact fee rate calculation.

Final Thoughts



A Comparison of 2013 TIF Base Rates in 60* Cities and 5 Counties in Western Washington with City of Everett's TIF Reduction Highlighted in Red for Emphasis

**26 cities above the 2013 average WA TIF base rate ranging from rates of $2,907 to $8,462 are not shown in this graphic.*

(Data compiled December 2012 by Chris Corneau, AICP, Transportation Planner, Bellingham Public Works)

Infill Strategy 10

DEVELOP A PARK IMPACT FEE

Description

An impact fee is a fee charged by a city or county to developers to pay for the costs of providing public facilities or improving existing ones needed as a result of the new development. While developers are generally responsible for the entire cost of on-site improvements, impact fees are a mechanism for assuring that developers to pay a share of the costs of off-site facilities that serve the development. For example, new developments may create the need for new, expanded or improved public facilities such as parks, new or widened roads and sidewalks, schools, fire protection facilities, and utilities in the vicinity of the development.

Complementary Strategies

See Strategy 18 for a discussion of strategic public investments that could be supported by a park impact fee.

In Washington, impact fees are specifically authorized for those jurisdictions planning under the Growth Management Act. GMA impact fees are only authorized for public streets and roads; publicly owned parks, open space, and recreation facilities; school facilities; and fire protection facilities. Impact fees must be reasonably related to the demand created by the new development – they may not exceed the development's proportionate share of the public facilities' costs. They must directly benefit the new development, and they may not be used to correct existing deficiencies in public facilities.

The City of Everett currently does not charge a park and recreation impact fee. Use of such a fee would provide resources for development of public park and recreation amenities to serve the community.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	◑
2. *Level of Community Interest*	●
3. *Impact on City Financial/ Staffing Resources*	○
4. *Consistency with Adopted Plans*	○
5. *Consistency with Adopted Regulations*	○
6. *Responsive to Market Demand*	◑
7. *Impact on Development Feasibility*	◑
8. *Impact on Established SF Res. Neighborhoods*	●
9. *Impact on Housing Mix*	◑
10. *Impact on Public Infrastructure Funding*	●

Pros

- *Park and recreation impact fees allow for the construction of new or expanded park and recreation facilities with higher levels of amenities to residents and employees.*
- *Park and recreation impact fees are an untapped revenue source for Everett.*
- *Because other cities currently charge park and recreation impact fees, Everett could initiate a program while remaining generally in-line with fees in other jurisdictions.*
- *Interviews with developers indicated that additional investment in public infrastructure is one of the more effective ways to induce additional development.*

Cons

- *The development community may oppose a new impact fee, particularly if they do not see how the projects funded with those fees would benefit their interests.*
- *Because Everett does not currently impose park and recreation impact fees, adoption of this new fee would require a significant investment of resources, including a rate study and public and official consideration of this change in policy for the City.*

Implementation

Impact fees for parks, open space, and recreation facilities begin with an inventory and valuation of the existing assets in order to calculate the current investment per person. The current investment per person is multiplied by the future population to identify the total value of additional assets needed to provide growth with the same level of investment as the City owns for the current population.

Determination of the net investment needed is the next step. The net investment is determined by reducing the total value of additional assets by the existing reserve capacity. The existing reserve capacity is the difference between the value of the City's existing inventory of park and recreation facilities and the value of the assets needed to provide the level of service standard for the existing population. The net investment divided by the population growth results in the investment per person that can be charged as impact fees.

A final adjustment reduces the impact fee amount to match the investments listed in the City's adopted Capital Improvement Program. The amount of the impact fee is determined by charging each fee-paying development for impact fee cost per dwelling multiplied times the number of dwelling units in the development.

Final Thoughts

Estimated Park Impact Fees from 2012 National Impact Fee Survey prepared by Clancy Mullen, Duncan Associates, August 2012

City	Estimated Impact Fee*
Issaquah	$6,998
Olympia	$5,068
Bellingham	$4,808
Kirkland	$3,845
Tumwater	$3,727
Vancouver	$2,084
Bothell	$1,345
Woodland	$1,116
Burlington	$625
Anacortes	$615

**Based on a single family unit, 2,000 sf, on a 10,000 sf lot at a density of 4 units/acre and value of $200,000.*

Infill Strategy 11

REDUCE LEVEL OF SERVICE (LOS) REQUIREMENTS IN DEFINED AREAS

Description

Level of Service (LOS) is a terminology used by transportation planners and engineers to describe how well the transportation system works in a given area. Typically LOS analysis is focused on traffic congestion at key intersections or along busy roadway corridors. Providing a high LOS means that traffic will move with no congestion at any time of the day, reduced LOS implies that during the peak traffic periods, more congestion will be experienced by drivers.

Complementary Strategies

See strategies 15 and 16 for a discussion of redevelopment strategies that could be enhanced from a reduced transportation LOS.

While providing high LOS often sounds like a laudable idea, it has consequences that must be considered:

- Additional project costs for larger facilities.
- Wider roads that may require additional right-of-way and dislocation of homes and businesses.
- Wider roads that make bicycling and walking less comfortable, resulting in more driving.

Given these consequences, many jurisdictions reduce the LOS requirements in areas that are anticipated to have more dense and diverse land uses in the future. Examples commonly include downtown areas, other business districts, and transit corridors. LOS in more residential and industrial areas are usually not changed to maintain traffic flows that residents and businesses are accustomed to in those areas.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	◑
2. *Level of Community Interest*	○
3. *Impact on City Financial/ Staffing Resources*	◑
4. *Consistency with Adopted Plans*	◑
5. *Consistency with Adopted Regulations*	◑
6. *Responsive to Market Demand*	◑
7. *Impact on Development Feasibility*	●
8. *Impact on Established SF Res. Neighborhoods*	◑
9. *Impact on Housing Mix*	◑
10. *Impact on Public Infrastructure Funding*	◑

Pros

- *Reduced LOS standards generally support more pedestrian, bicycle, and transit travel. Wider roads to support high auto LOS levels are more difficult for other modes to cross or travel along and make these modes less competitive relative to driving.*
- *Reduced LOS usually means reduced transportation project costs since projects tend to be smaller in scale.*
- *Reduced risk of triggering a transportation concurrency building moratorium.*
- *Consistent with Policies 3.1 and 3.2 of the Transportation Element of the Comprehensive Plan.*

Cons

- *The community may be weary of accepting additional peak-hour auto congestion.*
- *Reduced LOS standards in specific areas would require the establishment of districts or overlay zones, which adds complexity to the Comprehensive Plan or municipal code*
- *While lower LOS standards may reduce developer costs (through lower impact fees), they may need to be educated as to the benefits to urban form and non-auto transportation modes.*

Implementation

The City's LOS standards can be modified by updating EMC Chapter 18.40.90 Part D. The current code allows flexibility for exceeding the current LOS D standard, but additional traffic studies and potentially, an EIS may be required. Potential changes include:

- Setting a higher LOS standard (LOS E) citywide, in areas where infill is to be promoted (downtown, Evergreen Way), or in areas near state highway facilities (e.g., adjacent to interchanges).
- Establishing an area-wide average LOS standard. This allows for individual intersections that do not have simple fixes to exceed the standard while still maintaining adequate mobility in the area.
- Exempting LOS threshold evaluation in portions of the city where infill is to be promoted, but require a transportation alternatives study to be performed to demonstrate how the project is helping to meet the mode split goals defined in the Comprehensive Plan.
- Consider revising transportation impact fee program in conjunction with LOS standards.

Final Thoughts

There are several cities in the region that have specified different LOS standards for specific areas. For example, Bellevue has five "Mobility Management Areas" defined that each have different LOS standards based on urban form. Residential areas have a LOS standard of C, while downtown has a LOS E standard. These are area-wide standards that are based on the average operations of multiple intersections, which allows some intersections to exceed the standard so long as other intersections operate better than the standard. The City of Tukwila has a similar corridor-based average LOS E threshold for the Southcenter Urban Area and maintains a single-intersection LOS D standard elsewhere in the City.

Infill Strategy 12

ELIMINATE MIN. PARKING REQUIREMENTS FOR SMALL MULTIFAMILY DEVELOPMENTS

Description

Parking is one of the more substantial costs for development projects, constituting between 10-20% of the overall cost of the project. This cost can be particularly burdensome for small multi-family developments since their size often requires parking to be "tucked-under" the development at the ground floor to meet minimum parking requirements. This type of parking is expensive to construct and often leads to taller buildings and a less appealing street frontage, which raises neighborhood opposition to similar projects.

This strategy would propose to eliminate minimum parking requirements for small multifamily developments. In some of the cities that have a similar code in affect, the threshold for "small" is often in the range of fewer than 5-10 units. This strategy would not prevent developers from including on-site parking (most include some), but it allows developers flexibility in better matching parking supply and demand.

Complementary Strategies

See strategies 6, 14, and 15 for a discussion of redevelopment strategies that could be enhanced from a reduced parking requirement for small multifamily development.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	◑
2. *Level of Community Interest*	○
3. *Impact on City Financial/ Staffing Resources*	◑
4. *Consistency with Adopted Plans*	○
5. *Consistency with Adopted Regulations*	◑
6. *Responsive to Market Demand*	●
7. *Impact on Development Feasibility*	●
8. *Impact on Established SF Res. Neighborhoods*	◑
9. *Impact on Housing Mix*	◑
10. *Impact on Public Infrastructure Funding*	◑

Pros

- *Reduced parking requirements can increase the financial feasibility of small multifamily developments.*
- *Can promote Comprehensive Plan mode split goals if multifamily projects are in mixed-use areas or on transit lines.*

Cons

- *Many residential and commercial areas are weary of reduced parking minima.*
- *Require revisions to the municipal code.*
- *Would require additional on-street management from the City.*

Implementation

Eliminating minimum parking requirements for small multifamily developments would require an update to EMC Chapter 34. In addition, a parking impact analysis study may be required to address resident and business concerns, even though the net impact on parking of these types of changes tend to be minimal.

Many areas that have reduced parking requirements also develop on-street parking management programs to address potential on-street parking shortages. Some cities that have reduced or eliminated parking minima for multifamily developments either do not issue on-street parking permits, or issue only a limited number of permits, to the new multifamily residents. This is done to prevent shifting too much parking demand to the public street, impacting existing residents. This type of policy is practiced in Vancouver, WA.

Final Thoughts

The City of Portland, OR has a provision in the parking code that exempts developments of 30 or fewer units within 1,500 feet of a transit station or 500 feet from a street with 20 minute transit service.

Infill Strategy 13

EXPAND LOWER PARKING REQUIREMENTS OUTSIDE OF DOWNTOWN

Description

EMC Chapter 34.020 Part B identifies that multifamily properties within two districts in and around downtown Everett can provide between 1 and 1.5 parking spaces per dwelling unit, as opposed to 2 per dwelling unit, which is generally required elsewhere in the City. This strategy would seek to expand the area where lower parking minima are explicitly allowed in the City.

Given that parking is one of the more substantial costs for development projects, constituting between 10-20% of the overall cost of the project reducing the required minimum spaces can lower the financial burden of development. It is important to note that reducing marking minimum requirements does not translate into the elimination of parking spaces in multifamily projects. Developers can and still do provide parking, although at a rate that is closer to what is demanded. In a study performed by King County Metro, it is estimated that multifamily projects typically supply 30-40% more parking than is demanded.

Complementary Strategies

See strategies 6, 14, and 15 for strategies that could be enhanced from a reduced parking requirement outside of the downtown.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	◑
2. *Level of Community Interest*	○
3. *Impact on City Financial/ Staffing Resources*	◑
4. *Consistency with Adopted Plans*	○
5. *Consistency with Adopted Regulations*	◑
6. *Responsive to Market Demand*	●
7. *Impact on Development Feasibility*	●
8. *Impact on Established SF Res. Neighborhoods*	◑
9. *Impact on Housing Mix*	◑
10. *Impact on Public Infrastructure Funding*	◑

Pros

- *Increases the financial feasibility multifamily developments.*
- *Frees up land for housing that would otherwise be dedicated to parking, increasing land capacity.*
- *Reduced parking coverage improves urban form, street aesthetics and makes areas easier to walk.*
- *Supports Comprehensive Plan mode split goals.*

Cons

- *Many residential and commercial areas are weary of reduced parking minima.*
- *Requires revisions to the municipal code to define the new parking districts.*
- *May require a parking study.*
- *Requires additional on-street management from the City.*

Implementation

Reducing parking minimums outside of downtown Everett will require updates to Chapter 34 of the Everett Municipal Code. In addition, a parking study to evaluate existing off-street parking utilization may be required to set the levels appropriately to reduce the risk of parking spillover.

Many areas that have reduced parking requirements also develop on-street parking management programs to address potential on-street parking shortages. Some cities that have reduced or eliminated parking minima for multifamily developments either do not issue on-street parking permits, or issue only a limited number of permits, to the new multifamily residents. This is done to prevent shifting too much parking demand to the public street, impacting existing residents. This type of policy is practiced in Vancouver, WA.

Final Thoughts

The King County Metro Right Size Parking project (http://metro.kingcounty.gov/up/projects/right-size-parking/) highlights the results of an extensive study of multifamily residential parking in King County and presents best practices to better align parking supply and demand. A key goal of this study is to support the development of more affordable housing in transit corridors and other infill locations.

Parking Calculator

The **King County Right Size Parking Calculator** is a map-based web tool that lets users estimate parking use for multi-family developments, in the context of specific sites. The calculator can help analysts, planners, developers, and community members weigh factors that will affect parking use at multi-family housing sites. It will help them consider how much parking is "just enough" when making economic, regulatory, and community decisions about development.

Infill Strategy 14

PROVIDE INCENTIVES FOR PRIVATE LAND ASSEMBLY

Description

One challenge to infill development is the lack of adequately sized properties for development. Private property owners interested in redevelopment on their individual properties may find that, due to the size of the parcel, it is not financially feasible or the site design required to achieve permitted densities is cramped or not desirable from the perspective of community character. In these situations, land assembly could allow for greater development feasibility and increased compatibility with the surrounding community. To promote land assembly, the City could provide incentives, such as provisions for increased density, flexibility in development standards or other similar measures. Incentives should be paired with design standards to ensure an attractive design that enhances the surrounding neighborhood.

Complementary Strategies

See strategies 1, 2, 5, 16, and 17 for a discussion of strategies that complement incentives for private land assembly.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	◑
2. *Level of Community Interest*	◑
3. *Impact on City Financial/ Staffing Resources*	◑
4. *Consistency with Adopted Plans*	◑
5. *Consistency with Adopted Regulations*	○
6. *Responsive to Market Demand*	●
7. *Impact on Development Feasibility*	●
8. *Impact on Established SF Res. Neighborhoods*	◑
9. *Impact on Housing Mix*	◑
10. *Impact on Public Infrastructure Funding*	●

Pros

- *Site assembly incentives would increase developer friendliness and may help support more attractive and innovative site design.*

Cons

- *Site assembly incentives are not currently contemplated in the Land Use Code. Development of an incentive program would likely require a high level of effort from City staff to develop the program and corresponding code provisions.*
- *This option would not provide a significant increase in residential capacity, but could indirectly increase residential development through greater development feasibility.*
- *Depending on site design, there is the potential for incompatibility with surrounding residential areas. This option should include design standards to promote compatible design (see Strategy 20).*

Implementation

- Solicit interest from property owners to review and identify candidate sites that could benefit from land assembly.
- Work with residents, property owners and other stakeholders to assess potential benefits of land assembly, impact of different types of incentives and public comment.
- Based on findings, develop applicable code language and follow the City's process for legislative actions, as established by EMC Title 19, Chapter 15.32.

Infill Strategy 15

EXPAND THE MULTIFAMILY TAX EXEMPTION (MFTE) PROGRAM

Description

EMC Chapter 3.78, Multifamily Housing Property Tax Exemption is intended to stimulate the construction of new multifamily housing and rehabilitation of vacant and underutilized buildings for multifamily housing. The program offers a limited 12-year tax exemption from ad valorem property taxation if 20% of the housing is affordable, or 8-years if it's market rate. Currently the program is applicable to areas to the downtown area and the Evergreen Way Corridor (see Chapter 2 for additional description).

Complementary Strategies

See strategies 7, 12, 13, 14, 16, 17 for a discussion of strategies that complement expansion of the MFTE.

The Multifamily Tax Exemption program has proven to make a meaningful difference in enhancing the financial feasibility for higher density residential development and expansion of the program beyond the current areas could provide a strong financial incentive for developers. The City can set appropriate criteria for location, income levels and densities, as well as desirable design features.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	◑
3. ***Impact on City Financial/ Staffing Resources***	◑
4. ***Consistency with Adopted Plans***	◑
5. ***Consistency with Adopted Regulations***	◑
6. ***Responsive to Market Demand***	◑
7. ***Impact on Development Feasibility***	●
8. ***Impact on Established SF Res. Neighborhoods***	●
9. ***Impact on Housing Mix***	●
10. ***Impact on Public Infrastructure Funding***	◑

Pros

- *Expansion of the MFTE program would increase the financial feasibility for new multifamily development in a larger area of the City and the potential for a wider mix of housing on a citywide basis.*
- *The regulatory structure for the MFTE program is already established in the City's code. It would not require a significant departure from adopted regulations to expand this program.*
- *Expansion of the MFTE program would be limited to multiple family zoned areas and would not impact single family residential character.*

Cons

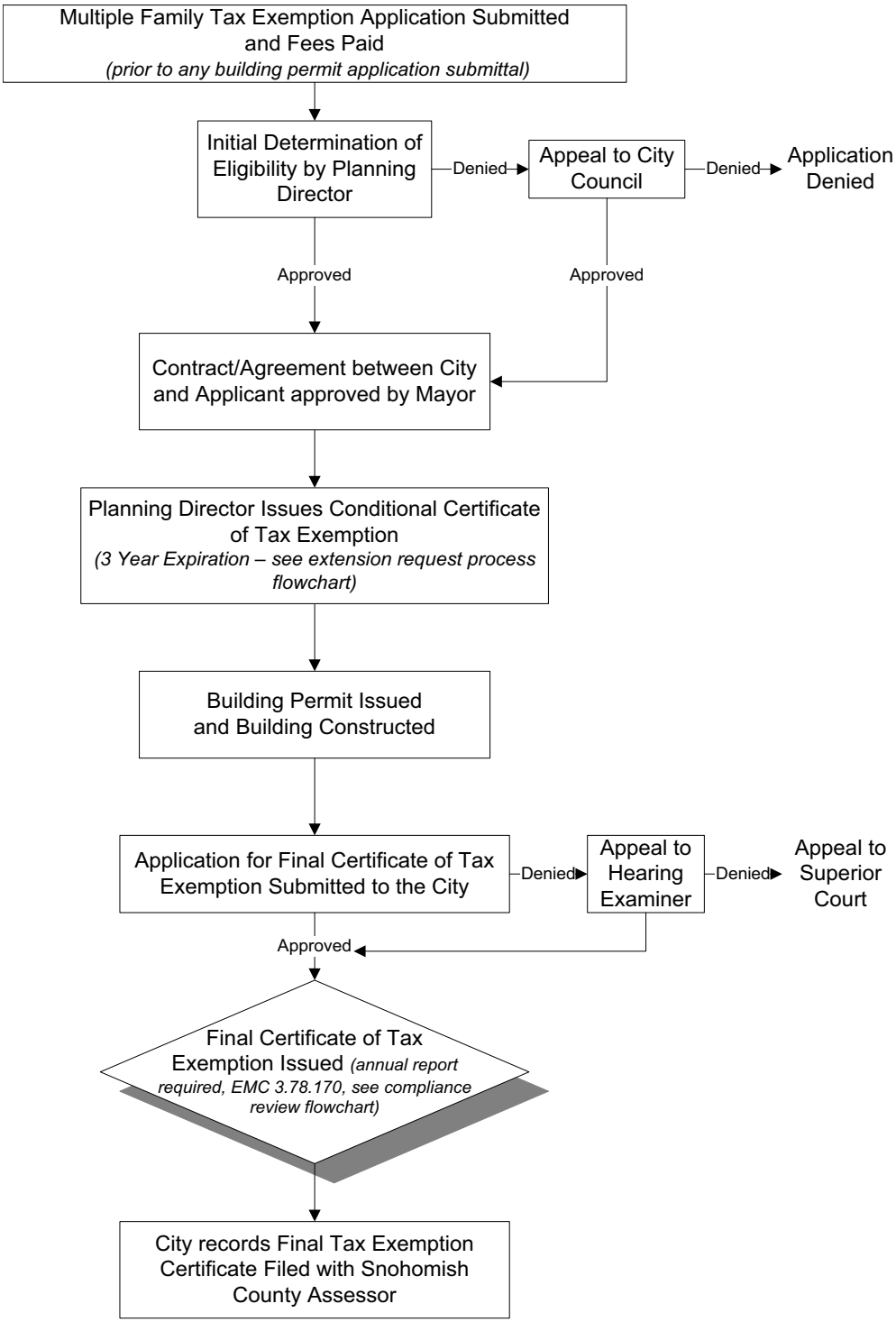
- *Expansion of the MFTE program would not directly increase residential capacity, but could indirectly increase residential development through greater development feasibility*
- *The MFTE program exempts new multifamily development from property tax payment for up to a 12-year period. Expansion of the program would come at the cost of additional foregone tax revenue.*
- *Would eliminate the incentive to encourage development in targeted areas.*

Implementation

Expansion of this program would require an amendment to EMC Chapter 3.78 to include additional designated areas for the program.

Final Thoughts

City of Everett Multiple Family Tax Exemption review process.



Infill Strategy 16

PREPARE TARGETED DEVELOPMENT PLANS FOR PRIORITY INFILL AREAS

Description

In order to ensure that infill development occurs in desired locations and in a manner that is designed to enhance the neighborhood, it is often necessary for the jurisdiction to take the lead in promoting it. Targeted development plans can help establish a framework for desired infill development, and involve residents and business in developing a vision for the area. Development of a plan would include identification of desired development types, their locations, and design guidelines that specific streetscape and public space character, appropriate building scale and design, connected and walkable street networks, and amenities such as neighborhood parks and community gardens.

Complementary Strategies

See strategies 3, 11, 14, 15, 17, 18 and 20 for a discussion of measures that support targeted planning.

Early SEPA environmental review of development plans through the SEPA planned action provisions (WAC 197-11) can help expedite future project level environmental review. Similarly, changes to zoning regulations and other development standards can be completed as part of the plan review process, helping to set the stage for a future streamlined permit review process.

The Everett Riverfront Redevelopment Project is an example of a targeted development planning process in the City. Other possible locations identified as candidates for targeted development plans include the Everett Station and Casino Road areas.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	◑
2. *Level of Community Interest*	◑
3. *Impact on City Financial/ Staffing Resources*	○
4. *Consistency with Adopted Plans*	◑
5. *Consistency with Adopted Regulations*	○
6. *Responsive to Market Demand*	●
7. *Impact on Development Feasibility*	◑
8. *Impact on Established SF Res. Neighborhoods*	◑
9. *Impact on Housing Mix*	●
10. *Impact on Public Infrastructure Funding*	●

Pros

- *Targeted development plans could contribute to a wider mix of housing, increased development feasibility and attractiveness.*
- *The process of preparing a targeted plan allows stakeholders and other interested parties an early opportunity to participate in the planning process.*

Cons

- *The degree to which targeted development plans would directly increase residential capacity is unknown, but they could indirectly increase residential development through greater development feasibility.*
- *Development of targeted plans would require a significant level of effort to conduct the planning process, conduct SEPA review and prepare follow-up code and policy amendments.*

Implementation

The basic steps for preparation of a subarea plan are identified below. However, it is recognized that subarea planning requires a significant investment in time and resources. As an example, the table shown under Final Thoughts is a summary of the subarea planning process undertaken by the City of Shoreline. This process took approximately two years from start to finish.

- Identify areas within the city with substantial infill potential.
- Identify key stakeholders and conduct public workshops and design charrettes to involve the public in establishing a vision for the area.
- Develop and adopt applicable policy and code amendments, including zoning changes and design guidelines to ensure that development represents the desired vision.
- Actively recruit and assist developers to implement the plan.

Final Thoughts

Example of the sequence of meetings and activities used in a subarea planning process in the City of Shoreline.

Meeting	Description
Planning Commission	Staff presented background information regarding the Town Center Subarea Plan process.
Town Center Walkabout	Tour of the town center study area on foot to observe and discuss the opportunities and limitations that are site specific to this area.
Planning Commission	Synthesis of past relevant actions and projects, and updates on the Aurora improvement project, economic development potential, and plans for public outreach.
Planning Commission	Discussion of project background, next steps, work program and coordination with design review work, the Transportation Master Plan and the SEPA for Town Center, etc.
Design Review and Town Center Charrette	Work on ideas for City design standards and to vote in a visual preference survey.
Neighborhood Meeting	Discussion with neighborhood over connection to and protection from Town Center.
Neighborhood Meeting	Discussion with neighborhood over connection to and protection from Town Center.
Planning Commission	Study Session on draft Town Center Subarea Plan
Planning Commission	Study Session on draft Town Center Code
Planning Commission	2nd Study Session on draft Town Center Code
Town Center Open House	The Town Center Subarea Plan and Zoning is released for public review.
Planning Commission	Study Session
Planning Commission	Public Hearing to gather testimony on Town Center Subarea Plan and Development Code
Planning Commission	Continued Public Hearing
Planning Commission	Continued Public Hearing
Planning Commission	Continued Public Hearing
City Council	Study Session to review Planning Commission Recommendation
City Council	2nd Study Session to review Planning Commission Recommendation
City Council	Adoption

Source: http://www.cityofshoreline.com/index.aspx?page=180

Infill Strategy 17

PROMOTE PUBLIC/PRIVATE PARTNERSHIPS FOR REDEVELOPMENT

Description

A Public-Private Partnership (P3) is generally defined as a formal agreement between a public agency and a private sector entity. To deliver a service or facility for the use of the general public. In addition to the sharing of resources, each party shares in the risks and rewards potential in the delivery of the service and/or facility. Public-private partnerships are often used as a way to redevelop publicly-owned urban infill sites. Local examples include transit-oriented development projects such as the Village at Overlake Station, urban town centers such as Burien Town Square, and retail centers such as Pacific Place in Seattle.

Complementary Strategies

See strategies 3, 14, 15, and 16 for measures that could complement public private partnerships for redevelopment.

According to the National Council for Public Private Partnerships, important characteristics of successful public private partnerships include:

- A public sector champion to lead communication, problem solving and overall progress
- A clear statutory foundation authorizing and setting the ground rules for the partnership
- A dedicated public sector team, involved from conceptualization to negotiation, through final monitoring of the execution of the partnership.
- A detailed contract, including a detailed description of the responsibilities, risks and benefits of both the public and private partners.
- An identifiable revenue stream sufficient to retire the investment and provide an acceptable rate of return over the term of the partnership.
- Stakeholder support, including affected employees, public stakeholders, media, and other interest groups.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	◑
3. ***Impact on City Financial/ Staffing Resources***	○
4. ***Consistency with Adopted Plans***	◑
5. ***Consistency with Adopted Regulations***	●
6. ***Responsive to Market Demand***	●
7. ***Impact on Development Feasibility***	◑
8. ***Impact on Established SF Res. Neighborhoods***	◑
9. ***Impact on Housing Mix***	●
10. ***Impact on Public Infrastructure Funding***	◑

Pros

- *P3 can allow the City to partner with private developers to meet City goals for infill and provide other public amenities.*
- *This option could allow the City to target development in priority areas.*

Cons

- *P3 processes can be complex and labor intensive, requiring staff resources and a solid technical understanding of the process.*
- *Because of their complexity, P3 processes can require a long time to implement and may be associated with high risk for failure.*

Implementation

- **Establish Overall P3 Policy and Implement Transparent Processes.** Experts recommend that governments adopt an overall P3 policy to (1) guide decision–makers when evaluating different procurement options and (2) inform potential private partners and the public of the process.
- **Adopt Criteria to Determine Good Candidates for P3 Projects.** Criteria could include level of public benefit, project complexity (complex projects more likely to benefit from P3 process than simple projects), whether there is adequate information to assess risks, availability of revenue sources to repay financing, and others.
- **Conduct a Rigorous Value for Money Analysis.** A "value for money" (VFM) analysis identifies all the costs of a project (such as the design, construction, and operation and maintenance of the facility) over the life of the project or the term of the contract with the private partner. Understanding the VFM allows a better assessment of P3 projects.
- **Establish Government Expertise in P3s.** Experienced departmental staff can make it easier to effectively communicate with the private sector.

Final Thoughts

A few examples of P3 projects.

The **Village at Overlake Station** includes two levels of covered parking, 308 affordable rental housing units, and a child care center. The garage provides shared parking for use by both residents and park-and-ride commuters. The site continues to operate as a park-and-ride lot and a major transit facility in the King County Metro Transit system. The project is a joint development of King County, the King County Housing Authority, and a private developer using tax-exempt financing and federal housing tax credits.

Image Source: http://www.kingcounty.gov/transportation/kcdot/PlanningAndPolicy/RegionalTransportationPlanning/TransitOrientedDevelopment/Projects/Overlake.aspx

Burien Town Center is a 10-acre site in the city's core. In 2005 the City sold half the land to Harbor Urban, then Urban Partners, which planned to build about 400 condos and 70,000 square feet of shops and restaurants. The city built a new City Hall, library and park on the land it retained, and Urban Partners completed the first phase of its part of the complex — 124 condos atop 20,000 square feet of retail — in 2009.

Image Source: http://www.seattlesouthsidebusiness.com/resources/imagery.php

Infill Strategy 18

MAKE STRATEGIC PUBLIC INVESTMENTS IN PUBLIC AMENITIES

Description

Public investments include facilities such as entryways, wayfinding signs, sidewalks, streetscape improvements, pedestrian plazas and pedestrian pathways, parks and recreation facilities, and cultural facilities. These facilities help to make the community as a whole, as well as specific project areas, attractive for residents, employees, and visitors. They are also important to accommodate an increasingly dense environment, and to justify the higher rents or sales prices necessary to provide an adequate return on investment for the higher capital costs of high density development. Strategic investment in key facilities would focus investments in priority redevelopment areas. By focusing investments, the impact of the investment is concentrated and has the potential to have a significant impact on increasing the attractiveness of a particular area for development, compared to a more spread investment approach, which may dilute the overall impact.

Complementary Strategies

See strategies 3, 9 and 10 for measures that complement strategic public investments in public amenities.

At the March 7 Developer's Forum (see Appendix 1), several of the comments addressed the need to focus investments and invest in public facilities. In particular, some comments focused on improvements to downtown entryways, including landscaping and wayfinding signs. The comment noted that the downtown is a mile from the freeway off-ramps into Everett and those entryways are confusing and not inviting.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	●
2. *Level of Community Interest*	●
3. *Impact on City Financial/ Staffing Resources*	○
4. *Consistency with Adopted Plans*	●
5. *Consistency with Adopted Regulations*	●
6. *Responsive to Market Demand*	●
7. *Impact on Development Feasibility*	◑
8. *Impact on Established SF Res. Neighborhoods*	●
9. *Impact on Housing Mix*	◑
10. *Impact on Public Infrastructure Funding*	○

Pros

- *Experience has shown that investment in public amenities is a very effective way to demonstrate commitment to an area and encourage private investment.*
- *Investment in facilities does not require amendments to regulations or policies.*
- *Investment on facilities will not negatively impact single family residential character and may improve the community character if it is within the strategic investment area.*

Cons

- *Investment in public amenities does not directly increase residential capacity, but does provide an indirect incentive for development.*
- *Strategic investments in public facilities confers benefits on certain areas over others, which may be politically challenging.*

Implementation

Future strategic investment decisions would be made as part of the City's capital facilities planning process and could be aligned with Infill Option #15, targeted development plans, to further leverage the planning effort and support desired development.

Final Thoughts

Some examples of strategic public investments.

High Point Community Garden – Seattle, WA

District Gateway – Columbus, OH

Public Waterfront – San Francisco, CA

Transit Stop – Eugene, OR

Residential Sidewalk – Olympia, WA

Complete Street – Olympia, WA

Infill Strategy 19

CONDUCT OUTREACH TO MAJOR AND GROWING EMPLOYERS

Description

This concept seeks to encourage greater residential development by increasing housing demand and grew from staff and developer workshops held in early 2013 (see Appendix 1). At a January 15 staff workshop, it was noted that people who work in Everett do not necessarily live in the City. In addition, some employers have left Everett because of the perception that employees may not view the City as a desirable place to live. Some of the reasons for this perception were identified as not enough activities and need for improvements to the visual character. At the Developer's Forum, it was noted that locational decisions for offices are increasingly being made by human resource departments, who look for locations that are attractive places to live for existing and future employees.

By systematically reaching out to major and growing employers in Everett, the City may be able to identify where employees are choosing to live, the basis for these decisions and how the City can make changes to gain new residents who are already working in the City. Employment centers such as Boeing Everett, Esterline Control Systems, Fluke Electronics, Frontier, Providence Regional Medical Center Everett, and Everett Community College may provide a good opportunity to gain a greater understanding of housing decisions and a future opportunity to gain new future residents.

Evaluation

Evaluation Criteria	
1. ***Impact on Increasing Res. Density***	◑
2. ***Level of Community Interest***	◑
3. ***Impact on City Financial/ Staffing Resources***	○
4. ***Consistency with Adopted Plans***	●
5. ***Consistency with Adopted Regulations***	●
6. ***Responsive to Market Demand***	●
7. ***Impact on Development Feasibility***	◑
8. ***Impact on Established SF Res. Neighborhoods***	●
9. ***Impact on Housing Mix***	◑
10. ***Impact on Public Infrastructure Funding***	◑

Pros

- *Is consistent with and would not require amendment to existing policies and regulations.*
- *Increased knowledge about housing decisions may help the City further target actions needed to attract both new residents and new development.*

Cons

- *Would require City staff resources to create and implement a program. It would also rely on interest and willingness to collaborate from major employers.*

Implementation

Development of the program would include the following elements:

- Partnership with interested companies to survey employees about housing choices, including where they live and key factors in their decision. If the employee does not live in Everett, why and whether Everett was considered as a place to live.
- Preparation of housing information for new employees that companies could provide as part of the hiring process.
- Use information provided during the survey to identify possible actions to increase the City's attractiveness to future residents.

Final Thoughts

The importance of community as described in this excerpt from *Live First, Work Second* by Rebecca Ryan, 2007:

Rich was headquartered in Baltimore. We had been working on ways to make his lab a "cooler" place to work for young physicists – flexible schedules, mentoring, the works.

"What happened?" I asked.

"They all took jobs in Denver." Rich sounded defeated. He had worked hard to make his lab a great, fun place to work for young physicists, but you could hear it in Rich's voice: his lab was in Baltimore, and he couldn't compete with Denver.

Until that moment, I had made my living helping companies become stickier places to work for young employees. And here was evidence that even a cool workplace is not enough to attract and keep young talent.

For the next 2,087 miles back home to Wisconsin, I jotted notes, wondered out loud, and pestered my pals with the question Which is more important: a good job or a cool community?

I was obsessed.

When I got back to the office, I tested young Americans with the same question.

The result?

Three out of four Americans under the age of 28 said a cool city is more important than a good job.

The work/life calculus for the next generation had shifted. Their parents may have followed a job, a promotion, or corporate marching orders. But the next generation was following their bliss, choosing cool cities and then finding work.

"The next generation has become very fickle about where they live and work. They want communities that "fit" their values and lifestyle. They want employers that do the same. "Live first, work second" is becoming the defining ethic of the next generation."

Infill Strategy 20

DESIGN GUIDELINES AND DESIGN REVIEW

Good design is consistently cited as essential to successful urban infill programs. It is also well-understood that good design cannot be regulated. However, local governments can develop guidelines to encourage good design and can also establish a design review process, either administratively or through a design review board. Both design guidelines and design review are briefly discussed below.

Complementary Strategies

Design guidelines and design review support a number of strategies, including 1, 2, 3, 4, 5, 6, and 16.

Design Guidelines

Many local governments, including the City of Everett, use design standards or design guidelines to encourage development that is compatible. Design standards typically refer to regulatory requirements that establish minimum requirements. Design guidelines are not regulatory, but instead provide guidance, direction and examples to assist project developers and their architects in meeting the design vision. In Everett, examples of design standards and guidelines can be found in EMC Title 19, Section 33G, Core Area Residential Development and Design Standards. Similarly, Chapter 15, Multiple Family Development Standards, is based in part on the City's adopted Multiple Family Design Guidelines (Resolution #4618).

In either case, it is important to begin a clear statement of the intent and urban design goals to be achieved by the standards or guidelines. For example, the Core Area design standards and guidelines begin with a purpose statement that identifies four major goals: (1) to promote a broad range of housing opportunities in the core area of the city, (2) to encourage development that enhances safety, (3) to create an attractive environment for residents, and (4) to reinforce and enhance the desirable qualities of the city's core residential areas.

Evaluation

Evaluation Criteria	
1. *Impact on Increasing Res. Density*	○
2. *Level of Community Interest*	●
3. *Impact on City Financial/ Staffing Resources*	○
4. *Consistency with Adopted Plans*	●
5. *Consistency with Adopted Regulations*	●
6. *Responsive to Market Demand*	◑
7. *Impact on Development Feasibility*	◑
8. *Impact on Established SF Res. Neighborhoods*	●
9. *Impact on Housing Mix*	◑
10. *Impact on Public Infrastructure Funding*	◑

Pros

- *Promotes compatibility and successful use of potential infill measures.*
- *Additional design guidelines can build from existing design standards in the City of Everett Land Use Code.*

Cons

- *Would require City staff resources to create and implement a program.*
- *Depending on the program, could be perceived as a disincentive to development.*

Design Review

As noted above, design guidelines can be implemented through an administrative design review process or through a review by an appointed design review advisory body. In Everett, the design review process is conducted through an administrative process through which the planning director has the authority to require changes to meet the design standards/guidelines and to modify the guidelines as appropriate to fit individual property characteristics.

In addition to the administrative design review process, some jurisdictions provide for a formal design review process with opportunities for public comment in front of an appointed design review board. For purposes of example, the following summarizes the Design Review Board review process established by the City of Kirkland. In general, Kirkland designates design review for certain parts of the City and, within the designated areas, requires administrative design review for relatively small new construction projects and changes to existing structures, with Design Review Board review conducted for all other projects. The Design Review Board process follows the following steps:

1. **Pre-Design Conference.** A pre-design conference with staff to review relevant design guidelines that apply to the development proposal.
2. **Conceptual Design Conference.** Following preparation of preliminary site design concepts, a meeting with the Design Review Board to discuss the site context and project objectives prior to more detailed project design work. Following this meeting, the applicant may submit a formal design review application.
3. **Design Response Conference.** Following preparation of a more detailed project design as part of the design review application, one or more meetings with the Design Review Board to review and discuss site design in detail. Public notice is provided and public comment invited for this meeting. Following review, the Design Review Board may approve, approve with conditions or deny the design review application.

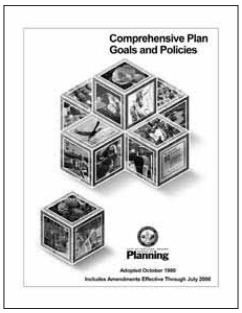
As another example, the City of Langley also has a Design Review Board that considers most private commercial and residential development. Following receipt of a complete application, design review is scheduled at the next available meeting. The Design Review Board considers the application at a public meeting and may approve, conditionally approve, or deny the proposal. Following Design Review Board action, the staff planner retains the authority to approve design modifications that maintain the intent of the original approval. Formal public notice by mail, posting or publication is not required unless the application requires an environmental impact statement.

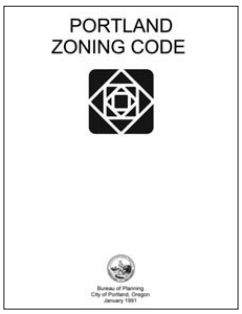
These two examples are provided to illustrate that there are a wide range of approaches to determining the type of development that may be applicable to design review and that the process for design review also varies widely. Design review processes can be tailored to meet the specific needs of a jurisdiction.

DESIGN GUIDELINES AND DESIGN REVIEW (CONT.)

Final Thoughts

The City of Portland, through its Infill Design Toolkit, has prepared a thorough review of potential infill design measures, including examples and case studies. A summary of several design principles that form the foundation of more detailed design measures is shown below. The Infill Design Toolkit could be a useful resource for considering infill design guidelines appropriate for the City of Everett.





Design Principles for Residential Infill Development

Based on design guidance from the Comprehensive Plan, Community Design Guidelines, Zoning Code, and other City documents

Bulleted statements listed below the basic principles are included to clarify the potential ways of implementing the principles.

1 Contribute to a Pedestrian-Oriented Environment

- Use architectural features (such as façade articulation, window and entrance details, and porches or balconies) that provide a human-scaled level of detail
- Avoid large areas of blank wall along street frontages
- Minimize the prominence of parking facilities
- Provide strong connections between main entrances and sidewalks

2 Respect Context and Enhance Community Character

*(While the continuation of existing community character may be a priority in established neighborhood areas, contribution to a desired **future** character may be more important than compatibility in areas where change is expected and desired, such as in mixed-use centers)*

- Arrange building volumes and use setback patterns in ways that reflect neighborhood patterns or that contribute to its desired character
- Consider utilizing architectural features (such as window patterns, entry treatments, roof forms, building details, etc.) and landscaping that acknowledge the surrounding context and neighborhood
- Use site design that responds to natural features of the site and its surroundings
- Minimize solar access impacts on adjacent properties

3 Consider Security and Privacy

- Orient windows and entrances to the public realm to provide opportunities for "eyes on the street" and community interaction
- Minimize impacts on the privacy of neighboring properties

4 Provide Usable Open Space

- Maximize the amenity value of unbuilt areas, providing usable open space when possible
- Make usable open space, not surface parking, the central focus of larger projects

5 Design for Sustainability

- Use durable building materials
- Use energy-efficient building design and technologies
- Minimize stormwater runoff

4.3 Additional Development Potential

The previous discussion of the 20 potential infill measures differentiates between direct and indirect measures. *Direct* measures are those that could directly provide additional residential development potential. *Indirect* measures are those that could increase development activity through increased financial feasibility, improved market position, and streamlined development regulations. A variety of factors can influence the indirect measures, including decisions made by the City and external conditions, such as the overall health of the economy. Because of this, comparisons of the potential impact of indirect measures on additional development potential are highly variable and have not been prepared.

For some of the direct measures, however, a comparison is possible. Table 14 estimates the potential number of units per acre that could be developed annually and over a 20-year period on a given one-acre parcel for several of the direct measures. These estimates are intended to show an order of magnitude comparison between the direct infill measures and should not be assumed to represent an absolute projection. On a comparative basis, the table shows that on one acre of land, Infill Measures #2 and #7 may provide the greatest additional development potential, Infill Measure #5 may provide the lowest potential, and the remaining measures fall generally in-between these high and low estimates.

Table 14 Direct Measures Comparative Development Potential

Direct Measures	Development Site Size[3]	Number of Units per Development[3]	Additional Development per Acre[3,4] *Annually*	*Over 20-years*
1. Allow cottage housing in single family residential zones[1]	24.000 sf	10 units	18 units	363 units
2. Allow row house development in single family residential zones[2]	10,000 sf	5 units	22 units	436 units
3. Develop a tailored infill overlay program	Not applicable, development potential would vary depending on type of measures adopted.			
4. Establish development and design standards for micro-units	Not applicable, development potential would vary depending on the nature of the development standards adopted.			
5. Use building form to regulate density	Assumes a 20% increase in density over a base of 29 units per acre.		6 units	120 units
6. Create flexible small parcel standards	4,000 sf	3 units	15 units[4]	300 units[4]
7. Re-designate low density areas for multiple family development	Assumes rezone from 7 units per acre to 29 units per acre		22 net units, assuming rezone of a developed property	440 net units

1 Assumes a development site of 24,000 sf and 10 units per development, based on an average development size and number of units described in the Project Profiles, The Infill Design Toolkit, City of Portland, 2008.

2 Assumes a development site of 10,000 sf and 5 units per development, based on an average development size and number of units described in the Project Profiles, The Infill Design Toolkit, City of Portland, 2008.

3 All numbers have been rounded to the nearest whole number.

4 The flexible small parcel strategy is intended to promote infill development on small remnant parcels. Because Everett is largely built-out, it is assumed that there is a modest number of small parcels that would be candidates for this strategy. For the purpose of estimating development potential, we have assumed five developments, averaging a net increase in three units per development. Assuming an average 4,000 sf development site, the total site area for five small parcel developments equals 20,000 sf, or slightly less than one-half acre.

This information should be considered in the context of other factors, including city goals and economic conditions, as described in Chapter 3 and Chapter 4 of this document. For example, measures that appear to provide a greater development potential may not be economically feasible or may conflict with other important City goals, such as preserving single family neighborhoods. Similarly, a measure that appears to provide relatively less development potential may still be very effective in moving in the desired long-term direction while maintaining important community characteristics.

Overall, all of the measures contribute to the City's goal of increased infill development. Identification of the measures that are most desirable from a community-wide perspective will require a careful balancing of goals, together with long-term adaptive management.

APPENDIX 1

City Workshops

City of Everett: Innovative Approaches for Population and Job Growth

Staff Workshop #1: Long Term Trends

Meeting Summary
January 15, 2013, 10:00 AM to Noon

Attendees

David Hall, Legal
Dave Koenig, Planning
John Peterson, Parks
Mark Harrison, Parks
Paul Kaftanski, Parks
Allan Giffen, Planning
Rick Robinson, Fire
Jim Hanson, Planning
Mary Cunningham, Planning
Bob Larsen, Planning
George Baxter, Transit
Kathy Atwood, Police
Dan Templeman, Police
Gerry Ervine, Planning
Deborah Wright, Community Services
Wendy McClure, Neighborhoods
Tom Hingson, Everett Transit
Deborah Munkberg, inova
Joe Tovar, inova

Meeting Summary

The purpose of this workshop was to consider long-term future trends, actions that could be taken to further or change trends, and how these trends might impact the ability of the City to accommodate future population and employment growth. The workshop consisted primarily of brainstorming around a series of questions about the future. Flip chart notes of the discussion were taken during the discussion and are provided below.

Question 1: What trends do you see in housing or jobs in the next five years or further out?

Housing/Households:

- More density, smaller houses
- Less homeownership
- Intergenerational households
- More multifamily, due to affordability
- People are downsizing their households
- Student "apodments"

What are "apodments"?

"Micro-unit" developments consist of very small dwellings, similar in size to a hotel room, which usually have private bathrooms and perhaps a mini-refrigerator and microwave. Seven or eight of these small efficiencies are grouped around a full kitchen/dining area.

http://conlin.seattle.gov/2013/01/17/microunit-developments-aka-apodments/

Land Use/Development

- Less potential for new development, existing city is almost built out
- If industrial impacts continue to be reduced, more mixture of industrial/commercial/housing development

Demographics

- More need for senior housing and assisted care
- More elderly, more special needs population

- Family growth in existing single family neighborhoods
- School age population numbers are stable, but moving south
- Non-European population is increasing
- Presence of jail and social service providers influences demographics

Economy

- Need to de-couple employment from residential – some who work in Everett don't live here
- Employers are leaving Everett because employees don't want to be here – not enough activities
- Mill town image has changed; moving to Navy, Boeing, medical employment
- Continued increase in higher end service and technical jobs
- Business community not cohesive or organized, but supportive of community needs.
- City good relationship with businesses; good project specific engagement
- Medical providers – trend toward growth, improved facilities to attract growth.
- City needs jobs – find the right niche

Question 2: What other kinds of trends do you think might have major implications for Everett's ability to serve the added increments of growth?

Public Safety

- City "imports" people due to County jail
- Overall crime rate is high for a city of Everett's size, but depends on neighborhood
- Public safety is a big concern
- Problem broader than just the downtown
- Perceptions of problems mostly internal; city seen as safe from the outside *(consultant comment)*
- Some have perception of increased crime with increased multifamily development, others see greater safety because more eyes on the street
- Because of neighborhood meetings, people are better informed about crime, but hasn't really changed much over time. Increased notification of crime equals increased awareness and increased perception of it

Culture, Recreation, Community

- Citizens want more opportunities for civic engagement, but City has missed opportunities for constructive engagement

Transportation

- Transportation costs are higher than they used to be, causes people to want to live closer to work

Visual Character

- Need to get past 'façade" of Everett, design standards to make city more visually attractive

Schools

- Public schools – perceived problem by some. Lower test score associated with demographics, but not a reflection on quality of schools

Question 3: What obstacles, opportunities and risks do you see to continued growth and density in Everett?

- Not enough activities, such as cultural, recreational for young adults (Gen Y, or those born in 1980s to early 1990s)
- Perception is that businesses look at crime rates and may decide not to locate here because of it
- What would increase residential attractiveness?
    - Programs, increased activities, reach out to private sector (banks for help with homeownership), education, more places to hang out; places where style/creativity is welcome (Schack Art Center, 3231 Creatives)[1]
    - Visual character improvements – provide attractive streetscape, retain street trees, commercial and residential building maintenance, design standards, consider gateway improvements
- First impression of city is poor, gateway area needs improvements

Question 4: Imagine you are the director of your department in the future. What are your priorities and concerns? What has changed?

Land Use/Development

- Need for focused redevelopment opportunities, such as around Everett Station
- Parking standards are an obstacle for redevelopment in neighborhoods. Parking drives land use discussion
- Public facilities relocation out of current location to provide room for more office/retail development

Demographics

- Housing/population to support retail services.

Economy

- Economic development model should not be based on lowest price goods. Results in retail leakage to areas with higher quality and higher value goods
- Promoting Everett as a destination – waterfront, downtown, Port and Riverfront
- Think beyond just development of new facilities and make sure that we have a long term commitment to maintain facilities

Public Safety

- Control public safety impacts of being the County seat
- CPTED (Crime Prevention Through Environmental Design) should be required for every project

Culture, Recreation, Community

- Learn what attracts people to cities –John Crompton at Texas A&M[2]

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[1] http://3231creatives.wordpress.com/; http://www.schack.org/

[2] http://agrilife.org/cromptonrpts/selected-books-articles-and-presentations/

- Lions Park renovation is an example of successful park renovation that promoted neighborhood revitalization
- Need political direction and will to achieve vision. We can do anything we set our minds to

Lions Park

Transportation

- ROW improvements, retain trees for an attractive streetscape, improved sense of community
- Increased transit frequency to serve people who are transit dependent, college and Everett Station
- Provide public improvements for greater walkability

Question 5: What actions do you think the City might take to influence trends in a positive direction to accommodate more growth? What one thing would you do to positively influence future trends?

- Redevelopment of Casino Road – improved design and physical environment
- Improve city gateways along Broadway
- Play up waterfront, public access nodes
- Create a waterfront system of trails
- Require open space offset for every development
- Reduce sprinkler connection fee as a redevelopment incentive to promote more gathering places
- Find a center and identity for South Everett.
- Identify opportunities – Comcast Arena, Kimberly Clark sites as possibilities new economic engines
- Create more gathering places/clusters of uses
- Incentives – property tax exemption could be expanded beyond the downtown, Kalamazoo example of a fund that pays for college for residents who attend public schools, private company giving building to university[3]
- Reduce impacts of being the County seat – county jail, center for social services
- Redevelopment streetscape along Broadway and Evergreen similar to the Shoreline Aurora Corridor
- Plentiful water may support potential to become a Northwest brew center

[3] http://www.nytimes.com/2012/09/16/magazine/kalamazoo-mich-the-city-that-pays-for-college.html?pagewanted=all&_r=0

City of Everett: Innovative Approaches for Population and Job Growth

STAFF WORKSHOP #2: DEVELOPERS FORUM

MEETING SUMMARY
MARCH 7, 2013, 2:00 – 4:00 PM

PANELISTS

Glen Bachman, Kemper Development Company
C.J. Ebert, Harbor Mountain Development
Tim Farrell, Tarragon
Tom Fitzsimmons, Lorig
PJ Santos, Lorax Partners
Gary Young, Polygon Northwest
Joe Tovar, Facilitator, inova

MEETING SUMMARY

The purpose of this workshop was to hear perspectives from those who work in land development about the future feasibility of infill and redevelopment in Everett. Developers who have worked in Everett and in other parts of the Puget Sound region were invited to join in the discussion. The meeting was conducted as a facilitated discussion in which the panelists were asked to provide their insights and experiences with infill development as well as a look forward to what Everett can do to support continued high quality growth and redevelopment. In addition, questions and comments from the audience were taken at several points during the conversation. Audience members included city staff, Planning Commission members, and interested members of the public.

Opening Question: Please describe your experiences working in infill/redevelopment projects. What lessons learned can you share with us?

Panelists:

- Need to create a sense of place and synergy between uses.
- Focus energy in one area and do not fracture energy into multiple focal areas. Focus area does not have to be large.
- Look for opportunities to separate people from cars; surrounding properties around Everett Station for example.
- Sense of place is key and city improvements can make a significant positive impact.
- Look for ways to link Everett Station and Comcast Arena.
- Make improvements to downtown entryways, including landscaping and wayfinding signs. Note that the downtown is a mile from the freeway off-ramps into Everett and those entryways are confusing and not inviting. Need proper wayfinding signs.

- Make sure that you know what problem you are trying to solve. In this case it seems to be how to provide for growth without harming the fabric of the community. Requires careful calculation of where greater density can be afforded.
- People want to live in an attractive neighborhood that suits their needs. Define the brand and who the customer is for that brand.
- Everett is in transitional period and looking for revitalization. Heading in the right direction. Continued support for arts and activities is essential.
- Define what makes the City's strong neighborhoods work and work from those strengths. Create a pathway from strong neighborhoods to the downtown core.
- Entice younger generation to move to Everett.
- Focus on periphery between the core neighborhoods and the growth boundaries.
- Selectively densify neighborhoods and support increased densities with amenities – parks, waterfront access for example.
- Strengths in Everett – strong arts community, large public marina, mountain and water views, Everett Station, seasonal farmers market, potential mix of technical, medical and marine industrial employment, future WSU 4-year college campus.
- Challenges – retail base due to competition from Alderwood Mall to the south and Tulalip outlet mall to the north.
- In some ways, it is good that Everett is a "blank slate" to some, because that means the opportunity still exists to shape identity and "brand."

Audience Questions/Comments:

- Many panelists have talked about the "Gen Y" as part of Everett's housing market, but it's also important to remember the baby boomers – people looking forward to retirement and being free of auto ownership.
- Need to remember the environment and to enhance existing neighborhood character; want people coming to the City to feel a part of a neighborhood. Concerned that high density development would detract from character.

Question 1: From the perspective of a potential investor/developer and your target residential customers, what is Everett's "brand" or "image"?

- Everett's brand is not now centralized or focused. Need to establish and market a downtown identity.
- City has had a good strategy for visioning and working to create a downtown identity. Agree that office development in Riverfront or Port Gardner areas would detract from downtown.

- Residential development around the downtown is important.
- Everett is moving in a good direction; seeing younger, more contemporary clients buying/renting here.
- Brand is "city of neighborhoods," but these need to be linked together and with downtown using wayfinding signage and better pathways/transit.
- Over time, City will brand itself, pay attention to gateways because that conveys a first impression.
- Everett is poised for the future. Has the potential to be stuck if it lets its past encumber its future. Need to transition to the future while embracing the past.
- Recognize that the future is going to be very different. Create brand by preservation of core neighborhoods while allowing for greater density. Focus on corridors and key redevelopment areas. Create a collection of right-scale places
- Recognize that just coming out of recession and market cycles will continue in the future. Be patient, recognize the changes and work with them.
- Brand is going to be unique to Everett, which is an emerging city.
- Note that parking is at capacity at Everett Station – that is a good thing.
- City is on the right track, continue to improve, do not take foot off of the gas pedal.
- Do a better job than Seattle – better infill, play up great views of water, open green areas and mountains, and Everett's historical roots.
- Brand depends on where you are. Could be for aircraft industry, technology, education, arts, etc.
- Paint Everett's strengths with bright colors.
- Recognize how to work with multigenerational and multicultural groups.

Audience Questions/Comments:

- Protect wildlife and habitat areas, Everett estuary.
- Waterfront is a huge asset, should be opened up to provide greater access.
- South part of City does not lend itself to non-motorized travel.
- Linkages and connectivity to waterfront would provide a lot of value.
- Events Center is a huge asset.
- Need more pride in schools, concerns about Everett High School.
- Don't recall Everett having a brand.
- What will happen to downtown? Maintain historic character or high rises?
- In the future, water will be a big issue. Everett has plentiful water.

Question 2: What incentives offered by public agencies are most effective in attracting infill development or redevelopment? What obstacles are the most serious?

- Need leadership around a multi-level platform for change. Include bike trails, signage, street improvements, and important pet projects, such as Riverfront, Everett Station
- Strategic plan for change should include multiple strategies, not just one path forward
- Designate priority areas for infill, which may mean core residential neighborhoods take more density.
- Find ways to get people to support retail.

- Look for opportunities with high return on investment.
- Everett Station is ripe for new development and would leverage prior investments in public transit.
- Everett Station should have housing on top of parking garage.
- Look for opportunities for public/private partnership collaboration.
- Consider residential in all projects.
- Should have a robust wifi system
- Make sure that you have parking everywhere – retail on bottom, green on top.
- Safety – consumer first question is how safe is it?
- Pay attention to financial implications; recognize that finances/lending are tight
- Once have entitlement, try not to make any changes to permitting; keep speed in permitting process
- City has good existing regulatory incentives to promote density and a predictable and timely permit processing system.
- Consider expanding MFTE program to areas around the downtown.
- Look for tax increment financing-like opportunities.
- Use monetary incentives to shape future development; do not give away financial incentives, enforce design standards, other measures.

Audience Questions/Comments:

- No questions/comments from the audience at this time.

Question 3: What recommendations would you make to Everett to attract new private investments and new residents?

Panelists

- Locational decisions for offices are being made by human resources departments of businesses. Big question relates to what's your public transit system like?
- Keep the push going for next 10 – 20 years.
- Support flights out of Paine Field.
- For the next 5 – 10 years out, look for urban density at nodes.
- Need to be competitive similar to private firms, define what reasons people have to be at this location.
- Recognize that the pendulum swings back and forth, but if you have a sense of place, you can create a welcoming atmosphere and long-term sustainability.
- Look at examples outside of the area to learn how other cities have overcome the obstacles.

Audience Questions/Comments:

- No questions/comments from the audience at this time.

Question 4: Can you speculate how employment, transportation, and social trends in this region will affect the housing choices people make five years from now? Ten years? Twenty years?

- Think in the long term – example of the South Kirkland Park and Ride, started life as a drive-in movie theater, became parking lot, now transit oriented development. Required public/private partnership, $8m from federal government. Hard to do this kind of project, very complex and takes a long time. Need long term flexibility to make this succeed.
- Employment density increasing in new office development; has major implications.
- Increasing transportation costs will be important factor in where decide to live; people will turn to public transit.
- Jobs will be centralized in Seattle for the next 15 years, although will change over the long term.
- Social trends – salaries not going to grow, senior population is emerging, houses are going to get smaller.

Audience Questions/Comments:

- What about affordable housing, do the panelists have experiences to share? Panelist discussion that affordable housing development typically needs strong non-profit partnerships that are connected to the federal government and possible funding sources. General comment that Everett already has affordable housing, relative to regional housing costs. Everett Housing Authority has worked to try to assimilate lower cost housing into the community.
- City has a lot of renters, which has impact on transience and neighborhood quality. City needs to address lack of maintenance in order to preserve strong neighborhoods.
- One person felt public transit is good to get to Seattle and to travel within Seattle, but difficult to use to travel within Everett.
- Should industrial zoning continue to be preserved? Panelist response that, around Everett Station, can better use land than what is there now. Larger block sizes also make it easier to handle residential development, compared to smaller sites around the City.

Following closing comments from Allan Giffen, City of Everett Planning and Community Development Director, the meeting was adjourned at 4:00 pm.

Staff Workshop #3: Evaluation of Infill Measures

MEETING SUMMARY
MARCH 29, 2013 10:00 AM TO NOON

Participants

Rick Robinson, Fire
Kathy Atwood, Police
Dan Templeman, Police
Wendy McClure, Neighborhoods
Deborah Wright, Neighborhoods & Community Services
Paul Kaftanski, Parks
Mark Harrison, Parks
Bob Larsen, Planning
George Baxter, Transit
Allan Giffen, Planning
Jim Hanson, Planning
David Hall, Legal
Carlton Gibson, Facilities
Tony Lee, Building
Dave Voigt, Public Works/Utilities
Tim Miller, Traffic Engineering
Lanie McMullen, Mayor's Office
Kate Reardon, Mayor's Office
Michael Brick, Traffic Engineering
Dave Koenig, Planning
Mary Cunningham, Planning
Pat McClain, Administration
Deborah Munkberg, inova
Chris Breiland, Fehr & Peers

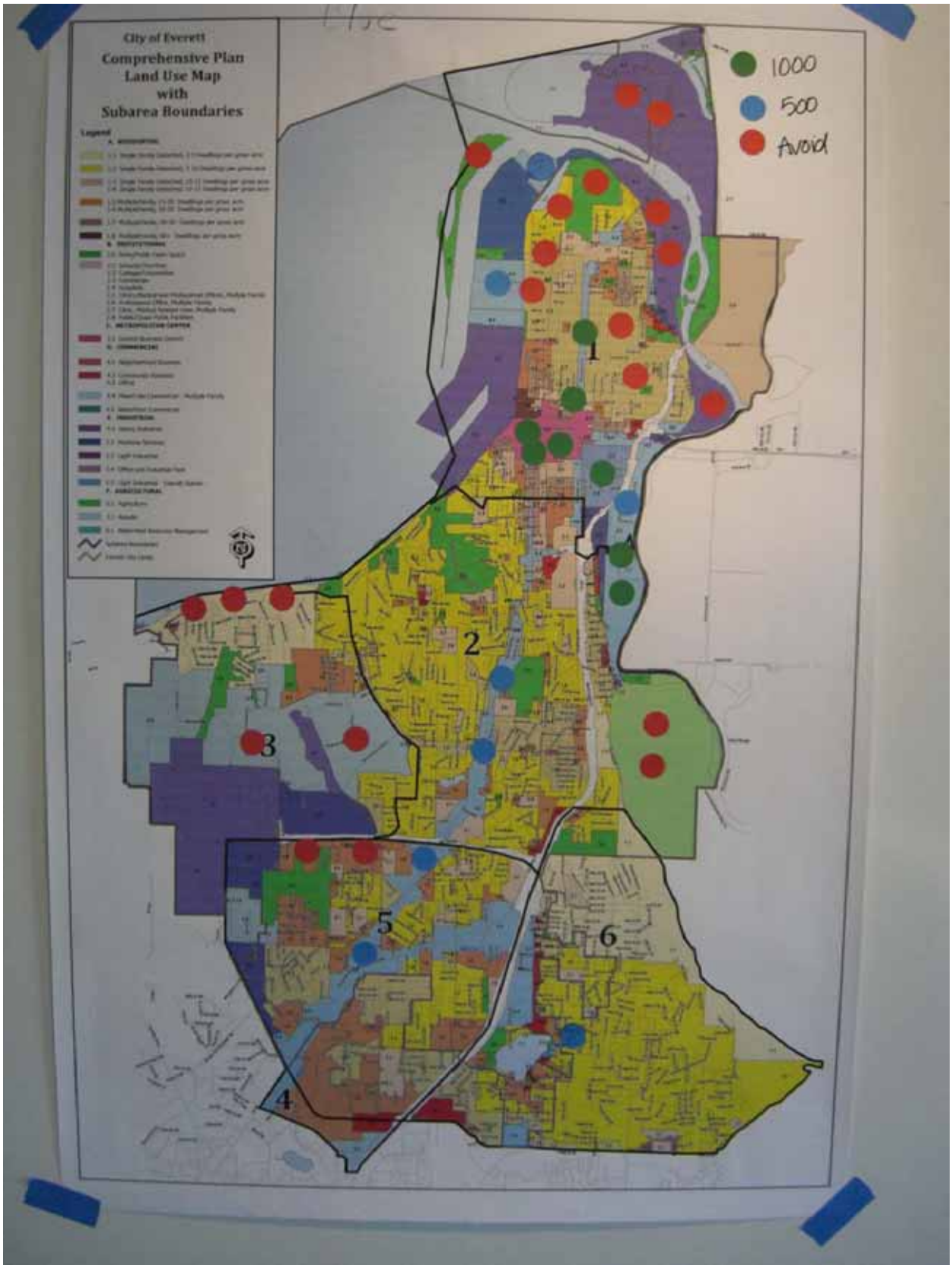
Meeting Summary

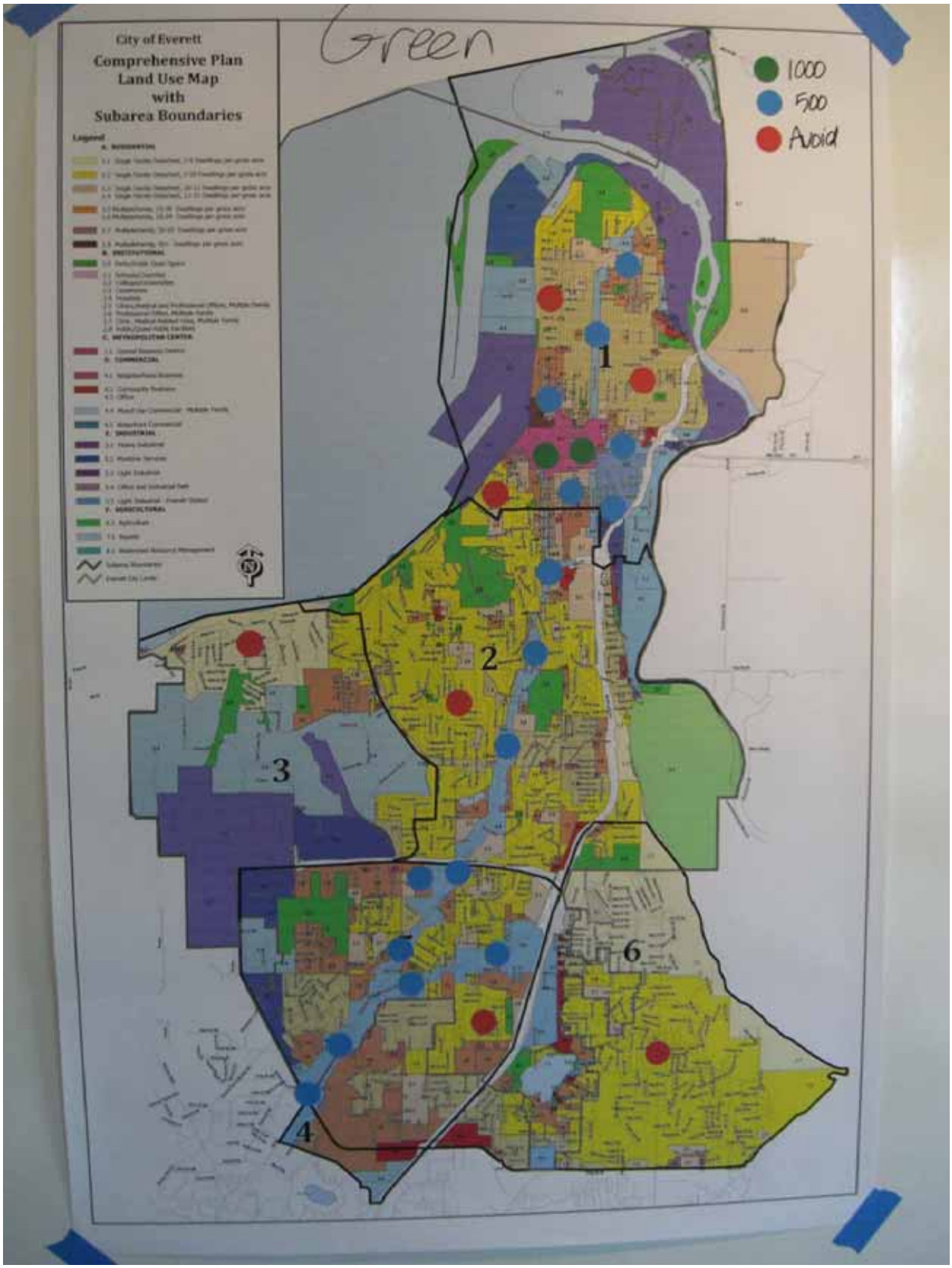
Project Recap

Following brief introductions, Deborah Munkberg gave a short presentation, describing project activities and progress since the group's last meeting in January. The presentation included an overview of research findings into infill programs, identification of preliminary infill measures for consideration, and preliminary evaluation criteria for infill measures.

Exercise 1: Population Mapping

Workshop participants broke into four smaller groups for this exercise. Each group was provided a map of the City and was asked to identify where an additional 10,000 people should be located and what areas should be avoided. Groups were given green dots representing 1,000 people, blue dots representing 500 people, and red dots representing areas to be avoided. Each group completed a map and made a short presentation, describing their approach and rationale for distribution of population. Each map is shown on the following pages.


City of Everett
Comprehensive Plan
Land Use Map
with
Subarea Boundaries
Legend
1000
500
Avoid
1
2
3
4
5
6


City of Everett
Comprehensive Plan
Land Use Map
with
Subarea Boundaries
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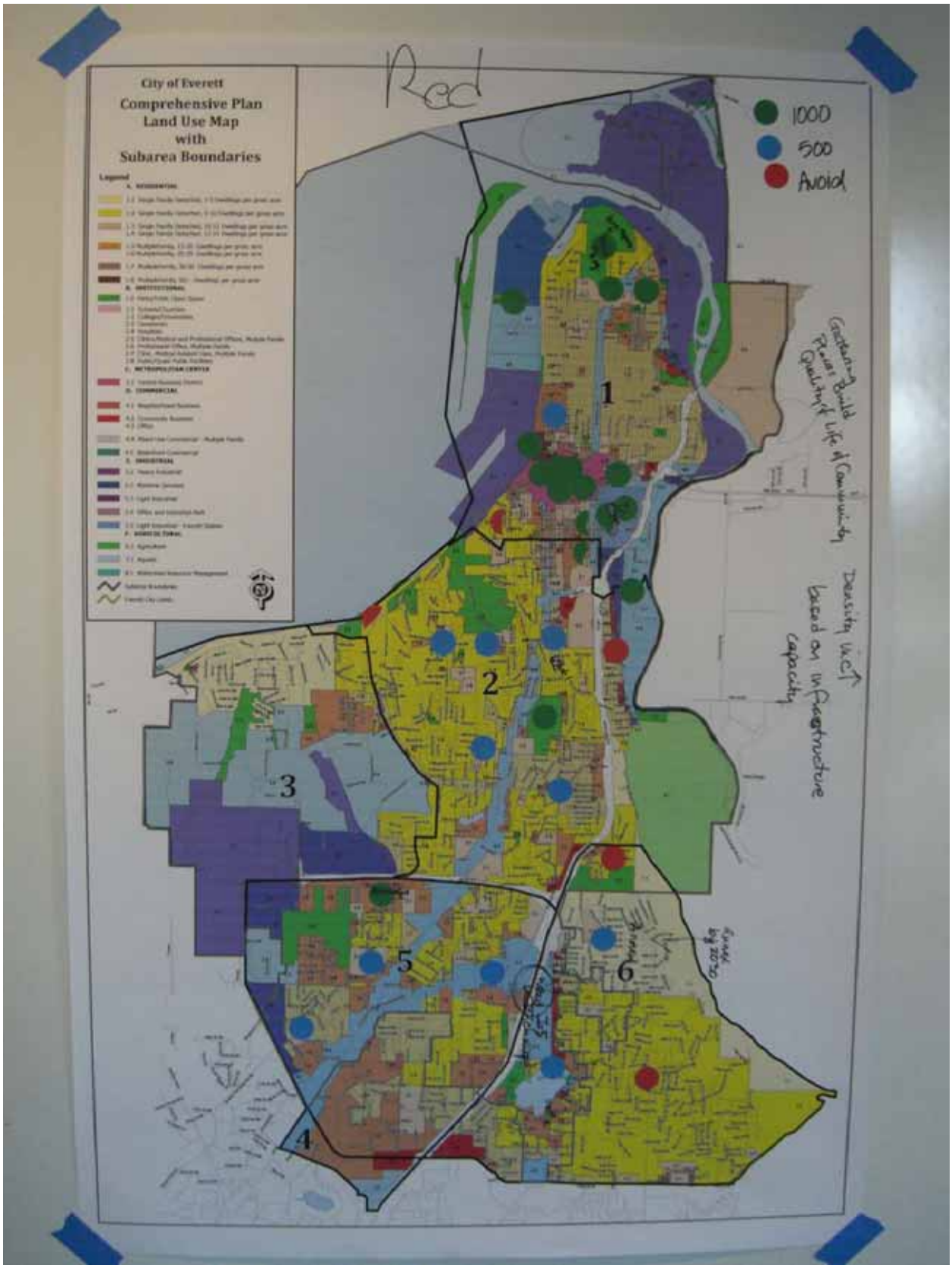
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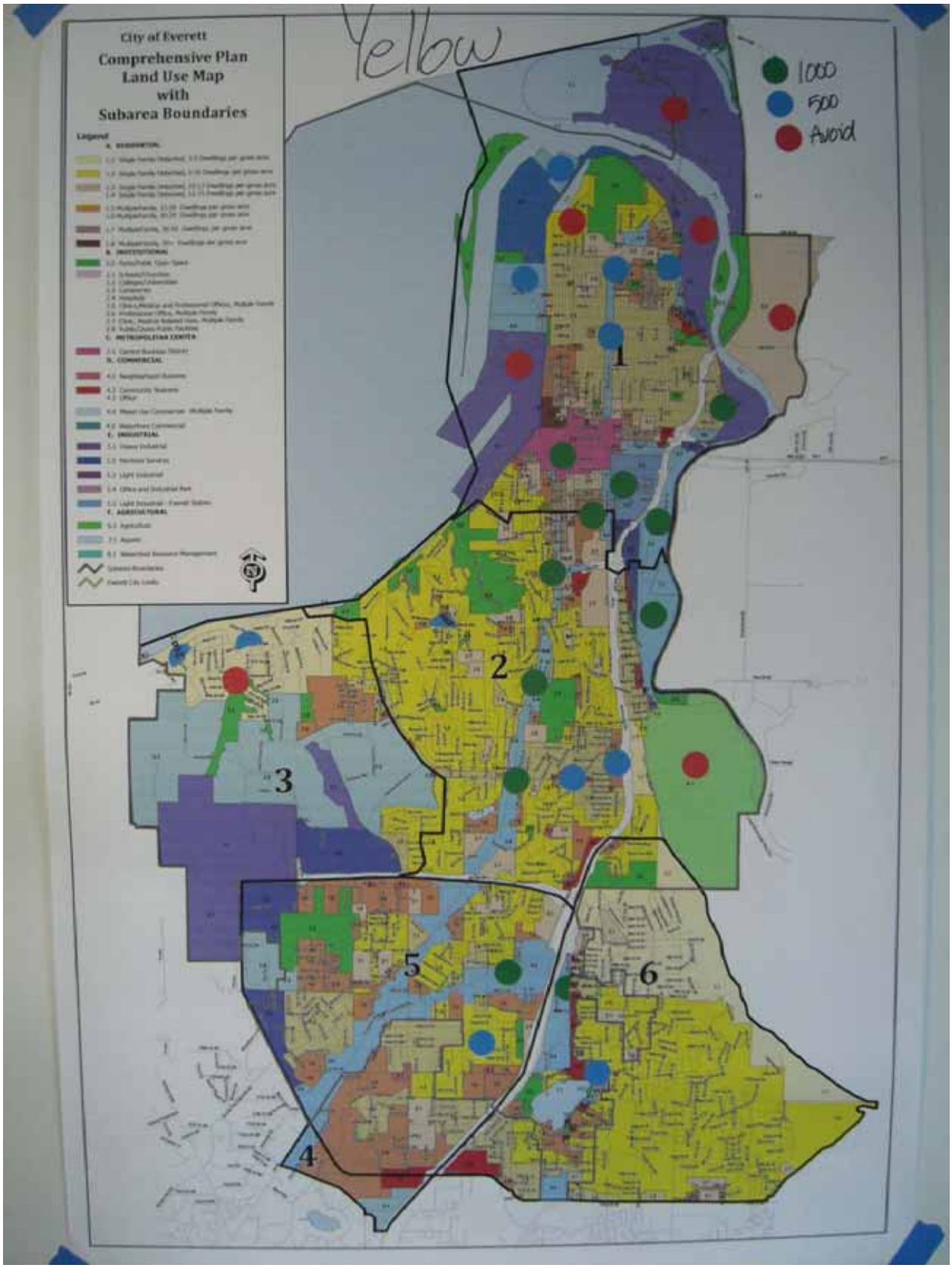
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Exercise 2: Prioritization of Infill Measures

Workshop participants were asked to evaluate potential infill measures as to how effective each measure would be in achieving infill goals. Potential infill measures were organized into three groups:

1. Measures that provide additional residential capacity;
2. Measures that support desired development; and
3. Measures that encourage economic development.

Each potential infill measure was displayed on a poster, together with a continuum ranging from very effective to not at all effective. Participants placed dots along this continuum to show their relative rating of each measure.

Following this exercise, participants were provided five dots and asked to place a dot by the top five measures that they preferred. A summary of these dot voting exercises is provided on the next pages, followed by the original posters.

Wrap up

Next steps in the project will include an evaluation of potential measures and preparation of a draft report for City review. The draft report will be reviewed by the Planning Commission in late May or early June.

PROVIDING MORE RESIDENTIAL CAPACITY

	Very Effective to Neutral	Neutral	Neutral to Not at All Effective
Infill options for established neighborhoods	●●●●●●●●●●● (11)	● (1)	●●● (3)
Redesignate for higher density	●●●●●●●●●● (10)	●● (2)	
Flexible Small Parcel Standards	●●●●●●●●●● (10)	●●● (3)	●●●●● (5)
Rowhouse/townhouse/ brownstone	●●●●●●●● (8)	●●● (3)	
Apodments	●●●●●●● (7)	●● (2)	●●●●●●●●● (9)
Cottage housing	●●●●●● (6)	●●● (3)	●●● (3)
Mixed use	●●●●● (5)	●● (2)	

Comments

- *Why would you live in downtown Everett if you could live somewhere else?*
- *Gotta have a reason for people to come into town on weekends, stay for a while other than just the individual event*
- *Think about services for elders*
- *Neighborhood plans driven by options dialogue with residents*

ENCOURAGING ECONOMIC DEVELOPMENT

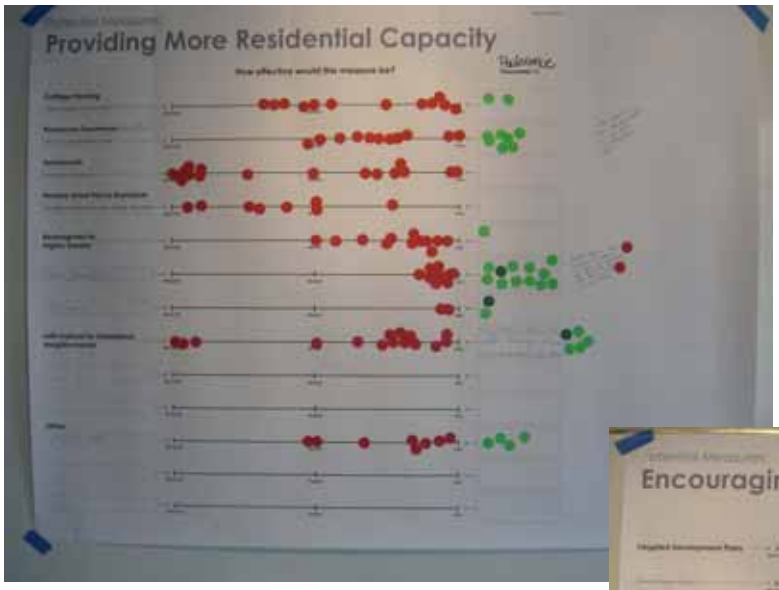
	Very Effective to Neutral	Neutral	Neutral to Not at All Effective
Entry and wayfinding signs program	●●●●●●●●●●●●●● (14)		● (1)
Major employers program	●●●●●●●●●●●● (12)		
Develop program for streetscape improvements	●●●●●●●●●●●● (12)		● (1)
Targeted Development Plans	●●●●●●●●●●● (11)		
Everett Station	●●●●●●●● (8)		● (1)
Casino Road	●●●●●●● (7)	● (1)	● (1)
Incentives for private land assembly	●●●●●●●●●●● (11)		
Parks/amenities	●●●●●●●●●● (10)		
Targeted utility improvements	●●●●●●●●● (9)		
Public/private land assembly program	●●●●●●● (7)	●● (2)	
Seek out opportunities for public/private partnerships	●●●● (4)	● (1)	● (1)

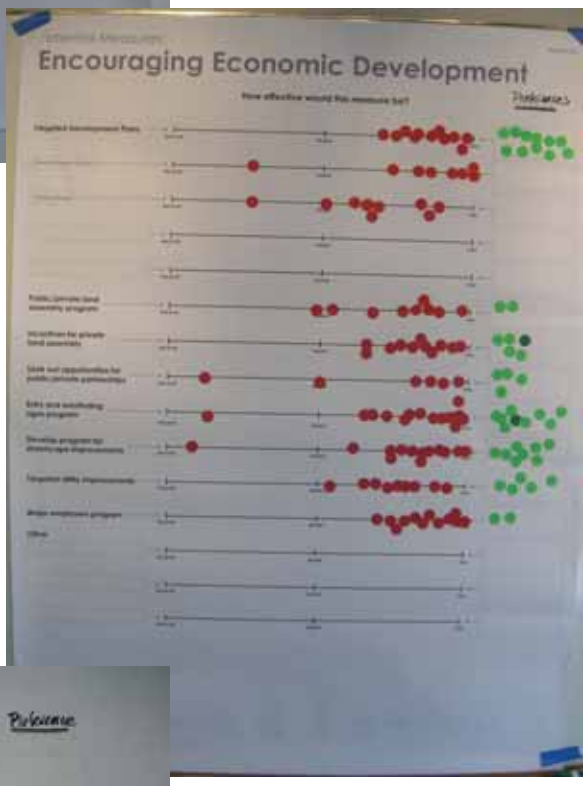
SUPPORTING DESIRED DEVELOPMENT

	Very Effective to Neutral	Neutral	Neutral to Not at All Effective
Require sidewalks in multifamily and duplex development	●●●●●●●●●●●●●●● (15)		
Revise design standards to buffer sidewalks	●●●●●●●●●●●●● (13)		
Require sidewalks everywhere	●●●●●●●●●●● (11)		
Expand Multifamily Tax Exemption Program	●●●●●●●● (8)	●●● (3)	●● (2)
Streamlined Development/ Building Code	●●●●●●●● (8)	●●●●●●● (7)	● (1)
Revisit parking standards	●●●●● (5)	●● (2)	● (1)
Eliminate minimum parking requirements for small development	●●●●● (5)	● (1)	●●●●●●● (7)
Expand lower parking requirements outside downtown	● (1)	●● (2)	●● (2)
Revisit Transportation Standards	●●●●● (5)	●●●● (4)	● (1)
Increase Transportation Impact Fees to fund more/better projects	●●●●● (5)	● (1)	
Change LOS requirements in more areas	●●●● (4)	●● (2)	● (1)
Bike lanes	●● (2)		

RATINGS

Potential Strategy	Ratings
Parks/amenities	●●●●●●●●●●●● (12)
Targeted Development Plans	●●●●●●●●●●● (11)
Entry and wayfinding signs program	●●●●●●●●● (9)
Develop program for streetscape improvements	●●●●●●●● (8)
Rowhouse/townhouse/brownstone	●●●●●●● (7)
Revise design standards to buffer sidewalks	●●●●●● (6)
Require sidewalks everywhere	●●●●●● (6)
Incentives for private land assembly	●●●●● (5)
Targeted utility improvements	●●●●● (5)
Infill options for established neighborhoods	●●●●● (5)
Mixed use	●●●● (4)
Seek out opportunities for public/private partnerships	●●●● (4)
Public/private land assembly program	●● (2)
Major employers program	●● (2)
Expand Multifamily Tax Exemption Program	●● (2)
Cottage housing	●● (2)
Bike lanes	●● (2)
Redesignate for higher density	● (1)
Revisit Transportation Standards	● (1)


Providing More Residential Capacity
How effective would this measure be?


Encouraging Economic Development
How effective would this measure be?

Supporting Desired Development
How effective would this measure be?

APPENDIX 2

Planning Commission Meetings

Planning Commission
Meeting Minutes
January 15, 2013
Approved: KMD

6:31:05 PM Acting Chair Olivers called the meeting to order. Commissioners present: Commissioner Sand, Commissioner Adams, and Commissioner Jordison.

Commissioners Absent: Commissioner Chase and Chair Sosin.

Staff Present: Allan Giffen, Dave Koenig, Mary Cunningham, Jim Hanson, and Kathy Davis.

Meeting Minutes

Motion: Commissioner Sand made a motion to approve the December 4, 2012 meeting minutes. Commissioner Adams seconded the motion.

Vote: Commissioner Jordison, abstain; Commissioner Adams, yes; Commissioner Sand, yes; and Acting Chair Olivers, yes.

Motion Carried.

Item 1: Election of Officers for 2013 – Chairperson and Vice Chairperson

Motion: Commissioner Jordison made a motion to nominate Commissioner Adams for Chairperson. Commissioner Olivers seconded the motion.

Vote: Commissioner Jordison, yes; Commissioner Adams, yes; Commissioner Sand, yes; and Acting Chair Olivers, yes.

Motion Carried.

Motion: Commissioner Sand made a motion to nominate Commissioner Olivers for Vice Chairperson. Commissioner Jordison seconded the motion.

Vote: Commissioner Jordison, yes; Commissioner Olivers, yes; Commissioner Sand, yes; and Chairman Adams, yes.

Motion Carried.

6:34:50 PM
Item 2: Public Workshop – Approaches to Accommodating Population and Employment Growth

Allan Giffen, planning staff, introduced Deborah Munkberg from inova planning communications design who is the consultant the City selected for a grant funded opportunity to review ways the City could accommodate some of the large growth numbers that are projected for Everett through the Vision 2040 Plan. Planning staff presented the growth targets at briefings before Planning Commission in November

and City Council last week. City Council did approve a resolution recommending that the Puget Sound Regional Council (PSRC) revisit the growth projections.

6:36:02 PM

Deborah Munkberg, inova, stated that the Puget Sound Regional Council (PSRC) designated Everett as a regional growth center and metropolitan city which means that Everett is designated the civic, cultural and economic hub for Snohomish County. The City is the focal point for future population and employment growth. By 2035, the City needs to accommodate about 10,000 more in population beyond the capacity of their existing plans. There is an additional increment in employment that will happen; however, the City does have the capacity to accommodate that target.

The City has already done a lot of work on infill measures through their Comprehensive Plan goals, policies, objectives, regulatory standards, and through economic development initiatives. In the land use section of the Comprehensive Plan there are policies that address support for increased densities. Also, there is an attempt to balance increased densities with community character to make sure that the City character is preserved. There are some neighborhoods that are identified for increased density and some discussion of design standards and other kinds of amenities that help maintain character.

There are also a number of potential implementation measures that the Comprehensive Plan already has identified such as expanding the multifamily tax abatement program, looking at certain areas to provide more specific plans to help design and create higher density areas, infill in single family areas, and Transfer of Development Rights. Within the implementation measures there is recognition of the need to balance density and maintain the City's community character. Recognizing that the City has already identified a number of measures and have implemented some of the measures, the next step is what else can be done to provide the additional growth capacity. In order to research that, the City has received a GMA planning grant through the Washington Department of Commerce to look for an innovative program to increase infill density through design and density regulations, strategic city investments, programs, or other creative approaches.

The grant is funded through June of 2013. Ms. Munkberg presented the project schedule which included assembling and reviewing background information, conducting research and workshop sessions, developing a framework for analysis, evaluating measures, and preparing reports for Planning Commission review.

The first step in the process is pulling together the background information in terms of land capacities in the City which is near completion. The second step is to focus the research on what are all the different infill options that have been used and documented in the State and nationally; and to review case studies and lessons learned in other cities. The third step is to hold informal workshop sessions with City staff and Planning Commission members where long term trends, city land use capacity and culture will be reviewed and discussed. The consultant will also be conducting an on the ground mapping exercise of infill measures to get some input on where and how might those measures look like on a map. Also planned is a Developers' Forum to discuss what would attract development, what are the market conditions, and general thoughts about infill in Everett.

Under step 4, the consultant will also develop a framework for analysis. The consultant will come up with criteria to evaluate the list of potential infill measures such as how consistent is the measure with the City's current regulations, is it feasible from a market perspective, does it take extra resources from

the City's perspective to implement, are there implications or impacts on transportation and other infrastructure. The potential infill measures would then be sorted and prioritized.

Under step 5, the consultant will provide an evaluation matrix on the infill measures and under steps 6 and 7, the consultant will develop the report which will be short, simple, and straight forward. The report would be a tool that the City can use during the comprehensive planning process. Step 8 refers to Planning Commission review which included the informational meeting, a workshop on the infill measures and evaluation criteria, and public hearing on the draft report.

The consultant's considerations during the evaluation will include community character, market trends, public support, available resources, long term trends, and timing and phasing. One of the priorities in the City's Comprehensive Plan is a policy to maintain a strong sense of community identity. So, the evaluation will be looking at overall visual character and sense of place; scale, edges, and transitions between uses; stable mix of retail and services; and equitable distribution of amenities. The topic of community and visual character came up during the interdepartmental meeting conducted earlier in the day. Issues related to gateway and streetscape improvements, design standards, and making sure there is maintenance capacity to support new infrastructure and improvements in the City were discussed.

The consultant will identify whether or not there is market support for multifamily development – mixed use and single purpose residential development. In order to incentivize development in the City, there must be ways to reduce costs for developers as well as to enhance income. Also identified during the interdepartmental meeting was the need to break the cyclic relationship between the need for a strong well trained workforce to attract and support employers and employers to attract the workforce. The City needs to find a way to move forward and break that cycle. The developer's forum will provide the City with an overall look at the current and anticipated market trends.

Ms. Munkberg presented a chart to show how the City could achieve the growth targets through incremental changes. During the interdepartmental meeting, there was a discussion about how things have changed since the mid 80's. The City has grown by 37,000 since the mid 80's. Commissioner Sand asked if that was through infill growth or annexation. Ms. Munkberg responded that it was probably both. Commissioner Sand asked if her discussion was focused on infill growth. Ms. Munkberg responded yes.

6:48:35 PM

Mr. Giffen stated that under the Growth Management Act (GMA), the City is required to update the Comprehensive Plan by June 2015 which gives the City a 2 ½ year timeframe in which the City will be looking at a number of issues. The City's current Comprehensive Plan horizon is 2025 which has to be extended out to 2035 for the update. With each time that the planning horizon is extended, the City also has to address new growth targets. Under the GMA, the City is required to plan for a certain level of population. While GMA does not require the City to plan for a certain level of jobs, you can't do one without the other, so the City will plan for a given level of employment. At the November Planning Commission briefing, planning staff provided an explanation of the Vision 2040 regional growth strategy that was adopted by the Puget Sound Regional Council (PSRC) for the four county areas of King, Pierce, Snohomish and Kitsap.

PSRC is the agency responsible for distribution of federal transportation dollars. Along with that comes the responsibility for figuring out where the growth is going or should go so that transportation resources can be focused in the areas where they will do the most good over the long term. Under

federal law there is a lot of planning that goes into the adoption of long range transportation plans as well. All that gets filtered out at the regional level and then each of the counties and cities has to adopt a comprehensive plan that has growth targets under both the GMA and Vision 2040.

The City has a 2 ½ year period to conduct the update. The City does want to hear from citizens throughout the process. There will be many opportunities to comment. In response to the growth targets, the City will have to update the other elements of the Comprehensive Plan such as economic development, housing, transportation, utilities, urban design, historic preservation, and other elements which will require intensive work on the part of staff. The City will really be looking to the public for feedback throughout the process.

6:52: 33 PM
Chairman Adams asked if the commissioners had any questions for staff.

6:54:55 PM
Commissioner Sand asked if the intent of the report prepared by inova would be to provide the City with a tool to evaluate the options and the implications of those options. Mr. Giffen responded yes.

6:56:22 PM
Commissioner Olivers recalled that there were some ongoing discussions between the City, County, and PSRC regarding the growth targets and the County's desire to reduce the targets in the unincorporated portions of the UGAs and to increase the targets in the incorporated portions of the UGAs. He asked staff for an update on that issue. Mr. Giffen responded that those discussions are ongoing. The Vision 2040 Plan says that the amount of growth in unincorporated urban areas should be deemphasized and encouraged within incorporated City limits.

The City Council adopted a resolution which indicated that the PSRC should revisit their growth projections in light of the recession and to revisit the policy about less growth in unincorporated urban areas. In order to accomplish less growth in those areas the County would have to downzone areas. There has been significant investment in infrastructure in those unincorporated areas. It is unrealistic that Snohomish County would adopt that policy based on previous plans for urban centers in unincorporated areas, and the future of light rail which will be going through those unincorporated areas on its way to Everett.

The City is working with fellow cities and the County to come to an agreement on the growth targets. The City Council resolution suggested that the City's growth projection should be about 10,000 more than the City's 2025 capacity. The Regional Growth Strategy preliminary 2035 growth target for Everett is 165,000. The City Council adopted a preliminary target of 143,000 for population and employment and that may decrease or increase as the City conducts their work over the next 2 ½ years.

7:01:01 PM
Commissioner Olivers asked if there were consequences if the City does not meet the PSRC growth targets. Mr. Giffen responded that the City has provided the City Council resolution regarding the preliminarily growth target for population and employment to PSRC. PSRC stated that they could work with that number; however, they would prefer the higher Regional Growth Strategy levels. The City felt that the lower target was more reasonable given that light rail will not be in Everett far enough in advance of 2035 for the real estate market to respond to that kind of infrastructure and provide that

kind of density. Light rail to Everett will help increase density and infrastructure around light rail stations.

7:02:52 PM
Mr. Koenig commented that under the countywide planning policies, the County has a reconciliation process for reviewing the growth targets after all the cities and the County submit their growth targets.

7:03:43 PM
Chairman Adams asked when there would be a decision regarding the growth targets. Mr. Giffen responded that the City is moving forward with the growth targets as approved in the City Council resolution. The growth target for population is 143,000 within current City limits. That is about 40,000 more than Everett's existing population and about 10,000 more than the capacity allowed in the City's existing Comprehensive Plan. The growth target for employment is 140,000. That is about 45,000 more than what exists currently; however, the City has adequate capacity to accommodate that number.

The City is continuing to work with the County and fellow jurisdictions on the population growth targets. Mount Lake Terrace will have a light rail station in 2023, so they felt they are going to get more growth than the current model predicts. Lakes Stevens felt that they could accommodate more population and jobs. If each of the other cities in the county take on a little more than what their current plans allows, that excess can be distributed amongst the other cities. The preliminary feedback from PSRC is that may be acceptable; however, PSRC does not want any expansions of the urban growth areas within Snohomish County or other counties. Their strategy is to concentrate more of the development where transportation investments are planned.

Citizen Comments

7:06:36 PM
JT Dray, 902 Wetmore Avenue, would like Planning Commission to consider the mass transit issue as they are conducting the planning work. He stated that he uses the Everett Transit bus system. He has been listening to the comments regarding the Link light rail coming from the south to Everett and he was concerned that when it gets here, pedestrians who take advantage of the link system would be woefully disappointed by the inadequacies of Everett Transit. He realized that Everett Transit wanted to remain independent; however, he felt that there would be a tremendous duplication of services and expenses for all these buses running through the City. That issue should be addressed. He noted that when Ms. Munkberg mentioned who was in attendance at the interdepartmental meeting, there was no mention about representation from Everett Transit.

Mr. Koenig responded that Transit was represented at the interdepartmental meeting.

7:09:40 PM
Annie Lyman, 2720 Hoyt Avenue, stated that she appreciated the early planning workshops and felt that these types of discussions were really crucial to the neighborhoods. She was interested in redevelopment in existing neighborhoods. There is a statement about preserving and enhancing the City's well established neighborhoods and community assets. She was concerned about the transportation issues and arterials. There are several large streets that are in the older established neighborhoods that have been considered in past growth plans as arterials to be improved. She was concerned about Colby Avenue. She stated that the hospital and college have really impacted Colby Avenue and the NW Neighborhood, and they have heard about several plans for Colby Avenue including

removal of the center landscaping so that Colby Avenue can be a four lane arterial to serve the hospital and college. She asked that the City take the time to consider and speak to the NW Neighborhood residents regarding area transportation improvements. She realized that it was crucial to have efficient bus systems and emergency vehicle traffic to get to the hospital; however, they were assured during the hospital hearings that Colby would not be changed.

7:12:03 PM

Jean Hewat, 3324 Grand Avenue, stated that she lived in the Port Gardner neighborhood historic overlay zone. Her property is multi-family zoned in a street of single family homes. She is concerned about the transfer of development rights, height limits, setbacks, and scale and transition between Evergreen Way and Grand and how that is going to effect the quiet character of her neighborhood. She has lived in a transitional area in Seattle and they moved out because of the increased density and noise. The noise ordinances were not addressed and it was very difficult to live in the area once the density increased. She asked that the Planning Commission and the Planning Department strengthen the preservation of historic districts by considering setbacks and height limits. She also felt that there was a lack of open space in the Port Gardner neighborhood. Both the Norton ball field and Doyle Park properties are owned by the Everett School District and those are planned to be sold, and she is concerned that the neighborhood would lose two out of three neighborhood parks.

7:14:13 PM

Jackie Minchew, 5607 S. 2nd Avenue, stated that he would like to see transit oriented development. He asked what other variables and assumptions would be considered besides jobs and population. He also asked how closely vulnerabilities are reviewed. Not just what you expect to happen or what you hope will happen but what could happen with other factors such as energy supply and cost. In regards to general economic trends, is national and personal debt being considered – college expenses, homes that are not worth the cost of the mortgages and so forth – if those sorts of vulnerabilities factor into the planning.

7:16:21 PM

Katrina Lindahl, 2515 East Grand Avenue, stated that she would like the City and Planning Commission to consider landscape aesthetics in the update specifically about tree planting and shrubs. It is well documented that trees enhance the livability, the economic environment, and the safety of cities. She would like to see trees promoted and protected. Trees have been addressed in the Evergreen Corridor and Broadway Corridor Plans but there are many areas in the City where trees are not replaced when removed. She would like gateways with landscaping to help promote an urban forest. She would also like maintenance requirements that prevent topping and pollarding to help create a canopy.

7:18:32 PM

Jeffrey McClimans, 1131 Colby Avenue, stated that he felt that trees in the City were important. He stated that the City had previously looked at a riverfront to waterfront street car line and another streetcar line that would travel from the downtown to the college. Colby is already a busy street and he felt that having a streetcar line on Colby would create further problems in the neighborhood. He would prefer that the streetcar line go up Broadway so that density can be concentrated along the heavier arterials. Keep developments focused in limited areas such as the downtown core, Broadway, and Evergreen. He felt that focusing development would help retail businesses. He would love to see a pedestrian connection between the waterfront and Grand.

7:22:16 PM

Patrick Pierce, 1606 Colby Avenue, stated that he would like to see an emphasis on gateways to the City from the freeway on Pacific and on Broadway. He felt that the overall aesthetics of the City are important. He would like derelict buildings in the downtown core and in other areas cleaned up. Everett has a lot of potential. He felt that the focus needs to be cleaning up the City's image.

7:24:10 PM

Dean Smith, 3007 Federal Avenue, stated that he was an engineer and was involved in the design of internet in the early 70's. Redundancy and modularity were two of the principles that were followed when the internet was designed. He felt that was pertinent to this process. The terms mean to be prepared for or ready for some kind of catastrophe. He felt some consideration should be made to the idea that neighborhoods should be able to survive or be resilient for a week or two if there are no connections. In regards to people movement and transportation, he felt that there should be some consideration for redundancy, so that if some systems fail other systems will be in place.

7:25:20 PM

Chairman Adams asked if there were any further comments or questions from Commission. There was no response. Mr. Koenig asked citizens to sign up to be on the mailing list. Mr. Giffen added that citizens could also send an e-mail to the Planning Department to request to be added to the mailing list. Chairman Adams thanked citizens for their participation and comments.

Item 3: Public Hearing and Decision – Landscape Code for Parking Lots, Streetscapes and Development Projects.

7:26:50 PM

Mary Cunningham, Planning staff, stated that Planning Commission held a workshop in May 2012. Since the workshop, she has met with the Tree Committee and other City staff on the proposed regulations. She also circulated the revisions to the Master Builders and other interested parties such as Puget Sound Energy and PUD; however, there were no agency comments received. The City did go through the formal environmental review process on the proposed regulations and there were no comments received on the proposed regulations during that process. Since the last workshop, a number of changes have been made to the proposed regulations in response to comments received from the Planning Commission workshop, Tree Committee, and City staff.

Ms. Cunningham stated that the proposed regulations were in response to a consultant's recommendation on amendments the City should make in response to low impact development. The consultant was hired by the Puget Sound Partnership and that review was conducted for a number of area jurisdictions. Since that time, Ms. Cunningham has been working with other City staff on amendments to address low impact development.

The amendment to the parking area design and construction encourages permeable surfacing materials, encourages low impact development (LID) stormwater management facilities in parking areas such as rain gardens and bio-infiltration swales, added standards for walkways through parking lots (if there is more than 100 parking spaces, at least 1 path must be raised or constructed of different materials), and requires lighting to be shielded. The last amendment was based on comments from Commissioner Jordison at the May workshop and discussions with Public Works staff.

The amendment to the landscaping and screening sections of the code encourage use of low impact development (LID) when feasible and allows LID stormwater management facilities, such as rain gardens and bioretention areas to be used in conjunction with landscaping requirements when the purpose of the landscaping is met. She presented photos of areas where low impact development is part of the landscaped areas in parking lots – Northgate Mall and Mukilteo City Hall.

Currently, a five foot wide landscaped area is required along the property line. Public Works staff indicated that developers are trying to fit required trees in that area as well as rain gardens, infiltration areas, and have 2 ½ foot bumper overhangs into those areas which are allowed by Code. So the language was amended to read that wider planting areas may be required to accommodate both trees and the LID stormwater features. A standard was also added to address flowing stormwater conveyance, which requires some hardened surfaces such as rock to prevent erosion. If those areas are landscaped with trees and a stormwater flowing conveyance, the planting area must be at least 10 feet wide. And only 25% of the required groundcover area can consist of the type of rock or mulch materials that are part of the rain gardens or biofiltration swales, and the rest would have to be planted with groundcover.

Another change proposed includes a requirement for landscaping between the street and parking lot for parking lots located on a street frontage. The code has changed over the years. Prior to 1990, the width of the landscaped area was five feet and in the right-of-way if approved by the City. In the 1990's, the requirement changed to 10 feet wide with 5 feet in the right-of-way. The current language would require that all 10 feet of the required area be on private property. The reason for that change is that public works would like to maintain right-of-ways for future street improvements. The City has lost a lot of landscaping over the years due to street improvement projects that widen the pavement and sidewalk and then remove code-required landscaping without replacing the landscaping.

7:39:47 PM

Commissioner Sand asked if the City allowed property owners to landscape in excess right-of-way. Mr. Koenig responded yes. Commissioner Sand asked if there was a provision that required the property owner to remove the landscaping if the City needed the right-of-way, or any provisions for replacement of the removed landscaping. Mr. Koenig responded that replacement landscaping was not addressed in the Code.

Ms. Cunningham stated that the type of landscaping that is required in those areas has also changed over time. Prior to 1990, the City required three foot high trees or shrubs for each 100 s.f. of required landscape; and after 1990, the City required a minimum of 6' high evergreen and/or 1-1/2" caliper deciduous trees spaced at 30 feet on center, shrubs and groundcover. The proposed language requires 6' high evergreens, 2-1/2 inch caliper deciduous trees, that grow to a minimum of 20 feet high and 10' wide at maturity, shrubs and groundcover which is consistent with what was adopted for the Evergreen Way and Broadway Mixed Use zones. She presented some examples of smaller trees used in landscaped areas.

Ms. Cunningham stated that some of the standards are being changed for interior parking lot landscaping. The proposed language requires interior parking lot landscaping for parking areas that are greater than 6,000 square feet or have more than 20 parking stalls. Mr. Koenig added that the current standard is greater than 4,000 square feet or more than 10 parking stalls. Ms. Cunningham added that the change is consistent with other interior parking lot standards of other local jurisdictions.

The proposal also includes changes to the interior parking lot landscaping area required. Prior to 1990, a minimum of 5% was required to be landscaped. After 1990, parking lots with less than 50 stalls required 17.5 square feet of landscaping per stall; if more than 50 and less than 99 stalls required staff to interpolate between 17.5 square feet and 35 square feet of landscaping per stall; and if more than 99 stalls required 35 square feet of landscaping per stall. In 2002, the regulation required 24 square feet per tree. The proposed standard for 21-99 stalls would require 20 square feet per stall and the requirement for more than 100 stalls is 30 square feet per stall.

Pre-1990, the Code required 6, three foot high evergreen trees or shrubs for each 100 square feet of landscape area and groundcover over 75% of area. In 1990, the Code required one tree for each 100 square feet of landscape area, 5 shrubs per 100 square feet of landscape area, and groundcover to provide 90% coverage. In 1992, shrubs were no longer required; however, the standards required at least 50% of the trees to be evergreen. In 2002, the Code required one tree per 8 parking stalls for parking lots with 11-99 stalls and one tree per 6 parking stalls for more than 100 parking spaces. Under the current proposal, the Code will require the same number of trees per parking stalls; however, the minimum number of stalls would change from 11 to 21. The proposed requirements include provisions that trees must be 20' high and 10' wide at maturity; if smaller trees are planted the standards would require that more trees be planted; a variety of shrubs and groundcover are required; requires landscaping at row ends; all trees may be deciduous if evergreen trees added to perimeter landscape areas; and, increases allowed distance of stalls from landscape area (from 50' which is the current standard to 80'), but required to be in the same row. The reason for the increase was to provide more flexibility for meeting low impact development for stormwater.

Ms. Cunningham stated that the proposal includes landscaping standards for parking structures with options for screening. She presented a picture of a parking structure located at Northgate Mall as an example of what would be required in the way of landscaping and screening.

7:53:23 PM
Commissioner Sand mentioned that there was a pole in middle of the sidewalk and asked if the City would go around the pole to get the full width of the sidewalk. Mr. Koenig responded that the City currently extends sidewalks around poles.

Ms. Cunningham presented a slide of interior side yard landscaping options which have been adopted in the Core Residential standards and are proposed Citywide. The landscaping would require a recorded agreement between the two property owners.

7:57:01 PM
Chairman Adams asked if the #2 option with the low landscaped hedge at least three feet wide in the 10 foot space as depicted was enough room for a wheelchair. Ms. Cunningham responded that the option would probably not be used in an area that was required to meet accessible standards.

Ms. Cunningham stated that the regulations would require the landscaping plans show the location and height of power lines, trees under power lines – species from PUD's or PSE's books, and describe how the landscaping plan avoids conflicts with location of parking lot lighting, signs, bumper overhangs, bus stops, and etc. Plans must be designed for crime prevention to discourage concealment near buildings, not obstruct exterior surveillance cameras, lights, windows and doors, and provide view corridors – majority of shrubs below three feet, trees with branches above 6 feet. The landscape and irrigation plans must be prepared by licensed or certified professionals. New language was added to address what

must be on the landscape and irrigation plans such as a requirement that the engineer of record on the project provide certification that the soils are prepared as per the stormwater manual, pruning be consistent with national standards, required trees must be maintained to a height of 20 feet, and portions of trees over the pedestrian and vehicle maneuvering areas be pruned up 7 feet, and topping, shearing and pollarding are prohibited. A separate enforcement section was added that requires a maintenance assurance device when replanting is required.

8:03:10 PM
Ms. Cunningham asked if there were any questions or comments.

8:03:21 PM
Commissioner Olivers asked if the City had received any feedback from anyone from the auto sales industry. Mr. Koenig responded that there are separate standards for automobile sales in the new Evergreen Way zoning, as most of the auto dealerships are located there, and the proposal does not change those standards. Commissioner Olivers was concerned about the requirements for the installation of permanent irrigation systems. He commented that irrigation is required to get the plantings established but the landscaping should be self sustaining after sufficient time for mature root development. He asked if there was an exception to permanent irrigation systems. Ms. Cunningham responded that the City did receive a comment that installing temporary irrigation was almost the same cost as installing a permanent irrigation system.

Commissioner Olivers suggested that another option might be to require that the plantings be irrigated for two years or whatever sufficient period to establish plantings without requiring an automated irrigation system. For example, if the business employs maintenance staff, they could irrigate with hoses and sprinklers. Ms. Cunningham responded that the City has had some projects where irrigation systems were waived and those plantings did not survive. Ms. Cunningham responded that the City could provide some flexibility through the landscape modification process, or language could be added to accommodate some flexibility.

Commissioner Sand asked Commissioner Olivers what language he would suggest. Commissioner Olivers stated that the language could read: "All landscaped areas should be provided with an irrigation system except where the property owner commits to insuring the full establishment of the plantings to maturity over a two year period." Mr. Giffen suggested that someone could propose an alternative to the irrigation system and the City could approve a modification based on more detailed plans which can be addressed in the modification section on pages 13 and 14. Ms. Cunningham stated that a sentence could be added that the Planning Director may approve through the landscape modification process temporary irrigation systems.

8:11:33 PM
Chairman Adams preferred Mr. Giffen's suggested language. Ms. Cunningham suggested that a sentence could be added to reference the modification in the irrigation section. Mr. Giffen agreed.

Citizen Comments

8:12:32 PM
Katrina Lindahl, 2515 E Grand Avenue, thanked staff for the proposed standards. She is supportive of permanent irrigation. She works in the landscape industry and is a horticulturist. Just from experience, irrigation is a must. As plants mature, irrigation systems can be turned down. Native plants still do need

water in the summertime, especially if the summer is dry. She supports the proposal. She appreciates that Everett is supportive of a greenscape in the City. Public Works requires that trees that extend over streets be pruned up higher than 7 feet. She felt that staff should check into that, and also consider that in parking lots where large trucks will be driving through the area.

8:16:24 PM
Chairman Adams asked if there was anyone else who wished to speak. There was no response.

Motion: Commissioner Olivers made a motion to close the public hearing. Commissioner Jordison seconded the motion.

Vote: Commissioner Jordison, yes; Commissioner Olivers, yes; Commissioner Sand, yes; and Chairman Adams, yes.

Motion Carried.

Motion: Commissioner Olivers made a motion to adopt the resolution as drafted. Commissioner Jordison seconded the motion.

Vote: Commissioner Jordison, yes; Commissioner Olivers, yes; Commissioner Sand, yes; and Chairman Adams, yes.

Motion Carried.

8:21:08 PM
Mr. Giffen announced that City Council approved the Central Waterfront Redevelopment Plan at the January 9th City Council Public Hearing. The next Planning Commission meeting is scheduled on February 5th. On the agenda will be a public hearing on maintenance of trees in critical areas.

8:21:44 PM
Mr. Giffen provided an update on the Hewitt buildings that were involved in a fire. The Hearing Examiner has issued an order to install an armored pedestrian corridor and that the property has until March 15th to demolish and clear the site.

8:25:40 PM
Commissioner Sand asked if the site could be used for a parking lot. Mr. Giffen responded that parking lots are prohibited on corner lots in the B-3 zone. Commissioner Sand asked if the buildings would have to be constructed to fit in with historic character of the buildings along Hewitt. Mr. Giffen responded no; however, the building would have to meet the design guidelines for the downtown.

8:29:36 PM ADJOURNED

Allan Giffen — 2-6-13
Planning Commission Secretary — Date

Kathy Davis — 2-5-13
Kathy Davis, Administrative Assistant — Date

Planning Commission
Meeting Minutes
March 19, 2013
Approved: KMD

6:30:40 PM
Chair Adams called the meeting to order. Other Commissioners attending: Commissioner Olivers, Commissioner Jordison, and Commissioner Chase.

Commissioner(s) Absent: Commissioner Sand and Commissioner Sosin.

Staff Present: Allan Giffen, Dave Koenig, Mary Cunningham, Jim Hanson, and Kathy Davis.

Meeting Minutes

Motion: Commissioner Olivers made a motion to approve the February 5, 2013 meeting minutes. Commissioner Jordison seconded the motion.

Vote: Commissioner Chase, abstain; Commissioner Jordison, yes; Commissioner Olivers, yes; and Chair Adams, yes.

Motion Carried.

Item 1: Workshop on Review of Residential Infill Measures

6:31:16 PM
Allan Giffen, Planning staff, stated that the City received a grant from the State Department of Commerce to hire a consultant to assist in the identification of reasonable measures to accommodate growth. He introduced Deborah Munkberg, inova, who presented her preliminary findings on the City's reasonable measures and also provided a summary from the March 5th Developer's Forum.

Commissioner Sand arrived.

6:33:06 PM
Deborah Munkberg, inova, presented a project schedule which showed that they completed early research, they held 2 of the 3 workshop sessions, and they had identified some possible measures based on that research and developed a framework for the evaluation. They reviewed Everett's adopted plans, policies, and regulations; reasonable measures from similar jurisdictions; survey of local governments in Washington State and other states and what those jurisdictions are doing in terms of infill; they looked at what some regional and state agencies have recommended; and then looked at other recommendations from sources such as the urban land institute, some smart growth agencies and other non-governmental agencies. The summary findings are located in the draft report. They found that Everett already had a comprehensive infill strategy. Their recommendation will include a multi-platform approach that does several things all at once.

In the housing and land use elements of the Comprehensive Plan, the City has adopted policies to support increased densities with an emphasis on preserving community character; identification of

neighborhoods that are targeted for more infill development; and policies that look at amenities and design standards to make sure that the character of the existing neighborhoods is maintained. Specific implementation measures have already been identified and adopted. Regulatory measures include small lot single family standards; core residential area development and design standards; parking standard modifications; accessory dwelling units and live/work units; lot area averaging; cluster alternatives for subdivisions; small project impact fee; and multifamily housing property tax exemption.

The draft report also addresses some work the City did in 2007 with the Urban Land Institute on how to promote more redevelopment in the downtown area. She wanted to highlight the ideas of focused public investment in targeted area(s); innovative public investment to promote more development; and rebranding public perceptions of Everett.

Ms. Munkberg stated that the reasonable measures provision is addressed in the Washington Growth Management Act and is applicable to Snohomish, King, Kitsap, Pierce, Thurston, and Clark counties. Of those counties, Snohomish and Kitsap have the most comprehensive lists of measures. There is a whole range of possible actions from very broad such as annexation to specific housing types. Overall, Everett has implemented about 95% of what can be done in regards to reasonable measures. There may be 1 or 2 minor things that can be implemented but those won't make a significant difference.

They also looked at infill measures of other cities. The city of Austin has developed a menu of infill options that were developed by looking at the development pattern of the older more established historic neighborhoods. The menu included different types of cottage housing, accessory dwelling units, and master plan options. The options menu is reviewed during neighborhood planning projects, which allows for a more in-depth discussion of benefits and impacts. The neighborhood provides input into those options and then the City adopts an overlay zone that applies to the neighborhood. Each overlay is tailored to fit the neighborhood. The intent is to provide more opportunity for infill while also maintaining the neighborhood character.

In 2009, the city of Bellingham adopted an infill housing toolkit which identified specific housing types, small lots and smaller lots, accessory dwelling units, carriage units, and duplex and triplex developments. The original intent was to have the infill housing toolkit apply to all residential zones in the city; however, as adopted infill is not allowed in single family zones. From the city of Bellingham's staff perspective, there has not been any new development under the adopted ordinance because infill is not permitted in single family zones where it would provide the most benefit. Bellingham's staff also felt that the permitting process was not as streamlined as it could be.

The city of Edmonton in Alberta, Canada has a handbook called the Residential Infill Guidelines and it breaks infill development into small, medium, and large. Small is for single family with a secondary unit, small lot development, and duplex and triplex units. Medium is for 4 or 5 story apartments. Large is for 5+ stories. The guidelines also have some overall concepts in terms of design. One of the priorities is to protect the single family neighborhoods where there is a critical mass to keep the integrity of those neighborhoods. Higher density housing is considered around the edges of those neighborhoods or in areas that are not fully utilized, or in proximity to transit stations. Investments are made in the public realm in regards to high quality, infrastructure, and sense of place.

The city of Portland, Oregon has a fairly large infill design tool kit which focuses on strategies to promote compatibility with residential neighborhoods. The prototypes include alternative housing types and the technical pages include guidelines on how to do the development. There are case studies, project

profiles, and design policies from all the neighborhoods. The strategies to promote compatibility includes responding to basic neighborhood patterns to make sure that infill does not deviate from the existing pattern; pedestrian friendly design; integrating parking so that there are no big parking lots or big parking garages in front of developments; minimize scale contrasts to keep heights and building volume comparable to what is in the area; and privacy impacts and creating usable open spaces. There are also a number of alternative housing types such as cottage housing, cottage clusters, cottage courtyards, roadhouses, and duplexes or triplexes with measures to make the dwelling look like a single family home.

San Mateo County has developed a guide for infill housing for the cities and county that is a little more general. The guide looks at how to promote development, and provides some broader guidance. Some of the key points include targeting areas and preparing subarea plans for targeted areas; relax site standards for small lot development; unbundle parking from development to provide more flexibility; and allow by-right approval for projects that meet development and design standards.

The consultant team reviewed State and regional governments. Those guidelines provided general ideas for things that local governments could pursue to promote infill development. Some of their recommendations include using underutilized areas; targeting subareas and using specific plans; using overlay districts; regulatory flexibility on small parcels; looking at transportation and parking standards and redefining those as needed; streamlined development and building codes; and conducting effective community outreach for future infill support.

The consultant team also reviewed resources from Envision Utah, Greenbelt Alliance, Idaho Smart Growth, and Urban Land Institute. The recommendations were fairly broad and included compatibility, looking at land inventory for underutilized parcels, using land efficiently, streamline codes/review, review development standards, collaborative planning process, and revitalizing communities while adding amenities.

Preliminary Infill Options and Criteria

The consultant team identified some initial options that include identifying some of the housing types that are permitted in certain areas of the City and expanding the applicability for special housing types such as cottage and row housing, and looking at design standards to promote compatibility. Preliminary incentives could include expanding the multi-family tax exemption program; revisit transportation level of service to see if there is a way to streamline that review and still get the same level of service; revise parking standards; review and revise impact fees; and create special small parcel standards. The programs and initiatives the city can review include targeted development plans; incorporating infill into neighborhood planning; conducting a code audit and code streamlining; look at the potential for land assembly and public private partnerships in future development; strategic public investments to create a sense of place; and look at the City's major employers to conduct an outreach to that workforce to find out where they live and what influenced their decisions.

The consultant team identified preliminary evaluation criteria that relates to the level of community interest and concern; what kind of resources are required in terms of both development and implementation; consistency with adopted plans and regulations; what are the community benefits in terms of preserving existing character, providing employment opportunities, and providing for improved quality of life; is it feasible from a development perspective; and, what influence does this have on the

perception of safety in the City and on transportation. The goal is to have a menu of options as the City moves forward on their Comprehensive Plan update process.

6:53:10 PM
Commissioner Sand would like to have the menu of options include a table that would show the density yield from the various options. Ms. Munkberg responded that some of the options may be longer term actions such as wayfinding signs and those types of economic development measures. Information on increased densities and capacities can be tabulated. Commissioner Sand felt that it would be very important to know what the options are and what the implications are for those options both in density yield and costs to the community.

6:54:25 PM
Commissioner Chase stated that he attended an open house on Martin Luther King Way for an infill development that was constructed around a transit station. He felt that the City could learn from that development to find out what worked and what did not work. Ms. Munkberg stated that the scope of work does include short case studies.

6:55:38 PM
Commissioner Olivers suggested that the consultant team conduct some case studies on the intensive redevelopment / infill development in the Vancouver, BC area. Ms. Munkberg stated that she could also look into that. She stated that the consultant team looked at Edmonton, Alberta because they had published documents which outlined their strategies.

6:57:23 PM
Commissioner Jordison stated that it appeared to him that the City was looking at smaller scale approaches which were geared towards increasing density generally with smaller lots and smaller units as opposed to a more urban infill approach with mid-rise and high-rise. He liked the idea of beautiful little bungalows and nice little cottage houses; however, he felt that properties in the downtown area were currently underutilized.

7:00:17 PM
Commissioner Chase stated that one of the discussions that occurred at the Developers Forum was from the standpoint of costs and rents. Everett's rents are not high enough to make a high rise project economically viable. He felt that would change over time; however, the multiple family tax exemption has helped make projects more economically viable.

7:01:07 PM
Chair Adams asked if additional capacity could be quantified through the use of the density bonuses in areas that are not at capacity levels. Ms. Munkberg responded that the incentives and some of the other development measures are meant to entice development to happen and to actually use the capacity that is there as opposed to creating more capacity. Chair Adams asked if the density bonuses could be quantified to help achieve the growth targets. Mr. Giffen responded that there is no obligation under the Growth Management Act for a City to actually have the amount of population and job growth that is in the Comprehensive Plan. Cities are required to create the capacity through land use, utility, and transportation infrastructure to handle those specific population and job growth targets. The City does not control the real estate market and there is no requirement in State law or case law that requires Cities to meet those targets in actual population and employment. There is a menu of incentives in the Evergreen Way Plan that allow for higher densities. In the downtown area, the

multiple family tax exemption incentive has made projects financially viable for the developer. That tool was created after the Growth Management Act was adopted so that cities could encourage infill in urban centers.

7:06:15 PM
Commissioner Sand asked if the unlimited density in the downtown area and the potential density levels along corridors could be added up to show that the City satisfies the density requirements whether or not the densities are ever achieved. Mr. Giffen responded yes, if those densities can be quantified and demonstrated that the densities allowed are capable of being accommodated. Every five years, the six counties do a countywide buildable lands report to evaluate the density levels of growth over the preceding five year period. The buildable lands report provides a snapshot of where cities are in terms of the growth targets. The report also provides a reality check for cities. It is not realistic to put all the growth in the downtown because of the unlimited heights. The City can demonstrate a more realistic capacity by adding up what has been done in the corridors, what has been done in the downtown, and what has been done in the core residential areas where higher densities are permitted and include some of the less significant infill measures in residential neighborhoods.

7:09:31 PM
Commissioner Sand stated that he was concerned about the possible redevelopment within single family neighborhoods with duplex, triplex, and fourplex structures. Mr. Giffen responded that the City does want to create that predictability and maintain stability in the neighborhoods so that is part of the discussion.

7:09:53 PM
Commissioner Olivers asked how neighborhood planning would work in terms of implementation since many of the neighborhoods have more than one zoning designation. He asked if the City would have to prepare something similar to the Evergreen Way Corridor Plan for each of the established neighborhoods. Ms. Munkberg responded that is essentially what the City of Austin implemented. The neighborhoods are in an overlay zone that is unique to that neighborhood. Mr. Giffen added that the City and neighborhoods would take a unique look at their own neighborhoods and tailor the development regulations to protect what they want to protect and to allow for different development types. To some extent, the City has already accomplished something similar in the Core Residential Area.

7:12:06 PM
Commissioner Olivers stated that the Core Residential Area was primarily zoned for multi-family in comparison to some of the other neighborhoods where there may be a mix of uses and zones. Mr. Giffen responded that the creation of each neighborhood plan can provide more detail and might not be applicable to another neighborhood. It does create more complexity in the review of land use development proposals.

7:13:10 PM
Commissioner Chase commented that there is a tremendous amount of development going on at Everett Community College. He was not sure on the status of the Everett Housing Authority's property but it appeared to him that the area might be suitable for higher density redevelopment. A lot of the north-end area is currently underutilized. Mr. Giffen responded that a lot of the commercially zoned properties are underutilized in terms of what is allowed. The Everett Housing Authority property has some R-2 and R-4 zoning. That Everett Housing Authority's plan is for more market rate housing with

some subsidized units. The intent is to use the profit from selling the market rate housing to scatter their subsidized housing units throughout the community rather than having a concentration of subsidized housing in one area.

7:14:51 PM
Rick Dorris, Everett Housing Authority Assistant Executive Director, stated that their plan is to redevelop the Baker Heights site with new infrastructure. The site has long narrow blocks which are about 6 blocks long. They have completed 3 different concepts of how those streets could be changed to interact and connect to the community more aesthetically. The 3 different concepts include opportunities for home ownership, mixed use development, and some subsidized housing. They were just two years away from construction when the market changed; however, they are poised to move forward as soon as the market improves.

7:16:46 PM
Item 2: Review of summary from Developer's Forum

Deborah Munkberg, inova, stated that they have conducted two workshops. The first was an interdepartmental staff brainstorming session about long term trends as they relate to population and housing and what those individuals could do to influence those trends. Future trends identified included smaller households and housing units, increased diversity, continued increase in service and tech employment, increased transportation costs, perceptions of public safety, improved visual character, and more community gathering places. The group also identified how densities could be accommodated: identify and focus redevelopment areas; improve city gateways; promote waterfront, public access nodes; find a center and identity for South Everett; create more gathering places; provide more incentives; address public safety concerns; redevelop streetscapes; and become a Northwest brew center.

7:19:40 PM
On March 5, 2013, the Developer's Forum was held with six developers, one local to Everett. They provided their ideas about feasibility of infill and redevelopment in the City. Forum participants discussed creating a sense of place; focusing in on one or a limited number of areas so that the energy is focused; and that the City is headed in the right direction and needs to keep the momentum moving forward. They also talked about Everett's brand which is not clearly defined. The benefit is that there is an opportunity to shape that brand and make it unique to Everett. The panelists discussed some of the incentives and obstacles that they have experienced. They identified different methods to accommodate growth such as focusing infill activities and incentives in one priority area; look for areas with a high return on investment; there was discussion about Everett Station as being a real opportunity; and, using financial decisionmaking as part of shaping the incentives to make sure that the City is getting some benefit from the incentives that are provided.

In response to the question about what is going to attract new residents, from the standpoint of private investment, one of the panelists said that the human resources departments are making those decisions. The panelists commented that new residents are attracted by public transit and public safety; that urban density can be created at Transit nodes; that the City should consider the reasons that people live in Everett to make sure that the City is building a good market case for new residents; and create a sense of place. The panelists also felt that the City has done a lot and is headed in the right direction.

In regards to future trends, the panelists discussed employment density and transportation costs; felt that there would be a continuation of employment concentration in Seattle for next 10-15 years; that salary growth would remain relatively flat; that there would be an emerging senior population; and a demand for smaller housing units. The consultant is working with some of the measures and starting to do the evaluation for a report. The next Planning Commission meeting on reasonable measures is tentatively planned for late May or early June with the draft report.

Chair Adams asked if there were any questions regarding the Developer's Forum.

7:23:45 PM
Commissioner Olivers commented that the City could encourage property owners that are sitting on vacant properties in the downtown through code enforcement of existing codes. He understood the cost but it appeared to him like there would be some value in that. Mr. Giffen responded that a number of panelists did discuss the City's code enforcement program as a means to get property owners to maintain properties.

7:25:11 PM
Commissioner Jordison felt that the character of a neighborhood can't be superimposed or created. He felt that the City's identity is varied and each of the existing neighborhoods already have their own identities. The area around Everett Station has a kind of funky industrial character that can be brought out. He would like an artist commissioned to create something unique for the City's gateway corridors.

7:26:43 PM
Dave Koenig, Planning staff, stated that Sound Transit hired an artist to create the theme for the art at Everett Station.

Citizen Comments

7:27:58 PM
Erin Treet, 2804 Grand Avenue, asked if there was a plan for identifying and incorporating the priorities and needs of different community organizations such as schools, senior centers, the hospital, emergency services, Snohomish County Health District, and any minority communities. Mr. Giffen responded that staff has not met with those community organizations or specific minority communities; however, staff would make presentations to those groups if requested. There are some minority groups that are difficult to reach because of language and cultural challenges. The City has done some public outreach through the news media, electronic media, social media, and mailing notices to interested citizens and neighborhood groups.

7:31:40 PM
Mr. Koenig stated that City staff attended some neighborhood group meetings and the council of neighborhoods to present information regarding population and employment growth targets. The City has a working relationship with the Everett School District and has been involved with committees that are planning for schools. The City has also been working with Everett Community College on their redevelopment plans and planning for the Washington State University satellite campus. The Snohomish County Health District will get more involved as the City moves forward with the Comprehensive Plan update effort.

7:34:00 PM

Ms. Treet asked if the City had any follow-up from other cities on whether or not their infill measures were working or not. Ms. Munkberg responded that she was holding off on follow up to see what types of measures would be appropriate for Everett.

7:35:05 PM

Ryan Countryman, 6618 SE 4th Place in Renton, stated that he was a long time Everett resident until recently; however, he does own R-3 and R-4 property in the City. He would like to offer some specific suggestions in regards to rewarding land assembly and development in the context of where redevelopment is taking place. He stated that there is a buildable lands report that has recently come out that estimates how much growth the city can take and that is partly based on recent development, partly based on some projections of additional redevelopment under current plans that hasn't happened yet. One of the big challenges that the City is facing is the City is attempting to find capacity for 10,000 more people than what the buildable lands report suggests that it can take under current plans. A major challenge of achieving this is the perception issue that a lot of people see Everett as run down and blue collar, and certain single family neighborhoods don't want redevelopment and higher densities.

The purpose of his suggestion is to help fulfill some of the assumed higher densities that the City has already accounted for in its projections for buildable lands and also offer suggestions for ways to add more capacity. He felt it was important to add that Everett is already in the process of overcoming the perception challenge of being a rundown place.

He stated that a lot of the area around the downtown is zoned R-3, R-4, and R-5 zoning and those zones are located in existing single family neighborhoods. His property is located in the R-4 zone and is over 100 years old. Under the R-4 zoning, he could put six units on the lot; however, the lot is too small for six units. To encourage higher density development, the City should encourage assembly of the smaller lots into larger parcels. In those areas, he would encourage the City to expand the multi-family tax exemption into those areas to help encourage assembly of lots which should help pencil out redevelopment.

In other areas of the city, helping achieve higher single family densities would be a worthwhile goal. The City could encourage this by encouraging land assembly. Through density bonuses, larger sites could be redeveloped in a way that is compatible with the surrounding neighborhood. For neighborhoods where there are older/run down houses with alleys, infill could provide for two units in front with two units in the back off the alley.

The downtown area is zoned B-3. There are some parts in the downtown area where the height limit is 35 to 45 feet; however, now that properties are starting to redevelop, it might be a good time to revisit some of those lower height limits. There are a number of sites outside the downtown area and adjacent to the downtown area where property owners have assembled land but the zoning is split. The City should consider rezoning those sites. The City may also want to consider some Comprehensive Plan amendments where the zoning and comprehensive plan designation might not currently be appropriate for the area. He was thinking along Everett Mall Way where there is a major corridor with a lot of commercial services which immediately transitions into a low density single family neighborhood. Increasing densities in that area would help out the retail areas and support transit services.

Infill measures can benefit the community as a whole by encouraging targeted and well designed redevelopment. More affordable housing can be provided because it is close to the places that people want to go. Services support the higher populations that support the commercial activities so that helps the struggling retailers. Higher densities in the neighborhoods help support Everett transit service which is important to a lot of special needs populations.

7:47:08 PM
Victor Harris, 3017 Lombard Avenue, stated that he is a member of the City's diversity advisory board. He is also on the City's Transit committee. He thanked the City for considering diversity and transportation systems in their analysis. He asked what the impact would be on neighborhood planning for the Port Gardner neighborhood as it stretches from water to water and encompasses every zoning type from single family to industrial and manufacturing. How does the City plan for this area without being unfair or discriminatory in providing amenities?

He stated that when infill is added to an area, there is an impact to the hydro-flow which is the absorption of rainfall into the soils. How do you measure and tax that over 100 years. How do you plan for that catastrophic event that may result? Everett has had some freak storms over the last few years. The infrastructure may be there to move the water, but is that the right thing to do or is it better to allow the water to percolate through the soils.

7:51:17 PM
Chair Adams asked if there were any further questions or comments. There was no response.

7:51:30 PM
Mr. Giffen stated that the City will continue to have workshops and opportunities to share information and get feedback from the community. To be added to the mailing list, contact the Planning Department.

7:54:05 PM
Item 3: Update from Planning and Community Development staff on various items

Mr. Giffen stated that City Council has scheduled two public hearings on April 3, 2013 for the code amendments on landscaping and parking lots and the maintenance of trees and views in critical areas.

As it relates to the City's land use code, Mr. Giffen asked if Commissioners could initiate the consideration of a code amendment regarding parking standards for senior housing. Commissioners agreed to initiate; however, Commissioner Sand commented that he did not want to underestimate the parking needs and felt that the City should be cautious during their review. Mr. Giffen responded that was the intent.

Chair Adams asked if there was any information about Planning Commission appointments. Mr. Koenig responded that there will be an appointment made at an upcoming City Council meeting.

Mr. Giffen presented some information regarding recent action by City Council on the Silver Lake Center property. He showed an aerial of the project site. City Council enacted interim regulations for the site. A public hearing was scheduled before City Council. The council wanted to be sure that if something was developed on the site that it would have to be a mixed use proposal with quality development standards. The ordinance allows for a one year planning process to consider suitable uses; public

access, recreational opportunities; traffic / pedestrian / bike circulation and safety; and neighborhood character.

Mr. Giffen presented a graphic of the area and stated that the new owners are Taylor development, who has 20 years land development experience in the region. The ownership does not include Safeway property. At this time, there is no specific development planned. The owner is interested in Council's perspective / ideas. The property is zoned B-2, Community Business, which provides for a wide range of commercial and residential uses. The building height maximum = 35' for commercial; and up to 80 feet for residential. Currently there are design standards only for residential uses. The property is under shoreline jurisdiction and any proposal would have to go through the shoreline permit review process.

Mr. Giffen stated that staff will continue to meet with property owner to identify alternatives for future use of property. When the draft alternative concepts for future use / development of the site is completed, City staff will meet with the neighborhood, and will hold a Planning Commission public workshop and public hearing. The recommendation will go to City Council.

8:10:23 PM
Commissioner Jordison asked if the City would hire a consultant to work on design concepts for the site. Mr. Giffen responded no. He stated that Taylor development will propose some concepts for review by the City.

8:11:42 PM
Commissioner Chase added that the previous proposal included mid rise residential. Mr. Giffen responded that the original proposal included two residential towers, plaza area, frontage improvements, some underground parking, and apartments over commercial spaces on the east side of the property. The Safeway property is no longer involved and the property just includes the remnant parcels from the original proposal.

8:12:23 PM
Commissioner Sand asked if the new owner could submit an application for residential at this time. Mr. Giffen responded that under the interim ordinance it would have to have at least 25% commercial 75% residential which would include some design standards. The matter will be back before Planning Commission as a workshop item later in the year.

8:13:23 PM
Mr. Koenig stated that the City has requested more information from CEMEX on their Comprehensive Plan docket item. After that information is received the City will issue a SEPA determination on all the docket items, so the next meeting for Planning Commission on that matter is tentatively planned for May.

8:15:47 PM ADJOURNED

Allan Giffen
Planning Commission Secretary

5-14-13
Date

Kathy Davis
Kathy Davis, Administrative Assistant

5-7-13
Date

City of Everett

Potential Residential Infill Measures

June 2013