

# LAND USE ELEMENT

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## **Introduction**

*Land has significant importance for people—as a place of identity, as a basis for one’s livelihood, or as a commodity. When there are changes in how land is used, these changes are typically long-lasting. They can alter the sense of place people have come to value. The interests of the individual and the interests of the community can often be at odds when changes in land take place.*

*Land use planning addresses many different types of land and a variety of ways in which land is used. It provides a public process for ordering and relating land, along with related resources and facilities, to ensure the physical, economic, and social well-being of communities and their residents. (Vision 2040, Puget Sound Regional Council)*

The Land Use Element is one of the mandatory components of the comprehensive plan under the Washington State Growth Management Act (RCW 36.70A.070). The Land Use Element is a long range guide to the physical development of the City and its urban growth area. Together with the Land Use Map, it provides a policy and spatial framework to accept and direct future growth and development based on the City’s past planning, existing land use, development, circulation patterns, and the community’s vision for its future. The community vision is as much about preservation as change. Many aspects of the built environment and the relationships between its components, contribute to the fundamental identity of the city, its neighborhoods, and its districts. Consistent with the values of the community, these elements should be preserved and enhanced even as the city grows and evolves to meet its other priorities and mandates. The Land Use Element also unifies and directs the other elements of the Comprehensive Plan that support it and that provide policy detail on specific topics such as housing, environmental protection, and economic development.

As implemented in the zoning code in Title 14 of the Snohomish Municipal Code and reflected on the Land Use Map, the Land Use Element provides guidance on what, where, and how property may be developed, redeveloped or otherwise modified through general land use designations. This land use framework provides residents, property owners, business owners, and developers predictability and certainty about the future of land use in Snohomish.

## **Policy frameworks**

The Growth Management Act requires that a land use element include:

- The proposed general distribution and general location and extent of land uses, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses;

- Population densities, building intensities, and future population growth estimates;
- Protection of the quality and quantity of ground water used for public water supplies;
- Where possible, consider urban planning approaches that promote physical activity; and
- Review of drainage, flooding and storm water run-off in the area and nearby jurisdictions, and guidance for corrective actions to mitigate or cleanse discharges that pollute waters of the state, including waters entering the Puget Sound.

The City's land use planning efforts are also guided by urban land use policies contained in the regional policy framework of the Puget Sound Regional Council's Vision 2040 Regional Growth Strategy and in the Snohomish County Countywide Planning Policies. The policy direction of these documents is incorporated into this element as appropriate to the circumstances and planning context of Snohomish.

### **Historical context and preservation**

Snohomish's historic roots continue to play an important part in the life, appearance, and physical organization of the city. Founded in 1859, Snohomish was the first incorporated city in the county. The town was originally called Cadyville, until 1871 when the plat *Snohomish City Western Part* joined the western and eastern claims of the Fergusons and the Sinclairs at Union Avenue. In 1861, Snohomish County split from Island County, and the town was voted county seat. In 1897, a controversial countywide vote resulted in Snohomish losing the county seat to the nearby growing town of Everett by a margin of seven votes; all records were moved in the middle of the night by horse-drawn wagons<sup>i</sup>.

The town was initially developed to support the surrounding agricultural community of the Snohomish River valley, and boasted a booming logging industry. In 1884, a Seattle newspaper reported Snohomish's early population was 700 people<sup>ii</sup>. One hundred years later, that figure had grown to 5,500, and to 9,385 by 2015. Population, employment, and the area of the city have steadily risen but Snohomish has remained a generally compact town with historic neighborhoods and a vibrant commercial and cultural core. The city continues to function as the economic and cultural center of a larger community extending in all directions from the city limits. Although it retains a significant and growing employment base of commercial and industrial uses, Snohomish also serves as a bedroom community to the larger metropolitan areas of Snohomish and King Counties.

Snohomish continues to celebrate its long history. By policy, regulation, and volunteer actions, the city is dedicated to preserve its heritage and to continue its unique historic character. Representative of community efforts to highlight its history, the Snohomish Historical Society was founded in 1969. The group is based at the Blackman House Museum, which was constructed in 1878 by the town's first mayor, Hyrcanus Blackman<sup>iii</sup>. In 1973, Snohomish was the first jurisdiction in the county to establish a historic district by ordinance. The City's Historic District is listed on the National Register of Historic Places. The Historic District is a 26-block area along the Snohomish River, containing a mix of commercial and residential uses including many historic resources. The Design Review Board was established as an advisory body to ensure development in the Historic District is consistent with adopted historic standards.

### **Historic development pattern**

Development patterns that characterize much of the city have a significant basis in circumstances and the decisions of policy makers, individual property owners, and others dating back over the last century and earlier. Commercial corridors, neighborhoods, street grids, even some current development standards are a legacy of the city's past. While the city's rich history provides a civic identity and represents a valuable asset, it also poses certain challenges in meeting the needs and mandates of today's context.

The early white settlement on the north bank of the Snohomish River provided the seed of development that would become the city of today. From the community's early roots, land use, development, and circulation patterns were established that continue to influence the City's land use decisions. The historic business district along First Street was the original commercial area of the city. Only by the foresight of interested citizens four decades ago to establish the Historic District do many of the original buildings still exist. The two original plats—Snohomish City Western Part and Snohomish City Eastern Part—recorded in 1871 and 1872, respectively, together with a number of additional plats recorded prior to 1900, established the development pattern in the southern part of the city. Railroads laid tracks through the city in the late 1800s and early 1900s, supporting industrial uses along their alignments. The railroads, now long gone, affected land use, circulation, and ownership patterns in ways that are still in evidence. In the decades preceding the 1980s when United States Highway 2 (US 2) was reconstructed north and east of the city, the highway followed Avenue D and Second Street through town, contributing to the creation of a commercial corridor along its path. Over its long development history, the zoning framework, like the land use pattern, has been relatively stable. However, certain areas of the city have been subject to a variety of divergent zoning strategies that have resulted in the creation of nonconforming uses of varying compatibility with surrounding land uses.

In post-war years of the mid-20<sup>th</sup> Century, the city began to spread north to and past Blackmans Lake. Growth primarily took the form suburban style single family subdivisions. With some exceptions, the City has in recent history extended this suburban single family land use template to most areas not planned for commercial development. While the City has adequate capacity to meet its 20-year growth target, a reconsideration of the historic growth pattern may be prudent to ensure remaining lands will be used efficiently.

### **Land use overview**

The city is approximately 2,467 acres in size with roughly 1,152 acres remaining in the unincorporated urban growth area (UGA). According to the estimates in the 2012 Buildable Lands Report, there are approximately 630 buildable acres remaining in the city and its current designated UGA, including vacant and assumed partially developed and redevelopable properties.

**Table LU 1: Current Land Status**

	Acres			
	Total	Right-of-Way	Net	Buildable
City of Snohomish	2,467	540.5	1,926.5	448.2
Urban Growth Area	1,152	267.1	884.9	182.1
Total	3,619	807.6	2,811.4	630.3

*Source: 2012 Buildable Lands Report; Snohomish County Assessor; City of Snohomish*

### 2035 Population target

According to the Washington State Office of Financial Management, Snohomish County is forecast to reach a 2035 population within the range of 802,384 to 1,161,003 residents, with a “medium” forecast of 955,281. Snohomish County has determined to plan for the medium forecast. Through Snohomish County Tomorrow, Snohomish County engaged in a process to allocate countywide growth forecast to cities, UGAs and rural areas according the Puget Sound Regional Council’s Vision 2040 Growth Strategy. The policy-based formula is intended to allocate the growth targets according to a hierarchy of regional geographies. The majority of growth is intended to be absorbed by the Metropolitan Cities, Everett for Snohomish County, and decreasing amounts by the Core Cities, Bothell and Lynnwood, then the Large Cities, the Small Cities, UGAs and finally the rural areas. Snohomish is designated a Small City.

Preliminary population targets derived through the model are adopted in Appendix B of the Countywide Planning Policies. Table LU 2 shows the population targets for the City and its UGA, as well as the available population capacity published in the 2012 Buildable Lands Report.

**Table LU 2: Population Targets and Capacity**

	2011 Population	2035 Target	2011-2035 Increase	Capacity	Surplus (Deficit)
City of Snohomish	9,200	12,289	3,089	2,939	(150)
Snohomish UGA	1,359	2,204	846	1,409	563
Total	10,599	14,494	3,935	4,348	413

*Source: Snohomish County Countywide Planning Policies; 2012 Buildable Lands Report*

According to the data in Table LU 2, the City is estimated to have a marginal capacity deficit of about five percent of the allocated population increase with regard to the current city limits. However, when viewed in conjunction with the population target and capacity for the City’s UGA, there is somewhat over ten percent more capacity than allocated growth increment. The City supports moving 150 persons from the 2035 population target for the City to the target for the City’s UGA through the Snohomish County Tomorrow target reconciliation process. If the resolution of the deficit cannot be achieved through the reconciliation process, the City must consider other options, which may include amending the Land Use Map to provide adequate additional residential capacity.

### Land Use Map

The City’s land use plans incorporate a variety of commercial and industrial land uses as well as a variety of housing types. The distribution of land area by land use designation is provided in Table LU 3. As is evident in the table and the Land Use Map, the predominant land use

designation is *Single Family*, representing 43 percent of non right-of-way areas of the city (808 acres) and 48 percent of the non right-of-way areas of the city and UGA combined (1,269 acres). According to the 2012 Buildable Lands Report, the City's planning area has capacity for 1,114 additional single family dwellings. Areas designated for single family use are generally located away from the primary arterial corridors of Maple Avenue, Second Street, and Avenue D/Bickford Avenue. By policy, *Single Family* areas are intended for locations that provide quietness, privacy, safety, and land use stability and compatibility.

In addition to allowances for multi-family development in all commercial designations, the City has designated a number of relatively small areas specifically for development of multi-family uses of varying densities, generally in the vicinity of primary transportation corridors or commercial designations. Permitted densities range from 12 units per acre to 24 units per acre. The exception is the *Pilchuck District* designation which has no maximum density. Lands designated *Low Density Residential*, *Medium Density Residential*, and *High Density Residential* total 184 acres, little of which is vacant. According to the 2012 Buildable Lands Report, most of the multi-family capacity, estimated at 671 units, is in the commercial designations.

The City's land use framework includes eight commercial and industrial designations, each intended for a different context. Apart from the *Neighborhood Commercial* designation, which has not been implemented, the designation with the most limited capacity is *Industrial*. This designation is intended for heavy industrial uses that may have impacts on adjacent uses and therefore require a somewhat isolated location. Within the current city limits, the *Industrial* designation is limited to two locations. The first is the contiguous area between Bonneville Avenue and State Route 9 (SR 9). The Bonneville Power Administration facility site comprises the southern half of the area and the remainder is largely in use or constrained. The second is within a 32-acre noncontiguous area of the incorporated city east of the Pilchuck River. Approximately ten acres of *Industrial* designated land are owned and operated by the City. Another five acres are part of an industrial operation adjacent to and outside of the city limits. Additionally, an extensive portion of the southern UGA is also designated *Industrial*. Due to its location within a 100-year floodplain, no additional capacity is assumed for this area. The 2012 Buildable Lands Report estimated a capacity for only four additional jobs in all *Industrial* designations.

The *Business Park* designation is primarily located along Bickford Avenue, with a total area of 259 acres within the city and another 11 acres within the unincorporated UGA. This designation is intended to accommodate light industrial and warehousing uses as well as large-scale commercial uses. Residential uses are permitted subject to certain limitations. While most new jobs in the designation would occur through intensification or redevelopment of existing sites, the 2012 Building Lands Report estimates a capacity for 811 jobs.

An *Airport Industry* designation is adopted for Harvey Field, a general aviation reliever facility and surrounding areas within the southern UGA. Due to the floodplain location, no additional employment capacity is assumed.

The *Commercial* designation is intended largely for auto-oriented retail and services along arterials. The primary implementation is within the Avenue D corridor north of Sixth Street.

Other nodes include an area along the Snohomish River west of Avenue D and at the north end of the city east of Sinclair Avenue. Remaining capacity in the *Commercial* designation is estimated to be 215 jobs.

The *Historic Business* designation applies exclusively to the commercial portion of the Historic District, primarily between First and Second Streets. The intent of the designation is to maintain a pedestrian retail and services environment. Special parking standards exempt new uses occupying existing floor area from requirements to provide additional parking. This allowance is meant to encourage preservation of buildings within the Historic District that were typically constructed without on-site parking. The Historic Business designation comprises about 30 acres. Through infill and some adaptive redevelopment, capacity is estimated to be 80 additional jobs.

The *Pilchuck District* subarea policies and regulations were adopted in 2011. The subarea is located north and south of Second Street along the Pilchuck River. The intent of the designation is to foster a range of pedestrian-oriented commercial uses as well as various types of residential uses. The *Pilchuck District* plan was adopted to encourage and guide redevelopment of an area containing a range of disparate and, in places, incompatible land uses resulting from a history of zoning changes. Unlike other areas of the city, the implementing zoning is form-based, with a strong emphasis on design. Employment capacity is estimated to be 265 jobs.

**TABLE LU 3:** Inventory of Land Use Designations

Land Use Designation	Incorporated		Urban Growth Area		Total	
	Acres	Percent	Acres	Percent	Acres	Percent
<b>Residential</b>						
Single Family Residential	809.4	33%	460	40%	1,269.4	35%
Low Density Residential	42	2%	0	0%	42	1%
Medium Density Residential	124	5%	0	0%	124	3%
High Density Residential	17.6	1%	0	0%	17.6	0%
<b>Commercial/Light Industrial</b>						
Commercial	112.6	5%	0	0%	112.6	3%
Business Park	259.1	11%	17.5	1%	276.6	8%
Neighborhood Commercial	0	0%	0	0%	0	0%
Airport Industry	0	0%	146.5	13%	146.5	4%
Industrial	220.2	9%	77.5	7%	297.6	8%
Historic Business	29.7	1%	0	0%	29.7	1%
Mixed Use	21.8	1%	0	0%	21.8	1%
Pilchuck District	57.7	2%	0	0%	57.7	2%
<b>Other</b>						
Parks	89.1	4%	0	0%	89.1	2%
Open Space	62.3	3%	10.2	1%	72.5	2%
Urban Horticulture	19.2	1%	22.1	2%	41.3	1%
Right of Way	540.5	22%	267.16	23%	807.5	22%
Open Water	62.2	3%	151.5	13%	213.7	6%
Total	2,467.2	100%	1,152.2	100%	3,619.4	100%

Source: City of Snohomish; Snohomish County Assessor's parcel data

Several areas in the southeast portion of the city are designated *Mixed Use*. The *Mixed Use* designation was, in large part, supplanted with the *Pilchuck District* designation. However, not all *Mixed Use* areas were determined consistent with the intent of the *Pilchuck District* subarea. As directed in the Land Use Element policies, these remnant designations, comprising about 21 acres, are intended to be re-designated in a future Comprehensive Plan cycle.

The city has no resource lands of long-term commercial significance. One commercial agricultural operation continues on a ten-acre parcel within the City's unincorporated UGA. To address small-scale farming operations, of which there were several in recent decades, the City implemented an *Urban Horticulture* designation. With only one remaining agricultural use, the policy direction in this Comprehensive Plan is to transition *Urban Horticulture* properties no longer in active agricultural use to another designation.

### **Urban growth areas and annexation**

On a countywide basis, UGAs include all cities and unincorporated areas necessary to accommodate most forecast growth to a 20-year planning horizon. Establishing and modifying UGAs occurs only under the legislative authority of the Snohomish County Council. Adding new land from an unincorporated UGA to a city to extend its municipal boundaries is accomplished through the annexation process in state law. Annexation proposals may be initiated by the City Council, but are more typically proposed by property owners or registered voters. Only unincorporated areas designated as a UGA may annex to a city.

The City's original UGA boundaries were established in 1995 following a collaborative process with Snohomish County. The UGA boundary was subsequently expanded in the vicinity of Bickford Avenue and Fobes Road in 2005 as part of the County's ten-year update. The following year, the City Council adopted the revised boundaries in the Comprehensive Plan. Since 1995, the City has approved annexation of about one square mile of its UGA, with about 1.4 square miles remaining.

The City has unincorporated UGAs on the north, south, and west. The southern UGA, south of the Snohomish River, contains about 300 acres and home to a wide variety of land uses, including a variety of commercial and industrial businesses, a number of single family homes, and a railroad right-of-way. Over half the UGA is comprised of Harvey Field, a privately held general aviation airport. The entirety of the southern UGA is part of a 100-year floodplain and designated Density Fringe by the Federal Emergency Management Agency (FEMA). Due to its size and unique function, Harvey Field is designated *Airport Industry*, a designation applied to no other site in the City's planning area. However, the remaining area of the UGA is primarily designated *Industrial*, consistent with the predominant use and with the current Snohomish County Urban Industrial designation. Under both City and Snohomish County planning, the southwest corner is designated *Urban Horticulture*.

With some small exceptions, remaining UGAs on the north and west sides of the city are designated Single Family. These areas are generally characterized by large lot single family development and hobby farms. Lack of access to sanitary sewers prior to annexation is the primary limitation on development.

### **Airport compatibility**

Comprehensive plans of cities in which a general aviation airport is operated for the benefit of the general public are required to discourage incompatible uses adjacent to the airport (RCW36.70A and RCW 36.70.547). Harvey Field is located south of the city limits in the southern urban growth area. Given the proximity of the airport to the city and the city's topography, development within the city can potentially interfere with the safe operation of the airport. Similarly, airport-related activities near and over the city can adversely affect the comfort and repose of city residents. As this Comprehensive Plan is amended and implemented in the City's development regulations, more can be done in coordination with the Washington State Department of Transportation and Harvey Field to ensure that activities in the city do not create unsafe conditions for airport users and to ensure that city residents are aware of potential impacts of airport operations.

### **North Planning Area**

The North Planning Area describes a 683-acre area north the UGA and US 2 near the junction with SR 9. The area is currently designated Rural Urban Transition Area (RUTA) by Snohomish County. While the City currently has sufficient capacity to accommodate its 20-year growth targets, this area was identified in 2008 as a logical and beneficial expansion of the UGA should additional capacity be required in the future. As options to grow east and south are constrained by floodplains, areas north and west provide the only long-term options for continued growth and development. The location at a junction of two highways and the area's proximity to unincorporated urban-level development make the North Planning Area a more appropriate option for conversion to further urban development than areas west of Snohomish. Following a lengthy public outreach process to residents of the area, many of whom indicated a strong orientation to Snohomish, the City Council passed Resolution 1224 in February 2009 designating it as an area of interest for future municipal expansion.

While the North Planning Area is identified on the Land Use Map, the City acknowledges that the area is designated a rural area and may remain so throughout the current planning period and beyond. The City remains committed to ensuring lands currently within the city are used efficiently, productively, and responsibly before considering options to expand the UGA.

### **Encouraging physical activity**

The built environment of the city should provide for and encourage physical activity among its residents. This concept is incorporated throughout the Comprehensive Plan. Promotion of physical activity occurs through land use measures that maintain walkable distances to the commercial and civic areas that comprise the daily and weekly orbits of citizens, circulation systems that incorporate non-motorized modes of transportation, all-purpose trails for commuting and recreation, and convenient public park facilities that provide opportunities for outdoor recreation. This Comprehensive Plan advances all of these concepts.

The City benefits from a small size, relative compactness, and distribution of current and future commercial areas within walking distance of many residential areas of the city. Challenges include the historic suburban style single family development that has occurred in the eastern portion of the city as well as access limitations from the west side of the city posed by the location of SR 9. Although not yet implemented, the City's land use framework provides for

neighborhood retail and service nodes, the *Neighborhood Commercial* designation, intended for small-scale business uses that can be integrated and compatible with a residential context. Further, the Land Use Element promotes a close and systematic evaluation of individual neighborhoods, their facilities, circulation patterns, and connections to other neighborhoods and other areas of the city. These studies should inform future decision on potential changes to the land use pattern to improve access to daily-needs goods, services, and facilities.

The Transportation Element includes policy and budgetary provisions to continue and enhance the City's on-street bicycle and pedestrian facilities as well as the off-street multi-purpose path system. Snohomish is a popular destination and stopping point for regional bicyclists. Expanding and improving routes to and through the city to connect to new regional facilities will provide amenities to city residents and continue to promote bicycle tourism. Improving and filling gaps in the sidewalk network will provide more continuous, comfortable, and convenient pedestrian access to schools, shops, and other destinations within the community.

Parks and recreation facilities are recognized as important resources and amenities for the city and its residents, and access is a high priority. The capital improvements promoted in the Parks Element are based on a level of service for proximity to residents rather than merely the number of potential users. This approach encourages an equitable distribution of parks and trails throughout the community and encourages their use by reducing the friction of distance.

### **Floodplain Land Use**

The GMA directs cities to reduce low-density development and its consumption of land; however it also directs cities to limit development in environmentally sensitive or constrained areas, including flood hazard areas. Areas of the Historic District and some low-lying residential neighborhoods are within a 100-year floodplain and are subject to occasional inundation. Additionally, much of the southern urban growth area is located within the FEMA Density Fringe area for the Snohomish River, wherein new residential construction is prohibited. More information can be found in the Environmental Protection Element.

### **Drainage management**

The City of Snohomish has several year round streams, wetlands, and riverfront. The storm drainage and stream systems in Snohomish are part of the Snohomish River basin, the second largest basin in the Puget Sound<sup>iv</sup>. Watersheds within the city include the Snohomish River, the Pilchuck River, Cemetery Creek, Bunk Foss Creek, and the Blackmans Lake/Swifty Creek complex<sup>v</sup>. All surface water flows drain to the Snohomish River, and ultimately the Puget Sound. Pollutants contained in urban runoff have significant impacts on water quality. Past development has resulted in interferences and obstructions to natural storm drainage systems and an increase in impervious surfaces. Continued water quality in the Puget Sound must be a consideration of future development in the area, as well as maintaining the city's environmental amenities. More information can be found in the Environmental Protection Element.

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<sup>i</sup> David Dilgard, email July 30, 2010

<sup>ii</sup> Snohomish Thumbnail History, HistoryLink File #8508, by Warner Blake, March 10, 2008

<sup>iii</sup> Snohomish Historical Society website, accessed July 28, 2014

<sup>iv</sup> Habitat Work Schedule website, accessed August 6, 2014

<sup>v</sup> City of Snohomish Endangered Species Act Response Planning, Steward and Associates, 2004

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## LAND USE ELEMENT GOALS AND POLICIES

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**GOAL LU 1: Designate adequate lands for existing and future land use needs of Snohomish.**

**LU 1.1: Capacity.** Maintain capacity to accommodate the City’s residential and employment growth targets as adopted in the Countywide Planning Policies.

**LU 1.2: Trends.** Evaluate demographic and economic trends and opportunities to ensure that land supply and development regulations will support future needs.

**LU 1.3: Land use boundaries.** Establish logical boundaries between land use designations that account for existing land uses, access, topography and natural features.

**LU 1.4: UGA expansion.** Identify lands adjacent to the UGA that represent logical expansion of services. Advocate for the eventual expansion of the City of Snohomish UGA to the North Planning Area established by Resolution 1224 and depicted on Figure LU-2.

**LU 1.5: Planning process.** Engage interested agencies, property owners, and other stakeholders in the public planning process.

**LU 1.6: Opportunity districts.** Evaluate the potential for special zoning regulations for key opportunity districts, such as the area between Avenue D and Bonneville Avenue.

**GOAL LU 2: Manage growth and community change in accordance with the values and vision of the Snohomish community of residents, land owners, and business people, and consistent with the Growth Management Act.**

**LU 2.1: Innovative zoning.** Utilize innovative zoning models to increase density and achieve other policy goals where it will not adversely affect the character of existing neighborhoods.

**LU 2.2: Urban form.** Consider elements of form such as building heights, setbacks, and relationship to the public realm in establishing the planned character in residential areas.

**LU 2.3: Residential densities.** Evaluate options for increasing district-wide residential densities where it will not have a detrimental effect on infrastructure and existing neighborhoods and where adequate accommodations are made for public spaces and pedestrian facilities.

- LU 2.4: Innovative design.** Consider innovative design concepts for public and private sites, buildings, and infrastructure to distinguish districts and to continue, improve, and promote the livability of the City and its districts.
- LU 2.5: Design standards.** Continue to improve and apply the adopted design standards to preserve the character of the City and its districts.
- LU 2.6: Airport compatibility.** With consideration of historic development patterns, state mandates, City priorities, and Federal Aviation Administration guidelines, evaluate the compatibility of new development and proposed land use changes with the general aviation activities at Harvey Field. Similarly, recognizing that Harvey Field is within the City's UGA but within Snohomish County's jurisdiction, evaluate proposals for changes to the type and intensity of aviation activities at Harvey Field for compatibility with the City's existing and future land uses.
- LU 2.6: Airport compatibility.** With consideration of historic development patterns, state mandates, City priorities, the best management practices contained in the Washington State Department of Transportation Aviation Division's *Airports and Compatible Land Use Guidebook*, and Federal Aviation Administration guidelines, evaluate the compatibility of new development and proposed land use changes with the general aviation activities at Harvey Field.
- LU 2.7: Airport consultation.** The City will formally consult with the airport sponsor, aviation stakeholders, general aviation pilots, and the Aviation Division of the Washington State Department of Transportation prior to updating or amendment of comprehensive plans or development regulations that may affect properties within the airport influence area. The City shall formally consult and participate in the airport master planning process.
- LU 2.8: Reduce air traffic conflicts.** The City will work collaboratively with the airport sponsor on measures to improve safety for air traffic over the city and to avoid the potential for noise impacts from air traffic on city residents.
- LU 2.9: Airport compatibility guidelines.** Evaluate the consistency of current land use plans and regulations with airport compatibility guidelines.
- LU 2.10: Airport-incompatible uses.** Discourage the siting of uses that attract birds, create visual hazards, discharge any particulate matter into the air that could alter atmospheric conditions, emit transmissions that would interfere with aviation communications and/or instrument landing systems, or otherwise obstruct or conflict with aircraft patterns within airport influence areas.
- LU 2.11: Airport influence area.** Based on guidance from the Washington State Department of Transportation, identify the appropriate airport influence area within the City and its UGA.

**GOAL LU 3: Preserve and enhance the quality of character of and connections between the City’s residential and mixed-use neighborhoods.**

**LU 3.1: Neighborhood studies.** Support natural neighborhoods within the city in a review of land use, infrastructure, amenities, circulation, and connections to other areas of the city.

**LU 3.2: Neighborhood improvements.** Consider opportunities for capital improvements and modification to land use plans based on the findings of neighborhood studies.

#### **SINGLE-FAMILY LAND USE**

**GOAL LU 4: Plan for single-family neighborhoods that provide quietness, privacy, safety, and land use stability and compatibility.**

**SF 4.1: Stable single-family neighborhoods.** Detached single-family areas should coincide with defined planning areas that allow for the retention or development of stable single-family neighborhoods with individual character and identity.

**SF 4.2: Single-family densities.** Detached single-family development should not exceed six units per gross acre.

**SF 4.3: Subdivision design.** New plats should create visually accessible home sites, provide efficient circulation for pedestrians and vehicles, and exhibit an orderly lot pattern that minimizes irregularly shaped lots.

**SF 4.4: Neighborhood character.** The predominant character of Single Family designations should be a detached single-family neighborhood. Non-residential uses, where permitted, should be designed to maintain and continue the residential character.

**SF 4.5: Street trees.** Provide for street trees in all subdivisions. All trees in planter strips should be species that will minimize damage to public infrastructure.

**SF 4.6: Alley access.** New subdivisions should provide alley access where feasible to minimize curb cuts and the prominence of garages.

#### **MULTI-FAMILY LAND USE**

**GOAL LU 5: Accommodate a range of housing types and residential densities to provide living options for the spectrum of ages, lifestyles, and economic segments of the City’s population.**

**MF 5.1: Density range.** Provide a range of density options for multi-family development types.

**MF 5.2: Multi-family location.** Medium and high density development should be located near public amenities in order to provide easy access.

**MF 5.3: Multi-family access.** Design of multi-family development should provide clear and convenient pedestrian access to the public sidewalk. Buildings rather than the parking area should be the predominant appearance of the site.

**MF 5.4: Transitional land use.** Multi-family designations may be used to provide a transition between areas of differential intensity of land use where existing or future adjacent land uses will not compromise the health or quality of life for multi-family residents.

## COMMERCIAL LAND USE

**GOAL LU 6: Develop thriving commercial areas that are safe, attractive, and convenient.**

**CO 6.1: Commercial capacity.** Designate adequate mixed-use areas to provide for a variety of commercial activities with differing characteristics and emphases as described below:

- a. **Commercial.** Concentrations of retail and service uses in neighborhood and community shopping centers or commercial corridors along arterials. Such commercial areas should provide a wide range of convenience, general merchandise, and specialty goods and services and may incorporate multi-family development to create vibrant centers.
- b. **Neighborhood Business.** Small-scale convenience retail and personal and professional service uses, either stand-alone or in small groups, compatibly located in residential areas. Uses are intended to primarily serve the daily needs of the immediate community and should be located and designed for pedestrian orientation and to preserve neighborhood character.
- c. **Historic Business District.** While preserving and enhancing its historic character and vitality to maintain its regional appeal and local significance, this commercial area of the Historic District is intended to accommodate uses providing a broad range of pedestrian-oriented services and goods, including offices, specialty shops, and entertainment activities. The designation serves as a regional commercial destination, a center for community activities, and a cultural connection to the community's past. The design priority is to preserve and renovate existing structures and to ensure that new development and public improvements are compatible with the historic context.
- d. **Business Park.** Areas intended to provide for a mix of light manufacturing, commercial, and limited multi-family uses on large sites. Where feasible, commercial uses should be aggregated in large developments to discourage strip commercial forms.

- CO 6.2: Traffic.** All commercial development should be carefully located and designed to eliminate or minimize adverse impact of heavy traffic volumes, and to separate automobiles from pedestrian traffic.
- CO 6.3: Commercial centers.** Commercial centers should be developed so as to encourage aesthetic site arrangements of buildings with landscaping and adequate off-street parking areas and contain pedestrian friendly orientation.
- CO 6.4: Business Park access.** Business park areas shall have access to at least one minor arterial in order to meet transportation needs of commercial activities and are coordinated with non motorized transportation systems.
- CO 6.5: Business Park sites.** Business park areas shall be designated where the City wishes to preserve large sites for a blend of selected commercial and manufacturing uses.
- CO 6.6: Business Park design.** Site design for Business Park developments shall include ample landscaping and open space, preserve existing environmental features, and protect existing residential neighborhoods. Site design is encouraged to have internal road networks and limited access onto the minor arterial. Access limitations will reduce traffic hazards on arterials impacted by the vehicles attracted to these commercial activities.
- CO 6.7 Commercial design.** All new commercial development should be designed to be compatible with the character of the neighborhood and immediate context of the site and consistent with applicable design standards.
- CO 6.8 Mixed Use designations.** Amend the Land Use Designation Map to re-designate remaining Mixed Use designations consistent with the existing use and context of the properties.

## **INDUSTRIAL LAND USE**

- GOAL LU 7: Designate sufficient industrial areas of varying sizes and types to encourage the development of the city as a small diversified manufacturing and technology center and to provide locations for other land uses that require separation from residential and other uses.**
- IN 7.1: Industrial capacity.** Designate adequate land use areas to allow for the growth of existing industries, to provide space for new industrial and aviation-related activities, and to address needs of other land uses that require separation. The land use categories described below, when implemented on the land use plan, will provide areas for manufacturing and other activities with different characteristics.

- a. **Industrial Designation.** The industrial plan designation is for those uses that may create compatibility problems with other kinds of land uses, but do not create noxious odors or hazardous products or by-products.
- b. **Airport Industry Designation.** Harvey AirField and the surrounding area should be protected as a regional resource. This designation will protect it from incompatible land uses, allow its orderly expansion, and provide for its further development as a regional reliever field as designated by the FAA. It is also intended to reduce the impact of airport uses on adjacent properties. The airport area designation will allow a mix of certain commercial and light industrial uses compatible with airport activities. It may allow for event related uses as well as trade/aviation schools with associated seasonal student dormitory housing.

**IN 7.2: Industrial access.** Truck routes or other transportation modes should be considered in designating sites and areas for industrial uses to reduce or avoid transportation impacts to commercial and residential areas.

**IN 7.3: South UGA.** The existing industrial land south of the Snohomish River should be encouraged to annex to the City to allow optimum commercial and industrial development of this area, subject to a cost-benefit risk analysis.

## **PUBLIC AND PUBLIC PARK LAND USES**

**GOAL LU 8: Provide adequate areas for public uses such as schools, parks, and other governmental uses where they are compatible with surrounding uses.**

**PA 8.1: Park acquisition.** The City will attempt to buy, trade, receive in dedication, or receive in easement resources for sufficient open space and park property to meet the needs identified in the Parks Element.

**PA 8.2: Location of governmental functions.** Municipal governmental functions that are people-intensive should be located in desired activity nodes to stimulate human activity, new growth and investment.

**PA 8.3: Reuse of public facilities.** Encourage adaptive re-use of unused public facilities to serve new public purposes in the community, where economically feasible and functionally desirable.

**PA 8.4: Location of public facilities.** Public facilities should be located and designed to minimize negative impacts to adjacent properties and neighborhoods.

**PA 8.5 Essential public facilities.** Establish criteria and public processes to identify and evaluate essential public facilities.

**PA 8.6: Public parks.** Public Parks shall be developed and maintained in accordance with the Parks Element.

## OPEN SPACE LAND USE

**GOAL LU 9:** Preserve lands inappropriate for development as natural and open space areas.

**OS 9.1: Open Space designation.** The Open Space designation identifies those areas that will not be developed, although low intensity recreational activities may be allowed where consistent with the sensitivity of the site.

## URBAN HORTICULTURE LAND USE

**GOAL LU 10:** Provide for areas of commercial agriculture, nurseries, and related uses where they are compatible with an urban context.

**UH 10.1: Change of use.** Transition Urban Horticulture areas to other appropriate land use designations as agricultural uses are abandoned.

**UH 10.2: Notice on plats.** Plats adjacent to Urban Horticulture designations shall include notice that residents should be prepared to accept inconveniences or discomforts related to the impacts of normal, necessary agricultural operations.

## ANNEXATION

**GOAL LU 11:** Approve annexations that support logical expansions of the City boundaries, conserve City resources, and result in no substantial reductions in levels of service provision to the existing community.

**AN 1.1: Policy guidance.** Review of annexations should balance policy criteria and other City objectives. Review criteria are intended as guidance rather than standards. Annexations should be evaluated in terms of the overall effect on the community.

**AN 1.2: Larger annexations preferred.** Larger annexations should generally be favored over smaller annexations to conserve City resources.

**AN 1.3: Boundaries.** Annexation boundaries should be regular, as defined by:

- a. The use of physical boundaries, such as streets and natural features;
- b. Avoiding creation of islands or peninsulas of unincorporated lands;
- c. Consideration of the relationship to hydrological systems, topography, and utility basins where appropriate; and
- d. Administrative boundaries, such as special service districts.

**AN 1.4: Annexation untimely.** Annexation may be considered untimely if insufficient property owner support for annexation would result in less than optimal boundaries, unless other policy goals would be furthered.

- AN 1.5: Street system.** Annexations should have access from a City street or state highway, and should represent a logical and timely expansion of the City’s street network. Future street grid system plans should be considered.
- AN 1.6: Vested development.** Annexations should not be supported when the action would facilitate vested development proposals that are inconsistent with City standards, regulations, and policies.
- AN 1.7: Include adjacent rights-of-way.** Annexation proposals should generally include adjacent county rights-of-way. The cost of improvements and maintenance should be considered in the determination.
- AN 1.8: Fiscal impact.** The fiscal impacts should be considered in evaluating annexation proposals.
- AN 1.9: Level of service.** Service level impacts to existing residents and property owners should be considered in evaluating annexation proposals. Impacts to other service providers should also be considered.
- AN 1.10: Existing indebtedness.** Annexations should be required to assume a proportionate share of any existing City bonded indebtedness, unless waiving the requirement would achieve other City goals.
- AN 1.11: Utility service outside city limits.** The City will ensure consistency and quality of development within the City’s future city limits by requiring annexation as a condition of connection to the City’s utility systems. Exceptions can be made where connection is required due to public health emergencies or where contractual obligations limit the City’s ability to require annexation. The City does not commit to provision of utility service to any area outside the City’s corporate boundary. This policy is necessitated by case law that prohibits the City from conditioning utility service to UGA development on conformance to City development standards. Upon completion of an interlocal agreement with Snohomish County ensuring that development within the UGA conforms to City land use standards, this policy should be removed or amended.

## **PILCHUCK DISTRICT**

**GOAL LU 12: Establish and maintain a distinctive, desirable, vital, and walkable, mixed-use neighborhood in the Pilchuck District.**

**PD 12.1: Subarea plan.** Maintain the Pilchuck District Subarea Plan as a guide for future public and private improvements in the Pilchuck District consistent with the community’s vision for the area.

**PD 12.2: Periodic review.** Periodically review the Pilchuck District policies, regulations, boundaries, and physical development to ensure that public and private improvements are consistent with the intended character, form, and compatible land use mix.

**PD 12.3: Transfer of development rights.** The Pilchuck District designation is a designated receiving area for transfer of development rights.

**PD 12.4: Building heights.** Building heights of five stories should be allowed in the Pilchuck District in accordance with the Pilchuck District Plan and development standards. Building heights over three stories should only be permitted through transfer of development rights.

**PD 12.5: Design features.** Encourage the development and use of gateway features, focal points, and unique design features that contribute to the identity of the City and the Pilchuck District.

**GOAL LU 13: Foster a walkable district with a focus on the Centennial Trail as the centerpiece.**

**PD 13.1: Sidewalk width.** Adjacent to commercial and higher-density multi-family uses, sidewalks should be wide to provide a dynamic and flexible public space. In all cases, pedestrian comfort should be paramount in sidewalk design.

**PD 13.2: Sidewalk amenities.** Sidewalks should include amenities to enhance the pedestrian experience such as street trees and other landscaping, street furniture, pedestrian lighting, artwork, and interesting paving materials, as appropriate.

**PD 13.3: Pedestrian features.** Buildings adjacent to public sidewalks should relate to the street and incorporate features of pedestrian interest and, where appropriate, weather protection.

**PD 13.4: Continuous streetscape.** New development shall support a continuous built streetscape, where feasible. Parking areas between the building and the sidewalk or visible from the sidewalk should be avoided. The preferred location for parking is behind or beneath buildings.

**PD 13.5: Access points.** Vehicle access points from the street should be minimized to avoid conflict with pedestrians and to maintain a constant sidewalk grade. Where feasible, parking access should be from alleys or consolidated for multiple sites.

**PD 13.6: On-street parking.** On-street parking is encouraged to provide convenient parking and to separate moving vehicles from sidewalks.

**PD 13.7: Pedestrian crossings.** Intersections should have pedestrian bulb-outs, clear demarcation of crosswalks, and other measures, as appropriate, to promote safe passage.

**PD 13.8: Trail connections.** Pedestrian connections to the Centennial trail are encouraged, but should be consolidated and controlled to promote access safety.

**GOAL LU 14: Encourage a network of public and private open spaces.**

**PD 14.1: Connections.** Encourage connections between adjacent developments.

**PD 14.2: Open spaces.** Encourage private and quasi-public open spaces such as alcoves, plazas, patios, trails, landscaped areas, and other pedestrian use areas to be included in residential and commercial development.

**PD 14.3: Private outdoor spaces.** Encourage mixed-use and residential buildings to provide an easily accessible gathering space for building occupants and their guests. Examples include an upper level or roof-top patio area or an at-grade courtyard.

**PD 14.4: Decorative paving.** Encourage the addition of detail and texture to sidewalks and plazas with unit pavers, bricks, tiles, decorative scoring, or public artwork.

**PD 14.5: Weather protection.** Require where appropriate awnings, arcades, pergolas, and/or overhangs to protect pedestrians from inclement weather.

**GOAL LU 15: Encourage investment in the Pilchuck District.**

**PD 15.1: Promote vision.** Promote the vision for the Pilchuck District as outlined in the Pilchuck District Subarea Plan to encourage investment in existing land uses and redevelopment of underdeveloped properties.

**PD 15.2: Consistency.** Create certainty for property owners and developers in the future character and compatible land use mix of the Pilchuck District through development and design standards.

**PD 15.3: Encourage investments.** Encourage land uses and public and private improvements that are consistent with the Pilchuck District Subarea Plan and further the vision for the District.

**PD 15.4: Quality development.** In order to promote advancement of ascending property values within the Pilchuck District, promote development that exhibits professional design expertise, durable building materials, integrated architectural detailing.

**GOAL LU 16: Encourage higher density residential development in appropriate locations.**

**PD 16.1: Residential density.** Allow residential densities proportionate to the height and bulk standards in the development code.

**PD 16.2: Discourage low-intensity uses.** Except in areas identified for single-family dwellings and townhomes, discourage inefficient use of land through low-rise, low-density residential development.

**GOAL LU 17: Promote a residential neighborhood character with allowances for office, retail, and service uses in areas outside of the Second Street corridor.**

**PD 17.1: Compatible commercial uses.** Encourage commercial uses that are functionally and visually compatible with a residential context. Land uses that generate significant noise, odor, vibration, or light impacts upon surrounding properties should be discouraged.

**PD 17.2: Mixed-use.** Encourage mixed-use buildings with commercial and residential development throughout the Pilchuck District.

**PD 17.3: Visual compatibility.** Site and building design outside of the Second Street commercial corridor should be designed for visual compatibility with residential and mixed-use structures and uses.

**PD 17.4: Exterior lighting.** In primarily residential areas, exterior lighting and sign illumination should be limited to avoid light and glare impacts to residential uses.

**GOAL LU 18: Maintain a primarily commercial character and predominantly commercial land use within the Second Street corridor.**

**PD 18.1: Vehicular orientation.** Encourage land uses along Second Street that benefit from visibility by large volumes of traffic, convenient vehicular access, and direct access to public transit.

**PD 18.2: Second Street land use.** Encourage multi-story, mixed-use development.

**PD 18.3: Pedestrian access.** While accommodating vehicle access and parking, new development should be designed to provide direct pedestrian access from a public sidewalk.

**PD 18.4: Ground floor uses.** Ground-floor spaces along sidewalks should be designed for commercial uses and should have significant storefront windows.

**GOAL LU 19: Create opportunities for visual or physical access to the Pilchuck River where the environmental sensitivity of the riparian area is protected and property rights are respected.**

**PD 19.1: Shoreline access.** Work with private property owners and developers on opportunities for trails or public views of the Pilchuck River when compatible with development proposals.

**PD 19.2: Street-end parks.** Pursue opportunities to develop street-end, overlook parks within existing rights-of-way on Third Street and Fourth Street at the Pilchuck River.

**GOAL LU 20: Foster development of a distinctive urban village through design standards.**

**PD 20.1: Design standards.** Develop design standards for the Pilchuck District that are clear in intent and requirements.

**PD 20.2: Reinforce character.** New development shall be required to incorporate materials, features, and architectural relationships that reinforce the City's character.

**PD 20.3: Public realm.** Development should foster an active, pedestrian-oriented streetscape through ground-floor design that allows interaction between building and sidewalk.

**PD 20.4: Design of tall buildings.** Taller buildings shall incorporate architectural features and step-backs to articulate vertical planes and to reduce the overall impression of height.

**GOAL LU 21: Encourage preservation of historic structures where appropriate.**

**PD 21.1: Preserve historic structures.** Modifications to historic structures that are proposed for retention should be encouraged to follow established practices for historic preservation, such as the Secretary of the Interior's Standards for Rehabilitation.

**PD 21.2: Relocate historic structures.** Encourage relocation rather than demolition where sites containing historic structures are proposed for redevelopment.

**GOAL LU 22: Encourage environmentally sustainable development practices.**

**PD 22.1: Stormwater management.** Promote infiltration as the primary method of stormwater management in the Pilchuck District.

**PD 22.2: Low impact development.** Encourage low impact development methods to reduce impacts to the Pilchuck River.

**PD 22.3: LEED development.** Promote development that uses sustainable practices such as LEED certification.

**PD 22.4: Non-motorized transportation.** Incorporate measures for pedestrian and bicycle safety and convenience in public and private projects.

**PD 22.5: Compact form.** Encourage compact development and a mix of land uses that will reduce automobile dependence.

**GOAL LU 23: Encourage new development to orient to public spaces, such as public sidewalks, public parks, the Centennial Trail, and the Pilchuck River.**

**PD 23.1: Orient to sidewalks.** Buildings and building entries should orient to adjacent public sidewalks.

**PD 23.2: River views.** Encourage development adjacent to the Pilchuck River to maximize public and private visual access to the river.

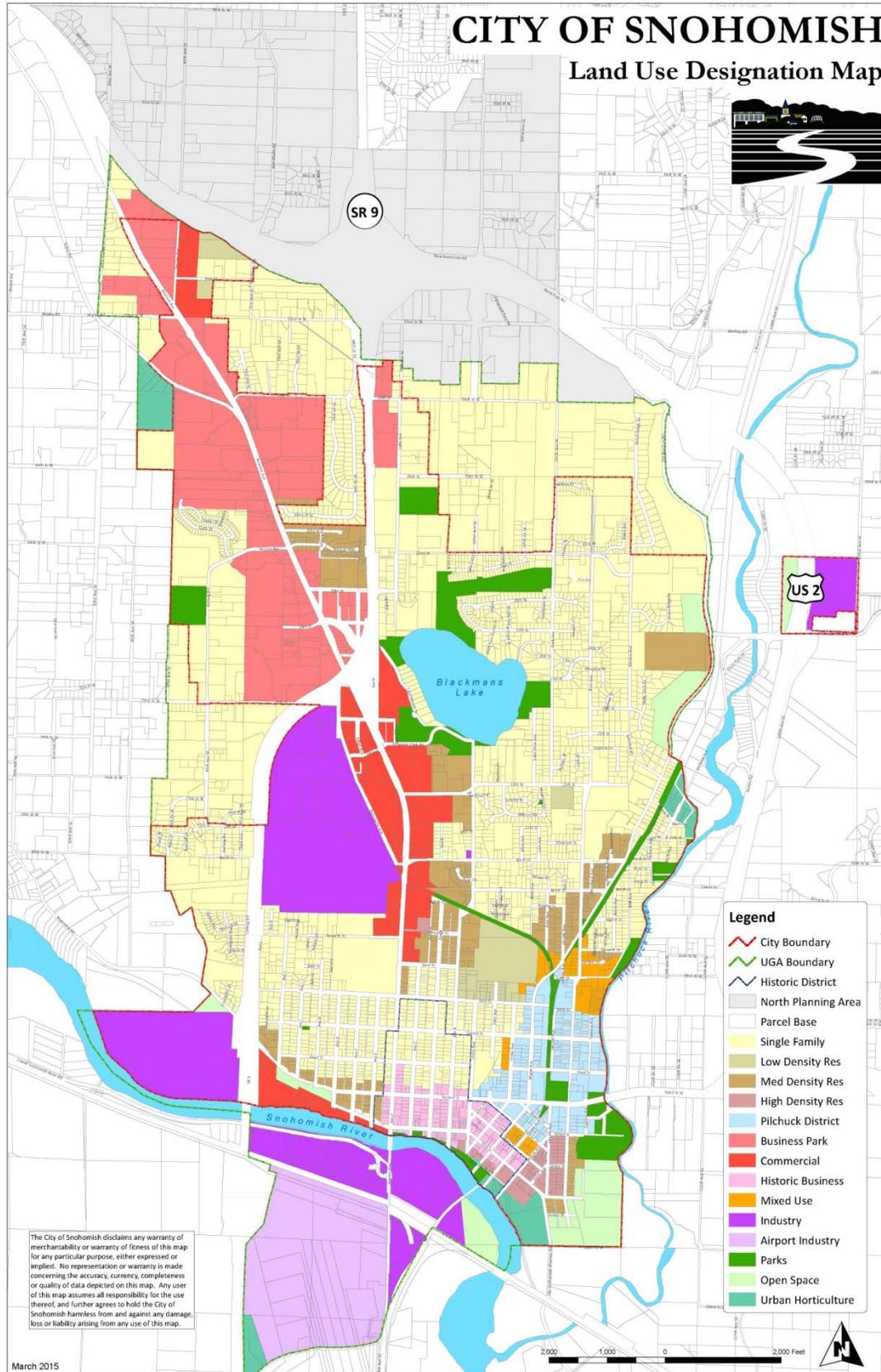
**PD 23.3: Trail views.** Development along the Centennial Trail should provide an appropriate transition between the trail corridor and the site. Development should be discouraged from creating unaesthetic views from the trail, such as unscreened parking or service areas

**GOAL LU 24: Encourage retention of existing single-family land uses where appropriate.**

**PD 24.1: Single-family areas.** The existing single-family blocks between Lincoln and the Pilchuck River should be preserved for residential uses compatible in character with single-family homes. Development standards should allow continued single-family homes on existing platted lots and townhouse development for designated areas.

**PD 24.1: Single-family compatibility.** Sites and structures adjacent to areas designated to preserve single-family homes should be sensitively designed to minimize impacts on the single-family uses through a transition of building heights and intensity of use and activity.

**Figure LU 1: Land Use Designation Map (unofficial)**



**Figure LU 2: North Planning Area**

