



Attachment 2 | **Mukilteo Housing Policy Review and Recommendations**





Many members of the community, as well as other city staff, participated and contributed to the preparation of this Housing Action Plan. Their participation and contributions are very much appreciated.

Jennifer Gregerson, Mayor

CITY COUNCIL

- Sarah Kneller, Council President
- Bob Champion, Council Vice President
- Elisabeth Crawford
- Richard Emery
- Louis Harris
- Riaz Khan
- Joe Marine

PLANNING COMMISSION

- Jerry Bush
- Diane Cooper
- Skip Ferderber*
- Tim Krivanek
- Arnie Hammerman
- Robert Marmaduke
- Nicole Thomsen

STAKEHOLDER ADVISORY COMMITTEE

The Stakeholder Advisory Group (SAG) acted as an informal focus group of community members and various housing professionals. The SAG provided focused review and feedback about housing, housing issues and draft documents to City of Mukilteo staff and the BERK team for the Housing Action Plan. Participation on the SAG does not necessarily indicate endorsement of the strategies in the HAP.

- Adam Braddock, Real Estate, John L. Scott
- Carolyn "Dode" Carlson, Resident, Mukilteo Seniors Association
- Skip Ferderber, Resident*
- Glenn Gardner, Mukilteo Employer, Synrad
- Greg Krabbe, Housing Developer, GFK Consulting
- Ricardo Romero-Heredia, Parent Liaison Mukilteo School District

- Shana Swift, Resident
- Donna Vago, Resident
- Jonathan Waters, Resident
- Melinda Woods, Board of Directors, Washington Low Income Housing Alliance
- Boris Zaretsky, Resident

* Skip Ferderber served on the Stakeholder Advisory Group until he was appointed to the Planning Commission in January 2021.



PROJECT STAFF

- Dave Osaki, Community Development Director
- Lauren Balisky, Planning Manager
- Garrett Jensen, Associate Planner

BERK CONSULTING

- Dawn Couch, Project Manager
- Rebecca Fornaby, Visuals
- Kristin Mardt, Analyst
- Deborah Munkberg, Planner
- Marcia Wagoner, Engagement



Introduction and Purpose

Mukilteo regulates land use within its boundaries according to its Comprehensive Plan and Washington State’s Growth Management Act (GMA). The GMA includes specific requirements for how cities and counties should plan for housing, including a housing goal to:

“Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.” (RCW 36.70A.020)

Mukilteo’s existing Comprehensive Plan, *Moving Mukilteo Forward*, establishes goals for housing and land use policies. Development regulations and specific land uses are established in Mukilteo’s Municipal Code and regulated by the city’s existing zoning.

This Housing Policy Review and Recommendations (Policy Review) evaluates relevant sections of the City’s Comprehensive Plan and land use regulations for their effectiveness in meeting the City’s housing goals, attaining the planned housing, and the likelihood they will support the development of housing to meet the needs identified in Housing Needs Assessment (HNA). The HNA findings are based on a review of available data on Mukilteo’s community, workforce, existing housing, and community input. The evaluation suggests considerations for when the City updates its policies and regulations and supports the development of strategies for the Housing Action Plan. The City will consider the Housing Action Plan’s recommendations during future updates to its Comprehensive Plan and development regulations.

Land use policy and its implementation must balance the interests of the community with the rights of individuals and often must consider multiple objectives and goals. Land use policies are written broadly to cover a wide range of possible circumstances. There is inherently some interpretation in policy implementation.



Contents

Introduction and Purpose	1
Contents	2
Overview of Housing Needs	3
Productivity Assessment	6
Development Code Review	8
Housing Types and Uses	8
Procedural Requirements	19
Policy Evaluation	20
Comprehensive Plan Housing Element	20
Comprehensive Plan Land Use Element	21
Summary of Recommendations	23
Appendix A. Comprehensive Plan Policies	25
Appendix B. Development Code	31



Overview of Housing Needs

The housing needs were established through the development of a [Housing Needs Assessment](#) (HNA, February 2021). The HNA, following guidance by the Washington State Department of Commerce, reviewed available data on Mukilteo’s community conditions, workforce profile, and current housing inventory.

Mukilteo’s population is comprised of households across the income spectrum, as presented in Exhibit 1.

Exhibit 1. Distribution of Mukilteo’s Households Across the Income Spectrum, 2016



Source: HUD CHAS (based on ACS 2012-2-16 5-year estimates); BERK, 2020

Mukilteo’s housing inventory is mostly comprised of single-family residences and apartment units in large-scale developments (5+ units). According to the HNA findings, there is currently an undersupply of options outside of these two housing forms. This includes higher-end rental housing as well as more cost-effective housing for purchase suitable for smaller households. The identified housing needs include:

- **Entry-level homeownership options.** Homes affordable to Mukilteo’s moderate-income family households making between 80 and 100% of Area Median Income (AMI) would cost in the \$350,000 to \$550,000 range, which is about 13 to 45% less than current market prices (2020 estimates).
- **Housing options for moderate-income households.** An estimated 60% of moderate-income households, or approximately 425 households, are housing cost-



burdened. The most prevalent type of cost-burdened household is families of two (2) to four (4) people with incomes 80-100% AMI.¹ Housing affordable to larger, moderate-income households is housing with a purchase price between \$350,000 and \$550,000 and rentals with monthly costs between \$1,900 and \$3,000.

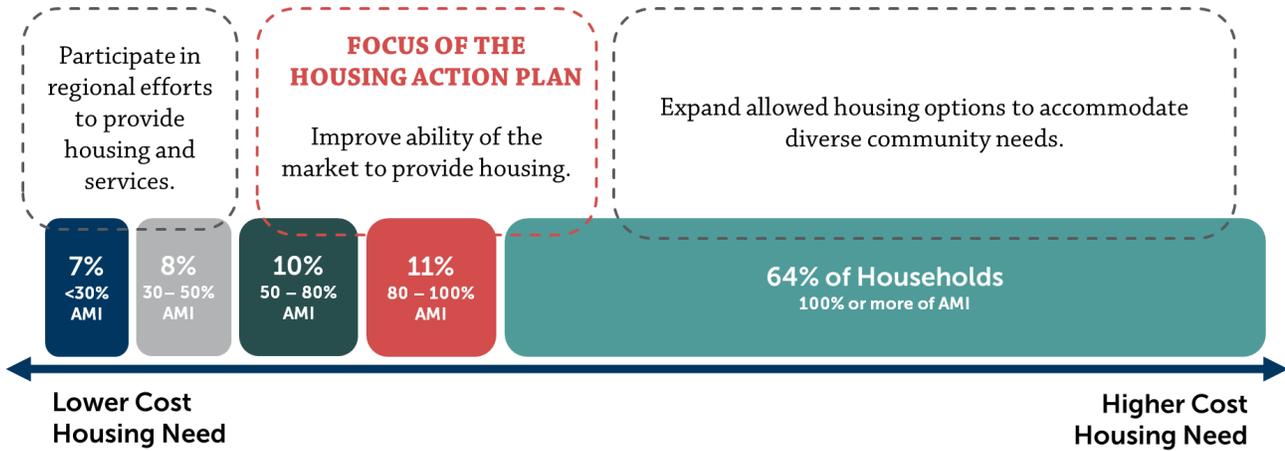
- **A greater variety of rental housing.** About 31% of households in Mukilteo rent their housing. There is a gap in rental units priced for households earning moderate incomes or higher (greater than 80% AMI). The undersupply of units at higher affordability levels results in lower-income households competing with middle- and higher-income households for units, thus driving up rental prices and diminishing the supply of units available to lower-income households.
- **Housing attainable to Mukilteo's workforce.** About 94% of people who work in Mukilteo live elsewhere and travel to the city to work. This is a higher percentage than in other cities like Edmonds (88%), Redmond (89%), and Shoreline (86%). About 45% of current jobs in Mukilteo are in the industries of manufacturing, warehousing, transportation, and utilities, with average annual wages of \$94,816.
- **A greater variety of housing sizes.** There are very few housing options available for existing small households seeking housing that is more affordable or aligned to current needs. The size of housing units available in Mukilteo is not consistent with the size of existing households. The majority of households (60%) are made up of one (1) or two (2) people, but 65% of housing units have three (3) or more bedrooms.
- **Housing options for older adults.** An estimated 3,130 residents in Mukilteo, or 15% of the population, are currently adults over the age of 65. Over the next ten (10) years, a little over 4,000 additional residents, or 19% of the population, will become older adults. Greater options of smaller housing configured with universal design would offer more opportunities for Mukilteo's older residents to age in the community.
- **Housing to accommodate future growth.** The City's recent housing growth (average of 11 units per year) is slightly lower than the production needed to accommodate current planning targets (average of 12 units per year).

The Policy Review provides strategies to improve access to housing affordable for moderate-income households in Mukilteo, as depicted in Exhibit 2. Specifically, this review assesses strategies available to Mukilteo through land use regulation, which can be effective at improving the housing options for households earning between 50 and 120% of area median income.

¹ Excluding older adult family households. Older adult family households are families of 2 persons, either or both age 62 and over.



Exhibit 2. Diagram of Policy Review focus, 2020



According to findings in the HNA, there is currently a shortage of housing available to households earning less than 50% of AMI. The private market rarely produces housing affordable to households earning less than 50% of AMI without the benefit of public subsidy or direct financial assistance to the household. Mukilteo continues to participate in regional efforts to address housing needs for the lowest economic segments of the community, including participation in the [Regional Housing Affordability Task Force \(HART\)](#) and the [Alliance for Housing Affordability \(AHA\)](#).

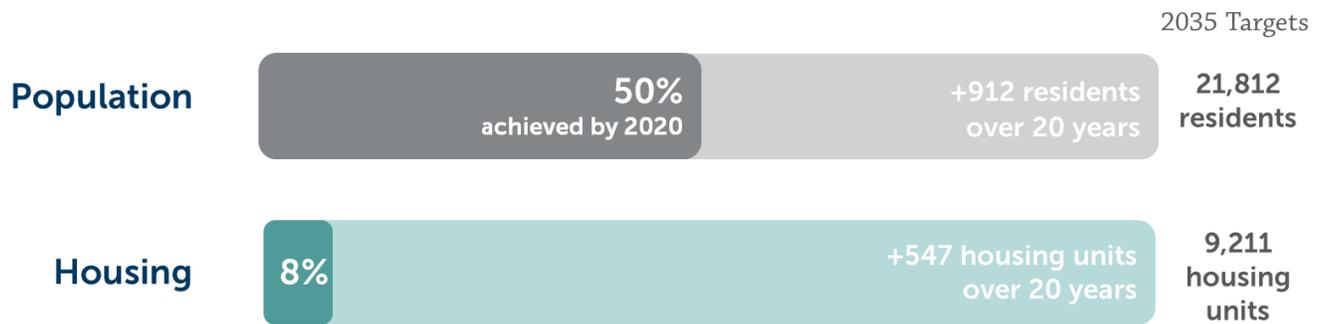


Productivity Assessment

Is Mukilteo adding enough housing to meet its planning targets?

Mukilteo’s Comprehensive Plan (2015), *Moving Mukilteo Forward*, sets a population planning target of 21,812, or the addition of 1,272 people between 2015 and 2035. It also sets a housing unit target of 9,211 units, or an additional 547 housing units by 2035, as presented in Exhibit 3.

Exhibit 3. Population and Housing Targets (2015 – 2035) Compared to Actuals, 2020



Source: OFM, 2020; City of Mukilteo Comprehensive Plan 2035

Mukilteo has absorbed 50% of its 20-year population planning target in only five years (2015 – 2020). Conversely, housing production has not kept pace with population growth during that same time. The City has only added an estimated 41 units of its 547-unit target, or approximately 8%, since 2015. Housing production has slowed significantly since 2015. Mukilteo has faced an underproduction of housing relative to the population growth over the last 5 years. The rise in demand for housing (population growth) relative to the change in supply (housing growth) has contributed to rising housing prices and rents in Mukilteo.

The pattern of rapid population growth relative to planning targets is consistent with regional trends. The Puget Sound region was forecasted to reach a population of

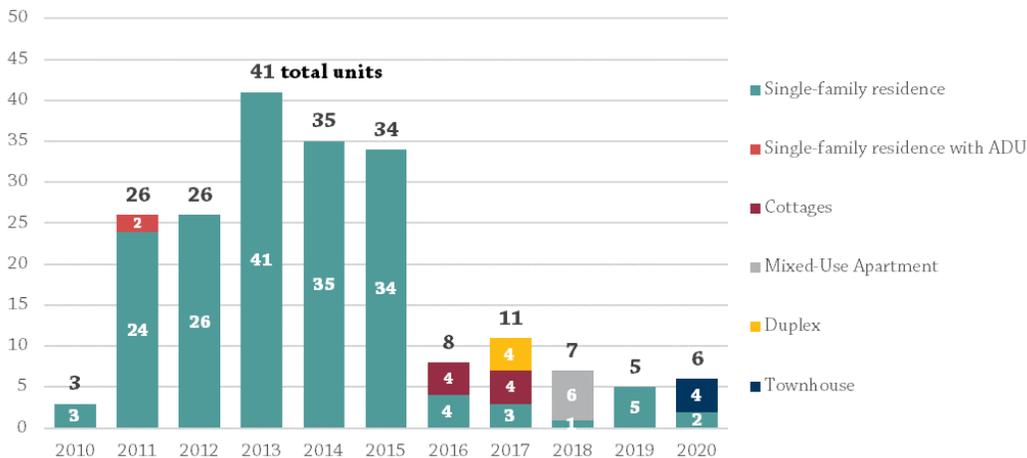


approximately 5 million people by 2040², adding approximately 1.3 million people between 2010 and 2040. Population for the region reached more than 4.2 million people by 2020, accounting for 43% of the 30-year growth target in only 10 years.

Is Mukilteo adding the types of housing necessary to meet the housing needs identified in the Housing Needs Assessment?

Though housing production has slowed in Mukilteo since 2015, new development since then has varied from the composition of existing housing, as presented in Exhibit 4. The result is more multifamily housing including townhouses, mixed-use apartments, duplexes, and cottages.³ The trend to more diverse housing forms helps address the needs identified in the Housing Needs Assessment.

Exhibit 4. Housing unit permits issued by type in Mukilteo, 2010 – November 2020



Source: City of Mukilteo, 2020

The overall trend towards fewer permitted new housing units does not support Mukilteo’s need for additional housing supply. Adding new housing at any price point improves overall access to housing because it takes appreciation pressure off older housing, making it relatively more affordable. This is sometimes referred to a “residential filtering”. For this reason, increasing housing supply across all housing types will remain an important part of Mukilteo’s strategy to ensure adequate housing options for all economic segments of the community.

² [PSRC Vision 2040](#).

³ The condominiums permitted in 2016 and the cottages and townhouses permitted in 2017 are all part of the Saratoga Heights development on 53rd Ave W.



Development Code Review

Development regulations implement the community’s vision for its future character by regulating the look and feel of the built environment. Regulations that are clear and consistent help to carry forward a community’s policy goals and provide certainty to residents, property owners, and developers. Over time regulations may become out of date or may interact with other new regulations and cause unintended barriers to housing production.

This review of Mukilteo’s development regulations seeks to identify barriers to housing production and, where applicable, provide recommendations for removal of these barriers. This review considers development regulations for several housing types and uses, including accessory dwelling units (ADUs), duplexes, cottage housing, townhouses, and mixed-use development, as well as procedural requirements.

Housing Types and Uses

Accessory Dwelling Units

An ADU is a small, self-contained residential unit located on the same lot as a single-family home. ADUs are generally smaller in size and prominence than the main residence on the lot. In Mukilteo, ADUs may be created as a detached unit, a unit within the main residence, or a unit attached to the main residence.

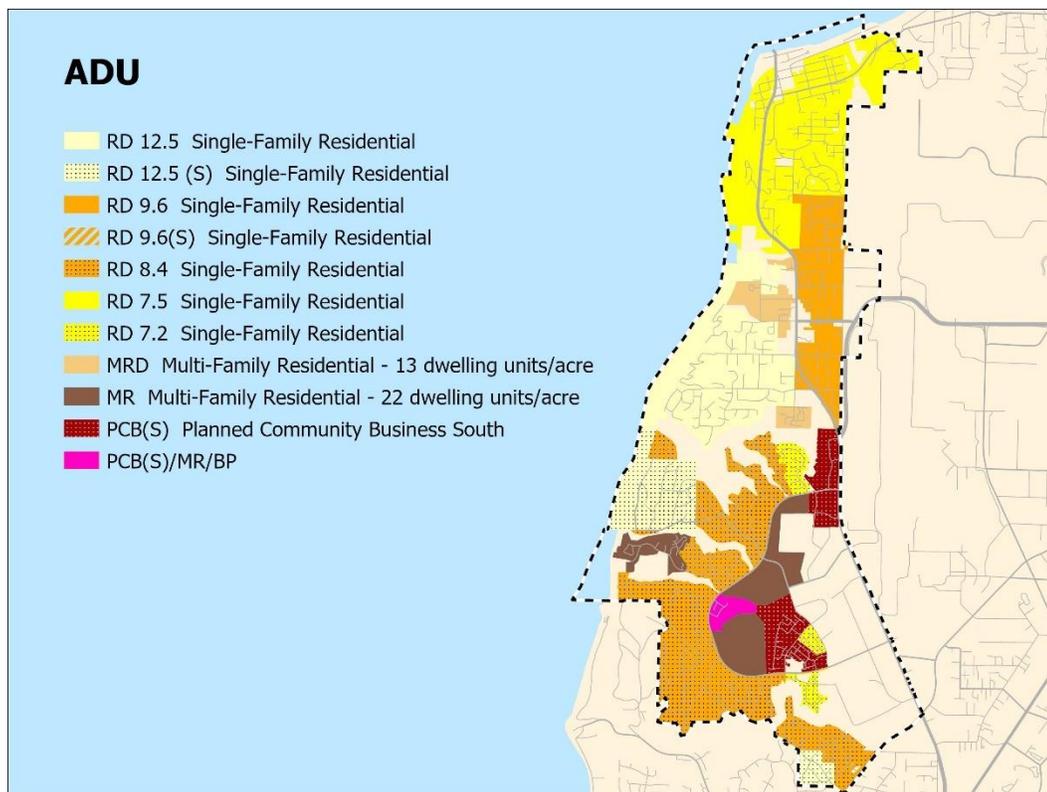
ADUs have been an allowed use in Mukilteo since 1996 and are allowed in all residential zones, as shown in Exhibit 5. Mukilteo’s development regulations for ADUs address lot size, property owner residence, parking, uses, structure exterior standards, location in relation to principal residence, height, setbacks, pedestrian entrances, privacy, and floor area. Consistent with the needs identified in the HNA, the intent of Mukilteo’s ADU regulations include diversifying



housing options and increasing the supply of affordable housing, among others. Please see [Appendix B. Development Code](#) for specific code provisions.

Currently, Mukilteo has seven (7) permitted ADUs. Of these, only three (3) were built since 2009, when current regulations became effective. The low number of permitted ADUs suggests that the regulations may be preventing property owners from constructing ADUs. Based on customer feedback, it is probable that both the overall complexity and number of requirements in the regulations and challenges associated with certain specific requirements also serve as a deterrent to those interested in developing an ADU.

Exhibit 5. Where ADUs are a Permitted Use in Mukilteo by Zoning District, 2021



Source: City of Mukilteo, 2021

Recommendations

Evaluate ADU requirements to enhance the ability to achieve the stated intent in MMC 17.30.010.

With respect to specific requirements, the following should be reviewed:

- **Unit size, proportion, and bedroom limitations.** Code requirements limit ADU size to 60% of the main unit or 700 sq. ft., whichever is less, with a maximum of one bedroom. This requirement limits flexibility to recognize unique existing dwelling unit size or lot configurations and may create a barrier to development for some property owners.
- **Owner-occupancy.** The ADU code requires that one unit on the property be owner-occupied for at least six (6) months per year. This requirement limits property owner flexibility in the face of changed needs and may reduce feasibility for some property owners.
- **Parking.** A total of four (4) off-street parking spaces are required for the combined primary residence and ADU. Parking provided for the ADU cannot be tandem to primary residence parking and at least one (1) stall for the primary unit must be in a garage or carport. This requirement may not be feasible for some properties and adds costs to the development.
- **Lot size requirement.** Currently the minimum lot size required for an attached or interior ADU is 5,000 sq. ft. and for a detached ADU is 10,000 sq. ft. In both cases, landscaping, setback and building bulk requirements serve to protect adjoining properties from potential impacts. This limits options for property owners depending on the size of the property.
- **Notice requirement.** A notice of application is required to be provided at the property, to neighboring properties, and at official city locations. This requirement adds a minimum of three (3) to four (4) weeks to the permitting process. Staff find that in most cases comments received address development standards already required in the code, and rarely, if ever, prompt changes to the project design.



Example Attached ADU

Duplexes

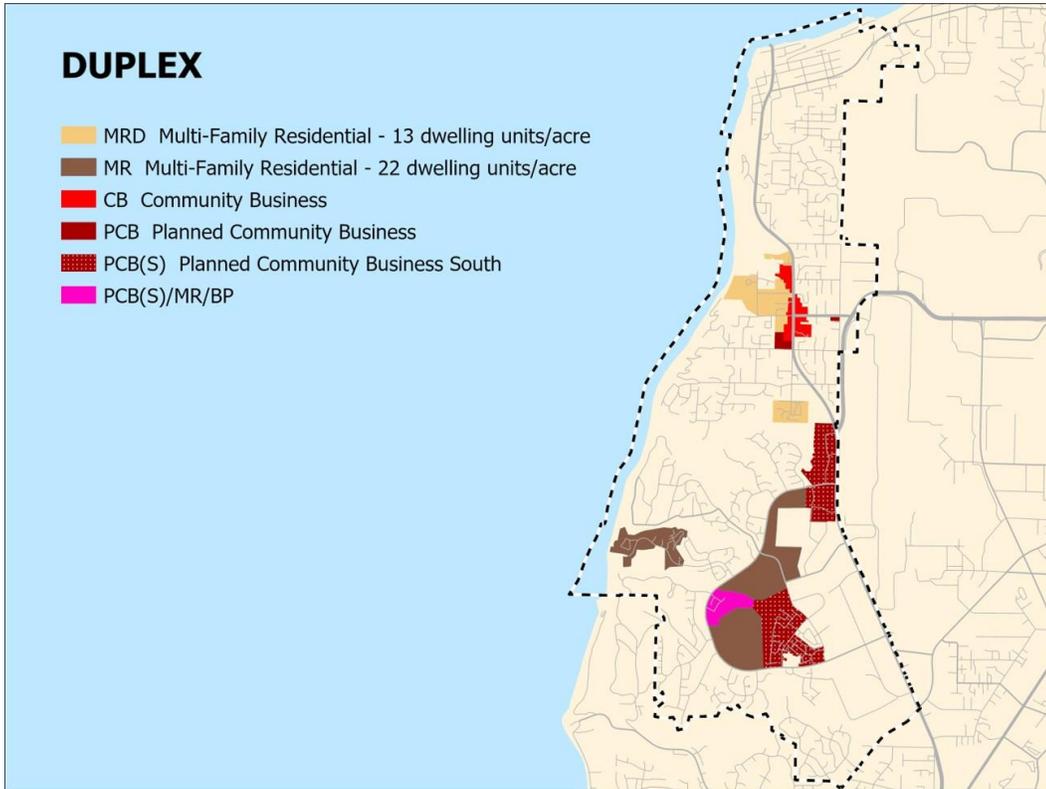
A duplex is defined as two independent residential units in one building. In Mukilteo, duplexes are currently permitted in multi-family and some commercial zones, as shown in Exhibit 6. This constraint on duplex development impacts overall housing supply and diversity.

Recommendation: Consider allowing duplexes on corner lots and/or larger lots in single family residential zones, subject to design standards.



Mukilteo Duplex

Exhibit 6. Where Duplexes are a Permitted Use in Mukilteo by Zoning District, 2021



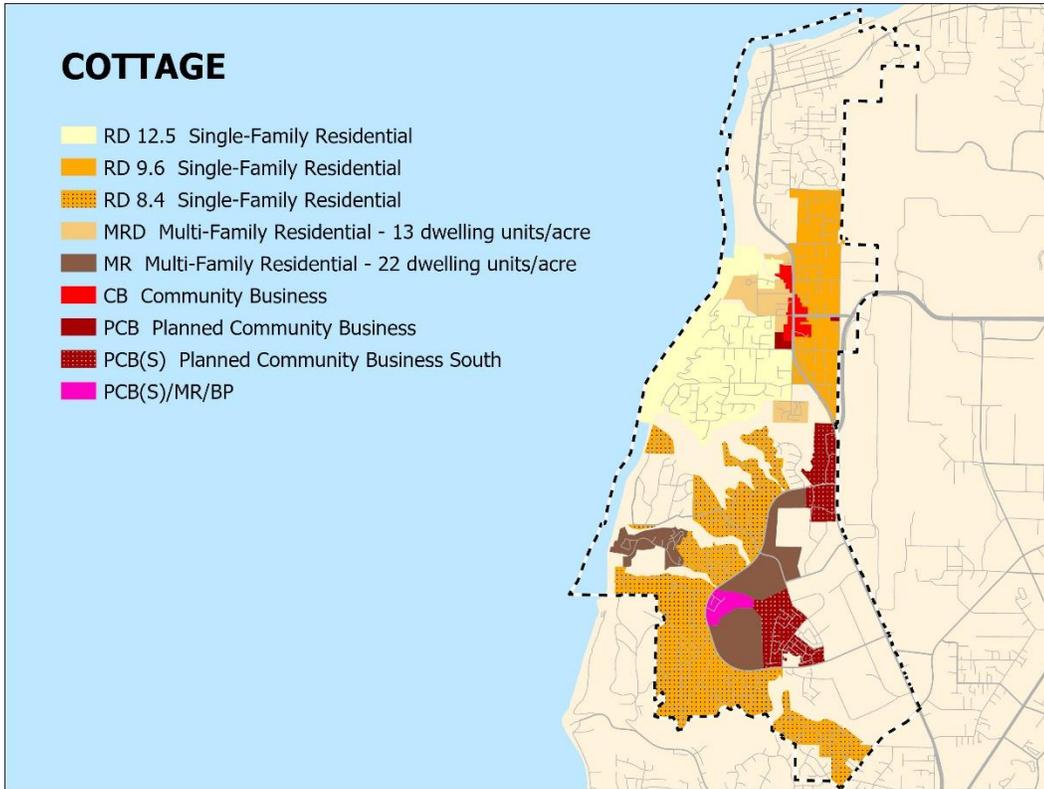
Source: City of Mukilteo, 2021

Cottage Housing

Cottage housing is smaller-scale detached single-family residential housing developed around a central common open space area. In Mukilteo, cottage housing regulations were originally adopted in 2004 and most recently updated in 2016. The extent of where Cottage Housing is allowed is presented in Exhibit 7.

Mukilteo’s cottage housing code requirements address the overall character of the development and provides detailed requirements for many aspects of site and building design. Consistent with the needs identified in the HNA, the stated intent of the cottage housing regulations is to promote variety in size and type of dwelling units to serve households of different ages and sizes and to allow a greater variety of single-family housing options, among others. See Appendix B. Development Code for specific code provisions.



Exhibit 7. Where Cottage Housing is a Permitted Use in Mukilteo by Zoning District, 2021

Source: City of Mukilteo, 2016

Compared to traditional housing, cottage housing can offer a more cost-effective homeownership option. In Snohomish County, cottage housing can be appealing to people who previously owned a home, empty nesters looking to downsize, couples over the age 50, and single women over age 50.⁴ Currently, Mukilteo has two (2) cottage housing developments representing 16 units. The low number of cottage units in Mukilteo given the strong market for housing suggests that existing regulations create a barrier to development. It is possible that both the overall regulatory complexity and challenges associated with certain specific requirements may serve as a deterrent to cottage housing development.

⁴ [Cottage Housing Snohomish County Planning Commission Briefing](#), December 15, 2015.

Recommendations

Evaluate existing cottage housing standards to identify if barriers exist that constrain development. Potentially revise or simplify standards in a manner that meets the intent of the City's housing goals.

The following requirements should be considered:

- **Location for cottages.** Cottages are permitted in alternative residential zones from townhouses. The City's current zoning code restricts maximum densities at 12 units per acre for cottages and 13 units per acre for townhouses. Therefore, the overall impact of these housing types on density, traffic and public services are similar. This limits property owner flexibility and reduces the potential for development of diverse housing types. A potential strategy could allow cottages where townhouses are allowed, with applicable design standards. This strategy would maintain maximum densities already allowed in current locations but offer opportunities for more diverse housing types and sizes.
- **Ownership type.** Subdivision of property in a cottage development is currently unrealistic given common open space requirements and minimum lot size requirements per zone. Consequently, prospective homeowners are not allowed to own the lot on which the cottage is located. In order for potential buyers to purchase a cottage using a mortgage insured by the Federal Housing Administration (typically called an FHA loan), the homeowner's association must also regularly complete paperwork to certify the units. This may reduce interest in cottage housing and the ability to purchase a cottage for some buyers. A potential strategy would be to revise lot size requirements to be consistent with the currently allowed cottage densities. This could make subdivision and fee simple ownership a more realistic option for cottage developments.
- **Design standards.** Current design standards are prescriptive and may lead to unintended consequences. For example, the current standards incentivize uninhabitable second floor space (six ft. ceilings) and dictate a specific 1930s Craftsman architectural style. Such standards restrict variations in architectural styles and do not allow for the development to keep up with architectural design trends that change over time. In addition, craftsman architectural style is more costly to develop. Consider revising design standards to allow for more creativity in building design while still requiring a variety of desirable attributes.
- **Review process.** Cottages are currently permitted with a conditional use permit and requires a public hearing. This decreases predictability for the developer and adds two (2) to three (3) months to the review process. A potential strategy could

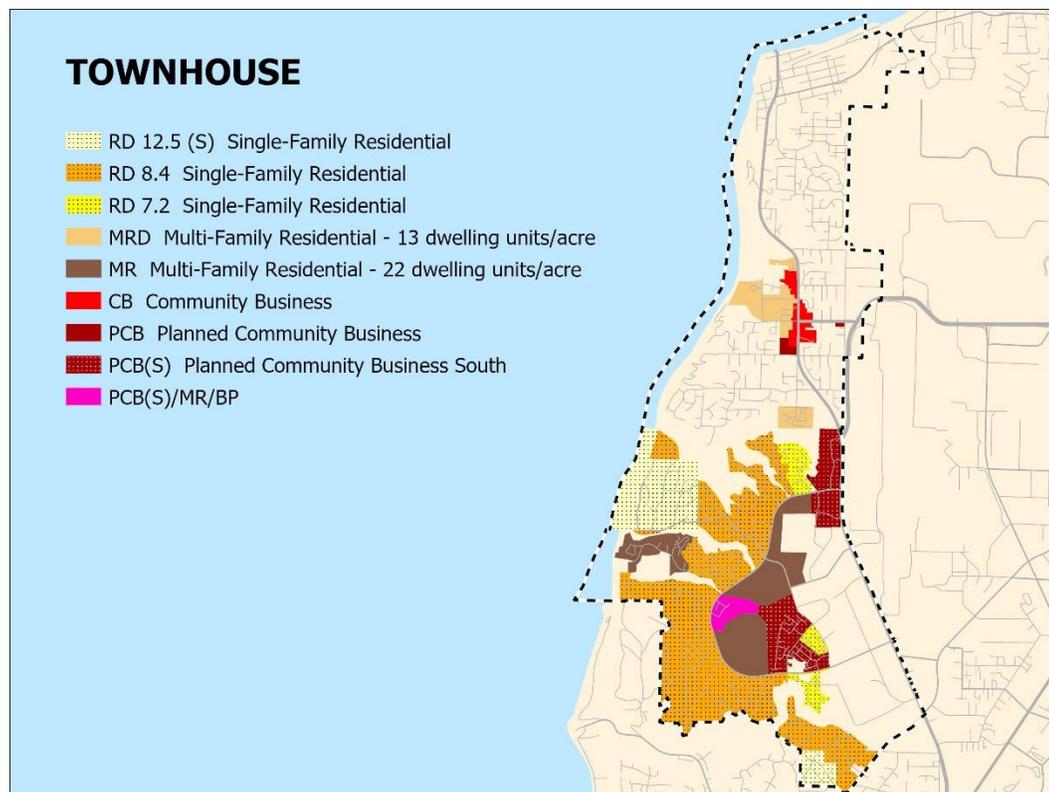


be to eliminate the public hearing requirement altogether (public notice would still occur), or to allow for administrative review for smaller proposals and public hearing for larger proposals. This approach would still allow for public input on smaller projects in a more streamlined manner compared to the public hearing process.

Townhouses

Townhouses are typically attached homes that are treated as single-family dwelling units. Each unit has individual access and may or may not share walls with the neighboring unit. They can be owned as condominiums or fee simple when the land is subdivided. Townhouses have robust design standards. The zoning designations where townhouses are current allowed is presented in Exhibit 8.

Exhibit 8. Where Townhouses are a Permitted Use in Mukilteo by Zoning District, 2021



Source: City of Mukilteo, 2021

Currently townhouses are allowed in alternate zones from cottage housing, as shown in Exhibit 9.



Exhibit 9. Permitted Use Table for Cottage Housing and Townhouses (excerpt from MMC 17.16.040), 2021

Use	Residential Zones							
	Zone	RD 12.5	RD 12.5 (S)	RD 9.6	RD 9.6 (S)	RD 8.4	RD 7.5	RD 7.2
Cottage Housing		●		●		●		
Townhouses			●		●	●		●

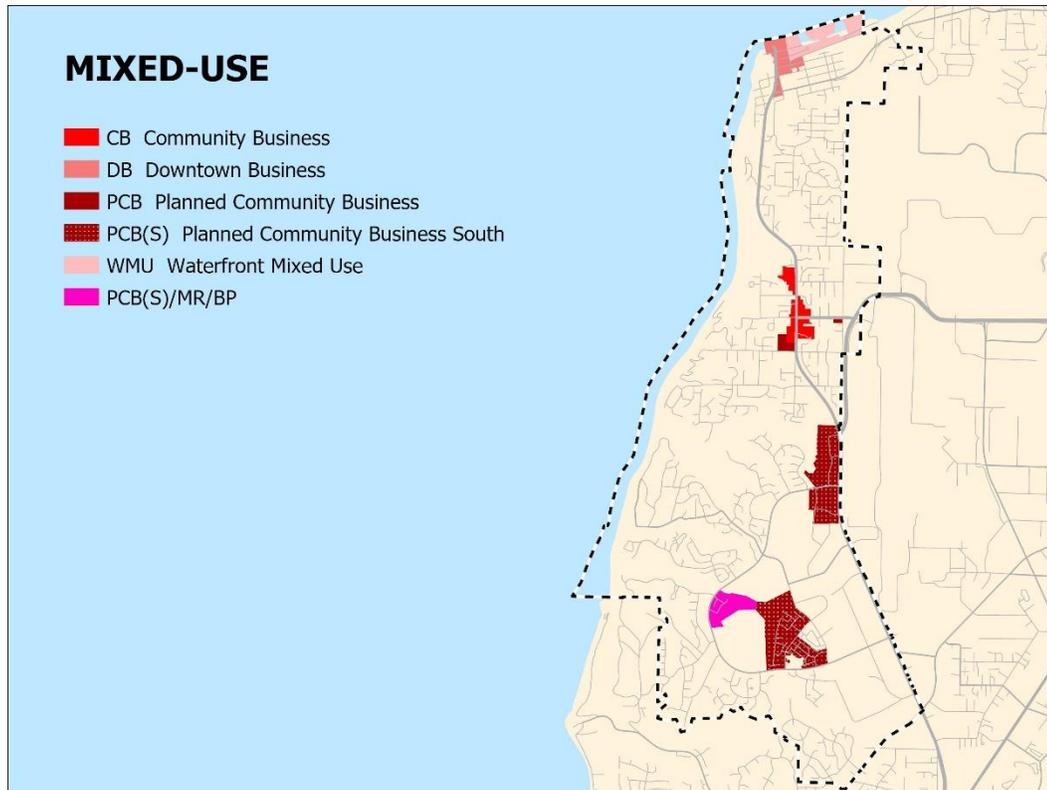
Source: City of Mukilteo, 2021

Recommendation

- **Location for townhouses.** Townhouses are permitted in alternative residential zones from cottage housing. The maximum density for cottages is 12 units per acre and 13 units per acre for townhouses. Therefore, the overall impact of these housing types on density, traffic and public services are similar. This limits property owner flexibility and reduces the potential for development of diverse housing types. A potential strategy could allow townhouses in the same residential zones that cottages are allowed, with applicable design standards.

Mixed-Use Development

Mixed-use development typically includes both residential and commercial uses in a single building or development site, though the spaces are typically separated and occupied by different tenants (one using the building as a residence and the other using the commercial space). Mixed-use development is currently allowed in Mukilteo’s business districts, as shown in Exhibit 10. Mukilteo currently has building form, building design, signage, parking, and landscaping requirements for mixed-use development.

Exhibit 10. Where Mixed-Use Developments are a Permitted Use in Mukilteo by Zoning District, 2021

Source: City of Mukilteo, 2021

Property owners have expressed an interest in including some live-work units as part of the commercial requirement in mixed-use developments. Some prospective developments have also indicated an inability to obtain financing for a standalone commercial component in the current lending market, making the entire project infeasible. In a live-work unit, a single space is used for both residential and commercial use by the same occupant. In Mukilteo, live-work units do not meet the intent of current mixed use development standards unless proposed as part of a development agreement. Currently design and development standards treat the residential component and commercial component independent from each other.

Recommendation: Evaluate the commercial requirement for mixed use projects to allow live-work units.



Other Code-Related Strategies

Residential Setbacks

Existing setback standards in single-family residential zones are not consistent. Simplification of the code to established consistent standards in similar zones could help remove confusion and barriers to development.

Recommendation: Review setback consistency in single family residential zones

Bulk Regulation Standards

The City's bulk regulation standards establish requirements on lot sizes, development density, setbacks, lot coverage, building size, and hard surface coverage. These requirements work together to manage urban development and the City's stormwater system.

In addition to the general standards, some lots are subject to additional regulations due to the presence of critical areas or a specific development approval. Currently, lot coverage limits are proportionate to the lot, while hard surface limits are either a firm limit or proportionate based on a range of lot sizes.



Exhibit 11. Comparison of Hard Surface Standards by lot size, 2021

Hard Surface Standards			
Lot Area Threshold	Lot Size	Max. Hard Surface	
		Sq. Ft.	= % of lot
≤ 5,999	2,000	3,000	100%
	5,999	3,000	50%
6,000 - 8,399	6,000	3,840	64%
	8,399	3,840	46%
9,600—12,499	9,600	4,375	46%
	12,499	4,375	35%
≥ 12,500	12,500	N/A (≥ 6,875)	55%

Source: City of Mukilteo, 2021

In addition, when a developer or property owner takes advantage of reduced lot size provisions allowed under certain critical area regulations or a master planned area, there is no consideration of the common open spaces when calculating the hard surface requirements of the smaller lot.

Adjusting hard surface limitations to make it more equitable across lot sizes and development conditions would increase development opportunities and resolve inconsistencies in current development regulations. Any adjustment to the hard surface limits should ensure that there is no net impact to the watershed.



Procedural Requirements

Subdivision Review Process

A streamlined subdivision process would remove barriers to creation of new lots and future residential development. The City could consider procedural changes to the subdivision review process to decrease review time, costs, and uncertainty in creation of new lots. As provided by state law, the City could streamline its subdivision process in two areas:

- Increase the short subdivision limit from four (4) lots to nine (9) lots
- Allow administrative review of a final full subdivision instead of review City Council review

Short-Term Rentals

Short-term rentals allow rental of all or a portion of private residences for a short period of time, ranging from a few days to a few months. When unregulated, use of residences for short-term rentals can reduce housing for long-term residents and increase overall housing costs. Short-term rentals can also unfavorably impact neighborhoods due to additional traffic, noise, and parking conflicts. Mukilteo does not currently regulate short-term rentals. The City could consider regulations for short-term rentals to help protect housing supply and affordability.



Policy Evaluation

As part of Housing Action Plan requirements, this section reviews Mukilteo’s existing Comprehensive Plan policies with a focus primarily on the Housing and Land Use Elements. The review considers the degree to which policies help address Mukilteo’s housing needs, as identified in the Housing Needs Assessment (HNA) (see sidebar). The evaluation identifies things to consider when the City updates its policies or regulations. The review does not update or provide alternative policy language; however, it does provide guidance for future updates to the Comprehensive Plan.

The findings of the policy evaluation are provided below. Please see [Appendix A. Comprehensive Plan Policies](#) for a detailed discussion of specific policies and the relationship to Mukilteo’s housing needs.

Comprehensive Plan Housing Element

Consistent with requirements of the Washington Growth Management Act (GMA), Mukilteo’s Housing Element contains an inventory and analysis of existing and projected housing needs, identification of sufficient land for housing, and provisions for meeting housing needs for all economic segments of the community. Policies address housing preservation, supply, diversity, and affordability. Evaluation findings and recommendations, where applicable, are provided below.

Finding: Housing Element Policies are Aligned with the Housing Needs Assessment

Policies in the Housing Element address the needs identified in the Housing Needs

Mukilteo Housing Needs

Current Needs

- Entry level home-ownership options
- Moderate-income household housing options
- Greater variety of rental housing
- Greater variety of housing sizes
- Housing attainable to Mukilteo’s workforce

Emerging Needs

- Housing to accommodate future growth
- Housing options for older adults

For additional discussion, see the [Housing Needs Assessment](#).



Assessment. These include policies that seek to retain existing housing stock (**Policy HO1**), support fair and equal access to housing for all persons (**Policy HO3**), collaborate with other public and private entities to address housing issues (**Policy HO4**), encourage a wide variety of housing options including affordable housing (**Policy HO5**), and considering economic implications of new regulations and fees on the creation of affordable housing (**Policy HO6**).

Recommendations

Some Housing Element policies could be strengthened to ensure that progress is made to meet current and emerging housing needs. These include:

- To ensure that collaboration with other public agencies and private entities achieves desired results, **Policy HO4** could be strengthened through identification of specific actions to be taken and metrics to be achieved.
- Identification of specific outcomes to be achieved and actions that could be taken to encourage a wide variety of housing options would strengthen **Policy HO5**.
- Consideration of the impact of existing regulations and fees on the creation of new affordable housing would strengthen **Policy HO6**.

Comprehensive Plan Land Use Element

Mukilteo's Land Use Element of the Comprehensive Plan lays out its plan to accommodate its growth targets. The Land Use element describes the general distribution and location of land use within the City. The existing Comprehensive Plan (2015) acknowledges the limited vacant buildable land in Mukilteo and notes that the new development will be predominantly infill. Applicable policies are listed and evaluated in [Appendix A. Comprehensive Plan Policies](#), and, where applicable, recommendations are provided below.

Finding: Land Use Element Policies are Aligned with the Housing Needs Assessment

Land use policies that support working in collaboration with other public agencies to manage growth (**Policy LU1**) and development or redevelopment of the downtown business district, including residential development (**Policies LU6 and LU11**) align with and support the city's ability to meet Mukilteo's housing needs.



Other policies may help or challenge meeting Mukilteo’s housing needs depending on how they are implemented. Specifically, **Policy LU2** promotes the city’s single-family residential character. If implemented without regard for the needs identified in the Housing Needs Assessment, this policy may act as a barrier to meeting housing needs in the city. **Policy LU14** supports future annexation if it benefits Mukilteo’s existing residents, businesses, and property owners. In balancing the benefits and costs of annexation as contemplated in this policy, the potential benefits of available and affordable housing for future residents of Mukilteo should be considered.

Recommendations

Some Land Use Element policies could be clarified or strengthened to ensure that progress is made to meet Mukilteo’s current and emerging housing needs. These include:

- **Policy LU2** seeks to promote the city’s single-family residential character. While not inherently inconsistent with the identified housing needs, some policy provisions use undefined terms, such as land use character, distinct neighborhood qualities, and compatible transitions. Depending on interpretation, some of these terms could protect single-family character at the expense of other types of housing. Clarification of the intent and implications is recommended, including explicit recognition of how diverse housing types can be compatible in single-family residential neighborhoods.
- **Policy LU6 and LU11** support amended code regulations to expand the potential for higher-density mixed-use projects. This action would help to meet the housing needs identified in the HNA. However, both policies reference “...protection for the surrounding residential areas from potential negative impacts.” Clarification of the nature of potential negative impacts of concern to ensure that future multi-family development is not precluded is recommended.
- **Policy LU14** supports future annexations, which could provide opportunities for additional housing. In balancing the benefits and costs of annexation as contemplated in **Policy LU14**, the potential benefits of available and affordable housing for future residents of Mukilteo should also be considered as part of any annexation study.



Summary of Recommendations

Housing Strategy Recommendation	Existing Comprehensive Plan Policy Addressed	HNA Needs Addressed
<i>Areas for Further Study</i>		
Review Accessory Dwelling Unit Regulations		
Unit size limits, bedroom limits, parking and/or lot size requirements	HO1, HO5, LU2	3 – 6
Owner-occupancy requirement	HO3	3 – 6
Noticing requirement	HO6	3 – 6
Review Duplex Regulations		
Expand where duplexes are a permitted use; assuming all other existing requirements apply	HO5, LU1, LU2	1 – 7
Expand where duplexes are a permitted use; but allow only if subject to limitations/conditions such as location (e.g. corner lots only), lot size (e.g. lots larger than 10,000 sq. ft.) and/or design standards.	HO5, LU1, LU2	1 – 7
Review Cottage Housing Regulations		
Add cottage housing as a permitted use in zones where townhouses are allowed	HO5	1 – 7
Allow for cottage housing subdivisions (fee simple ownership – one cottage per lot)	HO5, HO6	N/A
Consider eliminating the public hearing requirement for cottage housing	HO6	N/A
Review existing cottage housing design standards that discourage development of this housing type	HO5, HO6	5



Review Townhouse Regulations		
Add townhouse as a permitted use in zones where cottage housing is allowed	HO5	2 – 5, 7
Review Mixed-Use Development Regulations		
Review the commercial requirement for mixed-use projects to allow live-work units	HO5, LU6, LU11	3, 4, 7
Review barriers to housing development in Downtown Business District development standards (e.g. zoning code)	HO5, LU11	2 – 5, 7
Review Subdivision Procedures		
Increase the number of lots reviewed administratively as a short subdivision from four (4) to nine (9)	HO6	N/A
Allow administrative review of final full subdivisions (currently five (5)+ lots, Council review)	HO6	N/A
Other Code-Related Strategies		
Improve setback consistency across single-family zones, review lot coverage standards, and/or review hard surface limits ⁵	HO1, HO5, LU2	5 – 7
Review Bulk Regulation Standards	HO1, HO5, LU2	5 – 7
Consider Adoption of Short-Term Rental Standards		
	HO1, HO3, HO5, LU2	3 – 7
Strengthen and Clarify Comprehensive Plan Language and Policies		
	HO4, HO5, HO6, LU2, LU6, LU11	1 – 7

⁵ Adjustments to the hard surface limitations cannot result in a net change to overall watershed protections.

Appendix A. Comprehensive Plan Policies

The last major update to Mukilteo’s comprehensive plan was adopted in 2015. The City has subsequently conducted an annual docket process to consider potential amendments, with the last amendments in 2018. The next major update is currently due in 2024. The regional planning framework for the next major update is established in PSRC’s Vision2050.

As part of Housing Action Plan requirements, this appendix contains policies from Mukilteo’s Comprehensive Plan, specifically policies from the Housing Element and Land Use Element. The policy tables that follow include brief comments that discuss the degree to which policies help to address Mukilteo’s housing needs as identified in the Housing Needs Assessment (HNA). Where applicable, policy considerations to help better meet housing needs are identified.

Housing Element

Consistent with requirements of the Washington Growth Management Act, Mukilteo’s Housing Element contains an inventory and analysis of existing and projected housing needs, identification of sufficient land for housing, and provisions for meeting housing needs for all economic segments of the community.

The Housing Element contains policies around housing preservation, supply, diversity, and affordability. Most policies support the findings of the HNA, including programs and housing options to allow residents to age in the community.



Comprehensive Plan • Housing Element		Comments
HO1	Retention of existing housing stock should be a city priority.	Policy HO1’s support for preservation of existing housing inventory is in alignment with meeting Mukilteo’s housing needs.
HO1a	Programs that support the rehabilitation and maintenance of older and/or historical housing stock should be investigated and supported.	To further support the specific needs of older adults discussed in Policy HO1b , the city could consider the following:
HO1b	Programs that assist residents to age in place and stay in their dwelling units even after retirement should be investigated and supported.	<ul style="list-style-type: none"> ▪ More diverse housing options for older adults, including a greater variety of sizes and design features to support aging in place and to be more cost effective and manageable for smaller households not likely to see rising incomes. ▪ Provision of a robust combination of housing and public amenities for aging-friendly community. Information and resources on what constitutes an Aging-friendly Community are available through AARP’s Livable Communities Program
HO2	Housing policies, programs, and regulations designed to support and promote sustainability and which minimize the impact on environmentally sensitive areas should be developed.	Policy HO2 is not directly applicable to meeting Mukilteo’s housing needs.
HO3	The City shall support fair and equal access to housing for all persons regardless of race, color, religion, gender, sexual orientation, age, national origin, familial status, source of income, or disability.	Policy HO3’s statement of support for fair and equal housing opportunity for all persons is consistent meeting Mukilteo’s housing needs.
HO4	The City shall actively collaborate with other municipalities, public agencies, and private entities to address housing issues; including the issue that there is an inadequate supply of housing that is affordable for lower income segments of the population.	Policy HO4’s acknowledgement that there is an undersupply of housing that is affordable for lower income segments of the population is consistent with the HNA findings. Enhancement of the City’s collaboration efforts may help to better address the undersupply of housing for all income groups.
HO4a	The City shall be an active participant with Snohomish County and other county municipalities in compiling the “Housing Characteristics and Needs in Snohomish County” report as required by Countywide Planning Policy.	Implementation of Policy HO4d can help Mukilteo meet its obligation for its share of housing affordable to households earning less than 50% AMI.



Comprehensive Plan • Housing Element		Comments
HO4b	City shall be an active participant with the Alliance for Housing Affordability and other inter-jurisdictional efforts to promote and contribute to an adequate and diversified supply of housing countywide.	
HO4c	Public and private partnerships designed to retain and promote affordable housing options should be formed.	
HO4d	The City shall pursue programs on its own that will actively preserve existing affordable housing units, facilitate creation of additional affordable housing units, and assist private homeowners in maintaining their house.	
HO5	A wide variety of housing options should be encouraged in the city’s residential and mixed use zoning districts to meet demands for housing, including affordable housing.	Policy HO5’s focus on a variety of housing options in the City’s mixed use and residential zones to meet housing demand, including affordable housing, supports meeting Mukilteo’s housing needs.
HO6	When adopting new regulations and fees the City shall consider the economic implications they will have on the creation of new affordable housing.	Consideration of the economic implications of new regulations on housing affordability described in Policy HO6 is a helpful step in addressing Mukilteo’s need for affordable housing. In addition, consideration of the impact of <u>existing</u> fees in terms of their impact on the feasibility of development of additional rental housing for those earning less than 50% AMI and ownership housing for those earning less than 100% of AMI could help to further the effectiveness of this policy.

Land Use Element

Mukilteo’s commitment to meeting its obligation for accommodating future population growth, as required by the Washington State Growth Management Act (RCW 36.70A), is set out in the Land Use Element of the Comprehensive Plan. The Land Use element describes the general distribution and location of land use within the City. The existing Comprehensive Plan (2015) acknowledges the limited vacant buildable land in Mukilteo and notes that the new development will be predominantly infill.



Comprehensive Plan • Land Use Element		Comments
LU1	The population growth of Mukilteo shall be managed in collaboration with Snohomish County, Puget Sound Regional Council and Washington State Office of Financial Management.	The coordination described in this policy will support the City’s ability to meet Mukilteo’s housing needs including an adequate housing inventory to meet anticipated population growth.
LU2	Development regulations and standards that improve the quality of life of Mukilteo residents and promote the city’s <u>single-family</u> residential character should be adopted. <u>(emphasis added)</u>	Land use Policies LU2 and LU2a prioritize single-family residential character for all land use designations, even where the land use is multifamily. The potential for these and related policies to be a barrier to meeting Mukilteo’s housing needs depends on how they are implemented. If implemented in a manner that considers and balances the housing needs of all economic segments of the community and the City’s Comprehensive Plan, the policies can help to preserve valued character while also supporting achievement of diverse housing options. If implemented without regard to the City’s broad range of housing needs, they may serve as a barrier to meeting these needs. Under current market conditions, single-family housing alone will not be sufficient to meet the housing needs identified in the HNA. Duplexes, triplexes, condominiums, townhouses, accessory dwelling units and cottage housing may provide housing aligned to community values at more attainable price points than low-density single-family homes. When neighborhoods are largely homogenous, neighborhood planning methods may not help Mukilteo fulfill its city-wide planning obligations for ensuring housing affordable to all economic segments. The intent and implications of undefined terms in Policy LU2b , such as “distinct neighborhood quality” should be clarified.
LU2a	The land area designated for each land use category shall support both maintaining the city’s <u>single-family</u> residential character and providing a diversified tax base. <u>(emphasis added)</u>	
LU2b	The identity of unique residential neighborhoods should be promoted by creating defined boundaries, creating identifiable boundaries, identification signage and designating built and natural landmarks.	
LU2c	The City should reconsider neighborhood based planning methods and establish regulations to preserve the distinct neighborhood qualities	
LU2d	New development and redevelopment shall provide housing, increased opportunities for employment, services, retail options, recreational activities, and enjoyment of the arts compatible with and complementary to the residential character of the neighborhoods.	
LU2e	Development regulations that provide for smooth and compatible transitions between areas of different land use intensity should be adopted.	
LU2f	Lighting regulations for development shall protect adjacent properties and public areas by allowing only non-glare shielded lighting at an intensity level that is no higher than necessary to meet safety standards.	
LU2g	Development regulations and standards that maximize on-site landscaping, planting of street trees and use of native planting shall be adopted.	



Comprehensive Plan • Land Use Element		Comments
LU2h	Retention of significant trees with special consideration given to coniferous trees, tree groupings, and use of forested areas as wildlife corridors, should be encouraged.	
LU2i	The City should consider and adopt design guidelines/standards/ regulations that support the full range of transportation modes and mitigate the negative impacts generated by automobiles.	
LU2j	Programs to develop attractive entry gateways into the city from arterial streets, railways, and Puget Sound should be considered.	
LU6	A Midtown Mukilteo overlay should be investigated and considered for adoption for the area that includes the CB and PCB zoning districts and adjacent areas to encourage and facilitate commercial mixed use redevelopment <u>while including protection for the surrounding residential areas from potential negative impacts.</u> (emphasis added)	Policy LU6 supports amended code regulations to open up the potential for higher density mixed use projects. This action would help to meet Mukilteo’s housing needs. Clarification of the nature of potential negative impacts of concern to ensure that they do not preclude future multifamily development is recommended.
LU11	Development and redevelopment in the downtown business district shall be guided so as to create a unique identity for the area that is pedestrian-centric as provided for in the Downtown Business District Subarea Plan.	The Downtown Business District (Policy LU11) includes mixed-use zoning. There has been limited mix-use development to date, partly related to the economic feasibility of providing the required parking. Recent attempts at developing mix-use housing in Mukilteo is constrained by the market for the commercial component. Without the housing density to demand local services, and the limitation in parking, commercial rents are not high enough to satisfy the cost to build. The City may consider housing bonus densities for condominium (lower-cost homeownership housing) or senior housing to improve the market feasibility of mixed-use development.
LU11a	Measures should be implemented that would protect residential areas adjacent to and near the Downtown Business District from negative impacts associated with commercial activity.	
LU11b	Existing nonconforming single-family residential uses currently located in the Downtown Business District should be encouraged to be redeveloped into mixed use and commercial uses that reflect the area’s history as a fishing village, port-of-entry and trading post.	
LU11c	The city should develop programs in collaboration with downtown property and business owners to identify historical attributes that may be incorporated into new building designs or redesigns.	



Comprehensive Plan • Land Use Element	Comments
LU14 The City of Mukilteo shall support the Growth Management Act’s goal to encourage growth in urban areas considering annexation of all or parts of its Municipal Urban Growth Area (MUGA), but only if the annexation benefits existing Mukilteo residents, businesses, and property owners.	It is unclear if whether annexation of some or all of the City’s UGA, as discussed in Policy LU14 , could help to meet needs identified in the HNA by providing opportunities for additional housing. To determine the potential housing benefit of future annexation, a study that evaluates annexation area growth targets and remaining development capacity is needed. These considerations should be assessed as part of any larger annexation studies conducted by the City. In balancing the benefits and costs of annexation as contemplated in Policy LU14 , the potential benefits of available and affordable housing for future residents of Mukilteo should also be considered.
LU14a Annexations and/or de-annexations should only be considered if they: Enhance, improve, or maintain the quality of life for existing Mukilteo residents, businesses, and property owners; and Improve land use compatibility, promote orderly development, and facilitate traffic circulation	
LU14b. Potential annexations and de-annexations shall be evaluated for their short-term and long-term financial and operational impacts.	
LU14c Pre-annexation zoning of the Mukilteo MUGA should be considered and implemented if necessary to City of Mukilteo interests.	
LU14d Procedures to assure that owners of property within an annexed area pay a share of Mukilteo’s bonded indebtedness should be analyzed and considered.	
LU14e The City of Mukilteo should consider entering into an agreement with the City of Everett to revise city boundaries in the areas of Japanese Gulch, Edgewater Beach, Mukilteo Lane, and Lamar Drive so city-owned land is within Mukilteo City limits and lots which are partly in Mukilteo and partly in Everett are entirely within a single city’s limits. However, revising these city boundaries should only be considered if it benefits Mukilteo residents, businesses, and property owners.	

Appendix B. Development Code

This appendix contains the Mukilteo Municipal code provisions for Accessory Dwelling Units and Cottage Housing.

Accessory Dwelling Units

State law (RCW 43.63A.215) requires Washington cities and towns with populations above 20,000 residents to plan for ADUs in single family neighborhoods. Since 2009, Mukilteo has allowed accessory dwelling units as a development opportunity (Ordinance NO. 1219).

Mukilteo Municipal Code Section 17.30.010 establishes the intent of the ADU regulations as follows:

- A. Comply with RCW 43.63A.215, which requires cities with populations greater than twenty thousand to include provisions for accessory dwelling units in their development regulations.
- B. Protect the integrity of single-family residential neighborhoods while allowing accessory dwelling units to be located in single-family residential zoning districts.
- C. Diversify the housing options and increase the supply of affordable housing in the city.
- D. Enhance neighborhood stability by providing extra income that potentially could allow homeowners to live in their houses longer and maintain their property longer.

Municipal Code	Requirement
Lot Size 17.30.030(B)(1)	Five thousand square feet (5,000 sq. ft.) for interior and attached units. Ten thousand square feet (10,000 sq. ft.) for detached units.
Property Owner Residence 17.30.030(C)	The property owner resides in either the principal unit or the accessory dwelling unit as the permanent residence for at least six months of each calendar year



<p>Parking 17.30.030(D) 17.30.060(I)(1)(d)</p>	<ol style="list-style-type: none">1. At least <u>two off-street parking spaces</u> shall be provided for the accessory dwelling unit, in addition to the parking required for the principal dwelling unit. The parking space(s):<ol style="list-style-type: none">a. Shall be dedicated solely for use by the accessory dwelling unit residents.b. Shall have a defined hardened surface such as, but not limited to, pavement, concrete (pervious or impervious) or gravel.c. May be located in a garage, carport, or in an off-street area reserved for vehicle parking.d. Shall be independent of the principal unit's parking spaces, which means access to the accessory dwelling unit's parking spaces shall not require crossing over any part of a parking space serving the principal unit <u>nor may the accessory unit's parking spaces be located in tandem to the principal unit's spaces.</u>e. May encroach into a side yard setback area only if no structures are within thirteen feet of the property line.2. When an accessory dwelling unit is located on a lot adjacent to an alley, access to the parking space(s) shall be from the alley unless topography makes such access infeasible.
<p>Uses 17.30.080</p>	<ol style="list-style-type: none">A. The following uses are prohibited on lots with an accessory dwelling unit:<ol style="list-style-type: none">1. SFR cottages.2. Townhouse.3. Multifamily.4. Extended family dwelling unit.5. Family day care home.6. Group care facility.7. Housing for people with functional disabilities.8. Retirement apartments and/or housing.9. Rooming and boarding.B. No more than one home occupation may be located on a lot where an accessory dwelling unit is located.
<p>Structure Exterior Standards (17.30.060(B))</p>	<ol style="list-style-type: none">1. New exterior construction shall be similar to exterior appearance of principal dwelling unit.2. The roof pitch shall be similar to the predominant roof pitch of the principal dwelling unit.



	<ol style="list-style-type: none">3. Trim must be the same in type, style, design, size, and location as the trim used on the principal dwelling.4. Windows shall be similar to those in the principal dwelling in proportion (relationship of width to height) and orientations (horizontal or vertical). This standard shall not apply when in conflict with building code.
Location in Relation to Principal Residence 17.30.060(C)	<ol style="list-style-type: none">1. Interior accessory dwelling units shall be completely within the principal dwelling unit footprint.2. Attached accessory units shall:<ol style="list-style-type: none">a. Comply with the standard unmodified setback requirements of the underlying zoning district.b. Not be closer to the front property line than the front of the principal unit.3. Detached accessory dwelling units shall:<ol style="list-style-type: none">a. Comply with the standard unmodified setback requirements of the underlying zoning district.b. Be at least twenty feet further from the front property line than the front of the principal unit.
Height 17.30.060(D)	<ol style="list-style-type: none">1. Comply with the maximum building heights allowed for the underlying zoning district;2. Not exceed the height of the principal dwelling unit if a detached unit;3. Be a maximum of two floors/stories; or4. A maximum of one floor/story if a detached unit located above a garage or storage area or habitable area.
Setbacks 17.30.060(E)	All accessory dwelling units shall conform to the front, rear and side yard setbacks for the underlying zoning district.
Pedestrian Entrances 17.30.060(F)	<ol style="list-style-type: none">1. Shall have direct access to the exterior completely independent of the principal unit.2. Shall be subordinate to the principal dwelling unit entrance.3. Shall not face the public street or roadway from which the principal unit takes primary access. If the ADU is a detached unit located behind the principal unit, then the entrance may face the public street or roadway.4. If access is by stairway, the stairway shall either be internal, or if external, not on the front facade.5. If a lot is adjacent to an open alley, then the ADU entrance shall be provided off the alley unless the city finds there is a compelling reason to the contrary.



	6. Shall be connected to the street or alley by an unobstructed hard surface pedestrian walkway with a minimum vertical clearance of seven feet.
Privacy 17.30.060(J)	<p>Privacy of dwelling units on adjacent lots and accessory dwelling units shall be protected to the maximum extent practical by:</p> <ol style="list-style-type: none"> 1. Orienting the accessory dwelling unit to not directly face dwelling units on adjacent lots. 2. Using landscape screening, fencing, and window and door placement to maintain the privacy of residents in dwellings on adjacent lots as determined by the physical characteristics surrounding the accessory dwelling unit. 3. Windows, doors, and balconies shall be designed and located to maintain the privacy of both the new unit and dwellings on adjacent lots. 7. Interior ADUs are exempted from the privacy design standard requirements.
Floor Area 17.30.060(H)	<ol style="list-style-type: none"> 1. The accessory dwelling unit shall have a gross floor area of no more than seven hundred square feet or sixty percent of the floor area of the principal dwelling unit, whichever is less. 2. The accessory dwelling unit shall have no more than one bedroom.

Cottage Housing

Mukilteo originally adopted cottage housing regulations in 2004 and most recently updated them in 2016.

Mukilteo Municipal Code Section 17.51.056.A identifies the intent of the cottage housing standards to:

1. Allow single-family alternative housing options on single-family zoned parcels adjacent, including across the street in some cases, to multifamily, commercial and industrial zoned parcels, not including commercial or industrial uses limited by the Paine Field Overlay, as a transition to multifamily, commercial, and industrial uses, and in multifamily zones and in some commercial zones that allow for mixed-use projects.
2. Allow for a limited number of sites as a transition to multifamily, commercial, and industrial uses.
3. Ensure that this transition development blends with existing adjacent single-family residential areas to ensure the character of existing neighborhoods is maintained.
4. Promote variety in the size and type of new dwelling units to enable households of different ages and sizes to live at the edge of single-family neighborhoods and without disrupting the intent of single-family neighborhoods.



5. Encourage cottage housing that is a single-family structure and harkens back to the size, proportionality and character of craftsman-style homes built in the 1910s to 1930s, which are less bulky and provide more opportunities to create larger areas of open space than larger homes which tend to consume the lots.
6. Although the density per acre is two times that of the underlying zoning, the size and proportionality or massing of the cottage units are smaller than the larger home construction of single-family homes being built between 1990 through 2005 and the overall density can be similar depending on the parcel of land being developed and thus provides a single-family housing option for households of smaller size.

Municipal Code	Requirement
Character 17.51.056.B	Character is smaller scale, has common open space that is central to unit clusters, is not intended to be compact housing or small lot development in a standard subdivision
Where Permitted or Prohibited 17.51.056.C	<ol style="list-style-type: none"> 1. In single-family residential zones if located on selected parcels [list of applicable zones, locations, and conditions in code] 2. In PCB(S) zone with an approved development agreement 3. Outright in MRD and MR PRD zones 4. Outright in the community business (CB) and planned community business (PCB) districts as part of a mixed-use development 5. Limitations <ol style="list-style-type: none"> a. May not be developed on parcels in single family zoning districts that are on streets that have single-family residences on both sides, even if the adjacent property is zoned multifamily, commercial or industrial. The intent of cottage housing is to have it provide a transition to single-family neighborhoods and to ensure the established neighborhoods remain intact. b. Parcels cannot be subdivided in order to have two cottage developments of 18 cottages each to avoid the maximum number of cottage units per development limit.
Minimum Parcel Size 17.51.056.D.1	<ol style="list-style-type: none"> a. Residential. A single-family parcel adjacent to multifamily, commercial or industrial zones that is the size and dimension that allows for a minimum cluster of four cottage units and large enough to provide all the open space, parking, and setback requirements. Typically this would be one-half acre in size if the parcel is adjacent to a commercial, multifamily, or industrial zone and has access off of a collector or arterial street. b. Commercial/Multifamily. Greater than one acre in MRD, MR, CB and PCB zones.



Density
17.51.056.D.2

Maximum densities for cottage housing projects shall be determined based on [Table 1, below]. In single-family residential zones, each cottage housing project shall not consist of more than eighteen cottages nor fewer than four cottages. If the parcel size allows for more than eighteen cottages, then the project must consist of a combination of cottages and detached single-family residential units in single-family zoning or cottages and multifamily in multifamily and commercial zones. The cottages shall be clustered according to these regulations and the single-family residential development shall follow the underlying zoning requirements.

Table 1: Cottage Housing Density

Zoning District	Existing Residential Density per Zoning District	Proposed New Cottage Density (2X Underlying SFR Zone) ¹
SFR RD 12.5	3.48 units/acre	9 units/acre
SFR RD 9.6	4.53 units/acre	9 units/acre
SFR RD 7.5	5.80 units/acre	12 units/acre
MRD	13 units/acre	12 units/acre
MR	22 units/acre	12 units/acre
CB	N/A	9 units/acre
PCB	N/A	9 units/acre

Note 1: All other open space, parking and setback requirements must be provided. In CB and PCB the mixed-use requirement must also be provided in addition to the open space and parking requirements and these will all likely reduce the density that is attainable.

Floor Area
17.51.056.D.3

Ramblers or one-story cottages shall not exceed a maximum of one thousand square feet on the main floor, excluding garages. One and one-half story buildings shall not exceed a maximum of twelve hundred square feet with a maximum of eight hundred square feet maximum on the main floor, excluding landing and stair areas, second story ceilings less than six feet in height and garages. Cottages shall not be a full two-story coverage of the main floor (two-story narrow, skinny houses are not allowed). Single-car garages are allowed to be attached to the cottage if the garage is accessed from the side or rear of the unit; no garage may be accessed from the front facade of the building. A covenant restricting building expansion shall be required on all developments.

Cottage Development Cluster Size
17.51.056.D.4

A minimum of four units is allowed with a maximum of twelve units in a single cluster. Multiple clusters are allowed provided each housing cluster meets the common and private open space requirements and there are pathways connecting the common open spaces. The maximum number of cottages per development is eighteen cottages.

Application of Critical Areas
17.51.056.D.5

- a. The critical area regulations contained in [Chapter 17.52](#) apply to all cottage developments.
 - i. Single-Family Residential Zones. When applying the critical area density transfers to a cottage housing project, only a 1:1 (not a 2:1 as allowed in Table 1, shown above) credit will be allowed for that area covered by the critical area and



its buffer. For single-family residential developments, the density for the entire site shall be based on the following formula.

Density = (area of noncritical area X underlying zoning X 2) + (area of critical area X 1 of the underlying zoning)

ii. Multifamily and Commercial Zones. Density for multifamily and commercial zones shall be calculated as the total site area times the density shown in [Table 1, see above] whether or not it contains critical areas.

b. Critical areas and their buffers should be designated as native growth protection areas (NGPAs) and appropriate signage be installed and maintained. The management of these NGPAs is the responsibility of the homeowners' association, an organization that is required for the joint maintenance and upkeep of the common areas developed as part of cottage development requirements. The NGPA will also provide habitat for wildlife and residents and the homeowners' association shall be notified of the intent, designation and functions these areas are intended to provide even in an urban setting.

Common Open Space
17.51.056.D.6

- a. Four hundred square feet of common open space is required per unit.
- b. Fifty percent of units must have their main entry on the common open space.
- c. All units must be within eight feet of each common open space(s).
- d. Setbacks and private open space cannot be counted towards the common open space calculation.
- e. One common open space must be located centrally to the project, with multiple clusters having multiple common spaces with pathways connecting the common open spaces.
- f. Community buildings or clubhouses can be counted towards the common open space calculation.
- g. Passive trails within an NGPA are allowed and may count towards the common open space requirement.
- h. Common open space may be separated from the central common open space that is required for the clusters but can only account for twenty-five percent of the requirement.
- i. Cottages must surround the common open space on a minimum of two sides of the green.
- j. Common open space shall be located outside of stormwater/detention ponds, wetlands, streams, lakes, and critical area buffers, and cannot be located on slopes greater than ten percent.
- k. The common open space area shall include usable public spaces such as lawn, gardens, patios, plazas or scenic viewing area. Common tables, chairs and benches are encouraged. An active recreation element may be included if the homeowners'



	<p>association so chooses and it does not dominate the common open space. Where applicable, native vegetation and LID BMPs may be used in fifty percent of the passive open space area.</p>
Private Open Space 17.51.056.D.7	<ol style="list-style-type: none">a. Two hundred fifty square feet of private open space is required per unit.b. The private open space must be a minimum of ten feet wide and adjacent to the front or side of the unit; side yard easements may be counted toward the private open space requirement. The main entrance of the house shall front on the private open space via either a front porch or to the side by using a wrapped porch. Porches with railings are preferred to create private space.c. The private open space, on either the front or side yard, must be oriented toward the common open space.d. A fence or hedge not to exceed three feet in height may separate the private open space from the common open space.
Building Heights and Setbacks 17.51.056.D.8	<ol style="list-style-type: none">a. Setbacks from the external property lines of the original or perimeter of the parcel shall be as shown in [Table 2, in code].b. All buildings shall be separated by at least eight feet. Minor architectural features may extend one foot into the separation distance as long as six feet of clearance between buildings is maintained for fire separation purposes.c. The area under ceilings less than six feet in height is not included in the square footage calculation of the structure.
Buffer and Perimeter Landscaping for Existing Adjacent Development 17.51.056.D.9	<p>Cottage development shall provide six feet of fencing and landscaping around the perimeter of the property, not including the NGPA areas. This perimeter landscaping is intended to soften the impact of infill development, to add visual interest, and to retain or help to improve the visual quality of the neighborhood. Perimeter landscaping shall provide a screen between uses, to safeguard privacy, to promote wise and efficient use of potable water resources, to protect water quality and aesthetics of streams and wetlands and the aesthetic assets of the neighborhood, and to reduce the impact of development on the environment. The intent is to serve as the general guidelines or the minimum standards in describing the extent of buffering and beautification desired. It is expected that good landscaping design principles will be applied at all times, including:</p> <ul style="list-style-type: none">▪ Spacing for proper growth and root development;▪ Wise and efficient use of water resources;▪ Proper access for the fire department and visual patrol for the police department;▪ Safety of pedestrian and vehicular traffic. <ol style="list-style-type: none">a. A buffer of perimeter landscaping shall be provided to create visual relief, visual separation and site-obscuring screening between uses from the cottage



development that is an infill project. Within the setback areas described above, single-story cottages adjacent to residential properties shall be buffered by:

- i. A six-foot sight-obscuring, decorative fence (no chain link fences) shall be provided. Adjoining, adjacent and connecting fences shall be considered and constructed of similar materials unless otherwise approved by the planning director.
- ii. A minimum of a seven-foot-high landscaped screen composed of three landscape layers:
 - (A) Evergreen trees planting in a double row layout designed to create a hedge/screen maturing at twenty feet within five years created by one tree per ten lineal feet of buffer with a maximum spacing of fifteen feet between trees with fifty percent of the trees being six to eight feet in height and fifty percent of the trees being eight to ten feet in height.
 - (B) Shrubs eighteen inches in height and circumference or multi-stemmed trees six feet in height, that are a mixture of species with the total quantity averaging five feet on center for the lineal portion of the buffer.
 - (C) Ground cover of an evergreen variety of four-inch pots shall be planted to achieve ninety percent coverage within three years of the time of planting (eighty percent coverage at the time of the two-year landscape performance bond sign-off).
- iii. Any landscape berming shall be coordinated with adjacent property owners to provide retaining walls as needed, to handle stormwater runoff so that it does not impact the adjacent property, and to provide consistency or benefit to the adjoining property owner increasing privacy from the new infill development.
- iv. Native plant species are encouraged to be used if this better blends the new and existing development transition. Graduated buffers with high vegetation along the property line and lower-growing vegetation next to the units may be considered if full screening is provided within two growing seasons.
- b. Cottages greater than one story shall provide a ten-foot densely planted vegetative screen (ten- to twelve-foot trees must be planted in the row adjacent to the fence) to buffer existing development and must follow the requirements in subsections (D)(9)(a)(ii), (iii) and (iv) of this section.
- c. Natural vegetation may be allowed in place of fencing and screening if the project is adjacent to natural ravines or other features that provide an equivalent screening.
- d. Drought-tolerant plants and native species are encouraged to be used to promote water conservation and so plantings will flourish over the long term of the development.
- e. Vegetation shall be maintained and replacement is required to maintain the perimeter buffer. Nonnative or noxious weeds shall be removed. Any tree cutting must be approved by the homeowners' association and coordinated and approved by the planning director.

Landscaping Required for Parking Lots
17.51.056.D.10

Interior landscaping for parking lots is required if there are more than six stalls and must consist of the following:

- i. One tree for every six parking stalls. Trees to consist of shade canopy deciduous trees a minimum of two-inch caliper.



	<ul style="list-style-type: none">ii. Three shrubs of eighteen-inch height shall be provided for every one hundred fifty square feet of parking islands and parking lot landscape areas.iii. Evergreen ground cover using four-inch pots with twelve-inch spacing or one-gallon containers with eighteen-inch spacing.iv. The total area of all interior landscaping shall be equal to or greater than ten percent of the parking lot area (including parking, maneuvering, loading and fire access areas).
Landscaping Required for Public ROW, Parking Lots Adjacent to Streets 17.51.056.D.11	<p>The streetscape and adjacent parking lots shall be landscaped using the following:</p> <ul style="list-style-type: none">a. Deciduous canopy trees of two and one-half inch caliper will be planted twenty feet on center to form a street tree configuration along the adjacent street and to provide separation between the parking lot and the street.b. Parking lots adjacent to streets shall have evergreen shrubs of twenty-four-inch height planted in the form of a hedge to achieve a solid visual screen to the height of thirty-six inches within three years of planting. Plants shall be a minimum of twenty-four inches in height at the time of planting and planted no more than two feet on center.c. Evergreen ground covers will be planted to achieve ninety percent coverage within three years from the time of planting.
Lot Coverage 17.51.056.D.12	<p>Buildings or structures may cover up to fifty percent of the lot. Up to sixty percent of the lot may be covered by impervious area.</p>
Attached Front Porches 17.51.056.D.13	<ul style="list-style-type: none">a. Porches shall be a minimum of eighty square feet and a minimum of eight feet deep on the front of the building and six feet deep on a side where the porch wraps around the building. The square footage of the porch may be reduced to sixty square feet (six by ten feet deep) on units less than eight hundred total gross square feet.b. Porches shall be oriented towards common open space or street and designed to provide a sense of privacy between units.c. Secondary entrances facing the street and sidewalk are required to have a minimum five-by-five-foot porch.
Building Height 17.51.056.D.14	<ul style="list-style-type: none">a. Building height shall be as shown in Table 2: Setbacks for Cottage Housing. To provide variability in design a minimum of two cottage heights are required within a project cluster and only one out of every three cottages may be built up to the twenty-five-foot height limit. The cottages with the twenty-five-foot height shall also be set back as provided in Table 2 to provide a staggered view from adjacent properties—taller buildings farther away from existing single-family residential buildings.b. Pitched roofs are required (6:12 and/or 4:12 with dormers). No flat roofs are allowed. The planning director may approve other roof pitches and pitches for nooks or architectural features such as bay windows.



Building Design Standards 17.51.056.D.15	<p>Building standards address topics listed below and reference a codified Attachment that provides sketches and photographs of illustrative design styles.</p> <ol style="list-style-type: none">a. The planning director shall decide compliance with the site design, architectural, site and landscape standards before the hearing examiner holds a public hearing and after a required neighborhood meeting is held to review and comment on the project.b.-h. Cottage character and site layout compatibility; infill site requirements; pedestrian connection; incorporating new development techniques and technology; building character proportionality and massing; variety in buildings and visual interest with consistency in architectural style; variety in building design.
Trash and Recycling Screening 17.51.056.D.16	<ol style="list-style-type: none">a. All loading, trash, recycling and storage areas shall be located so they are not visible from streets and will be concealed.b. An architectural screen shall surround all sides except the access entry. Building walls of adjacent structures may be used to partially satisfy this requirement. Screen walls shall be a solid visual screen constructed out of metal, concrete, and/or masonry units; or other materials similar to the cottages and garage structures. Required gates and trellises, and other architectural screening elements, shall be designed so that they complement the surrounding buildings unless there is some overriding fire access issue.c. A concrete slab shall be installed as the base material within the enclosure.
Community Buildings 17.51.056.D.17	<p>Commonly owned building(s) are allowed but not required and they must be incidental in use and size to the rest of the development.</p>
Homeowners' Associations 17.51.056.D.18	<p>A homeowners' association and covenants are required for the maintenance of the common areas and buildings.</p>
Accessory Dwelling Units 17.51.056.D.19	<p>Accessory dwelling units and/or extended-family dwelling units are not allowed in cottage housing developments.</p>
Parking Stalls and Garages 17.51.056.D.20	<p>Two stalls per unit and one-half stall per unit for guest parking shall be provided.</p>
Parking Lots/Stand Alone Parking Structures 17.51.056.D.21	<ol style="list-style-type: none">a. At least one parking stall per unit must be within an enclosed parking structure or garage. Carports are not considered an enclosed structure. Garage doors shall feature windows, recesses, or moldings to help blend the doors with the character of the house. Garages facing the sidewalk and public street shall have features that add interest to any blank walls.



- b. Stalls and garages must be screened from public streets or abutting residential properties.
- c. Parking lots and structures shall be located in the following preferential order:
 - i. To the rear of the units accessed off an alley;
 - ii. To the side of the units accessed by a private driveway; or
 - iii. The garage, landscaping, and/or fencing shall screen parking next to a side street.
- d. Parking lots and garages must meet the front yard setback requirements of the underlying zone where they are adjacent to a public road or ten feet from a private road, or the setback requirements as listed in subsection (D)(8) of this section, Building Heights and Setbacks.
- e. The parking areas must be clustered and separated from the common area by landscaping or an architectural screen.
- f. The parking area should not be the major view from the public right-of-way or street. Landscaping and/or cottage unit or the common area should provide the view into the cottage development, unless there are fire code restrictions that make this unachievable.
- g. All garages shall be located in an area to minimize the presence of the automobile.
- h. All garages shall follow an architectural style similar to the cottages.
- i. Garage rear and side elevations facing the public street or adjacent existing development shall have architectural details to minimize the impact of the facade.
- j. Garage massing should be broken up wherever possible by using topographic differences, using roof breaks or step-downs, or creating smaller combined garage increments. A six-single-vehicle-stall garage is the maximum number allowed in any garage building. Four garage units or less is the preferred design. The planning director may approve other methods to meet the intent of this section.

Internal Development
Access
17.51.056.D.22

- a. Internal access to the development shall be treated like a private driveway system or woonerf. The development must meet the requirements of the fire department for access and safety. At a minimum the access way shall consist of a thirty-foot-wide driveway accessing onto a public street. A five-foot-wide pedestrian sidewalk must connect the public sidewalk system to the common open space and a five-foot landscape strip shall be provided between the driveway and the sidewalk. Other configurations can be approved by the public works director. The sight distance must comply with the requirements of Section 17.20.060.
- b. The abutting public or private street must meet the city's development standards for street improvements including right-of-way, curbs, gutters, and sidewalks, unless approved by the public works director.



- c. If access to a cottage development is via a panhandle, no landscape buffer will be required in the panhandle portion of the lot.

Drainage
17.51.056.D.23

Development shall meet the most current drainage standards in effect at the time the permit application is deemed complete and must be approved by the public works director. Stormwater management shall minimize erosion during construction so that no turbid water leaves the site and will manage stormwater so that it is detained and any water released from the site meets water quality standards as mentioned above. Drainage is a key issue related to infill development within the city and the development shall not impact adjacent properties and shall handle any water that previously was dispersed to the site from uphill adjacent properties.