



# 2024 Comprehensive Plan



Adopted by Ordinance 1500

October 21, 2024

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# INTRODUCTION

## ABOUT THIS PLAN

A Comprehensive Plan is a bit like putting a name tag, Google Maps, and a recipe in a blender:

- Part introduction – describing Mukilteo as it exists today.
- Part trip planning – deciding where we want to be in 20 years.
- Part cookbook – choosing the mix of ingredients to get us there.

This plan is comprehensive in both name and design. It covers each of the following topic areas:

- **Land Use** – deciding how much residential, commercial/industrial, and open space land we need (and where) to keep Mukilteo a desirable place to live, work, and play.
- **Housing** – deciding the types of housing we will allow in the areas we set aside for residential uses to make sure we have a good mix of unit types to meet the needs of families, young professionals, seniors, and residents with special needs.
- **Capital Facilities**
- **Utilities**
- **Transportation**
- **Climate Change** – incorporating sustainability and resilience planning into everything we do so that extreme weather events are less likely to harm Mukilteo residents and infrastructure.

Making sure we plan for, maintain, and expand the urban services needed to support our land use and housing decisions.

This plan sets the policy framework to achieve the city's vision:

*Mukilteo is a vibrant, diverse, and equitable community with safe neighborhoods, beautiful natural areas, and a healthy local economy. It's a great place to live, raise a family, earn a living, and age in place. City leaders deliver services efficiently and balance the needs of today's residents and future generations.*

This plan is rooted in the following principles:

- **Community** – creating a welcoming and engaging place to live, work, and play.
- **Compliance** – aligning goals and policies with regional and state requirements.
- **Character** – protecting neighborhood safety and the things that make Mukilteo unique.
- **Consolidation** – incorporating past planning and policy documents together in one place.
- **Clarity** – explaining rules and policies in plain language.

## REGULATORY CONTEXT

The City of Mukilteo's Comprehensive Plan happens within a regional and state context. Our policies and projections need to be consistent with:

- [Washington State Growth Management Act](#) – State law enacted to promote responsible growth, protect natural resource lands, encourage efficient land use, foster vibrant communities, preserve open spaces, and prevent urban sprawl.
- [Puget Sound Regional Council's VISION 2050](#) – A regional strategy that promotes environmentally-friendly development patterns that direct growth to existing urban areas and distribute population and employment.
- [Snohomish County Tomorrow](#) – County planning policies that allow municipalities to collaboratively plan for accommodating projected population and employment growth.

Summary of Relevant Laws Enacted by Washington State Legislature Since Last Comp Plan Update		
2019-20 Session	<a href="#">SHB 1377</a>	Cities must allow an increased density bonus for affordable housing developments located on property owned or controlled by a religious organization.
	<a href="#">E2SHB 1923</a>	Encourages cities to adopt at least two strategies (such as ADUs, middle housing, and increased density) to increase residential capacity.
	<a href="#">ESSB 6617</a>	Prohibits parking requirements for ADUs within 0.25 miles of a major transit stop unless in an area with a lack of access to street parking capacity.
2021-22 Session	<a href="#">E2SHB 1220</a>	Requires cities to plan for and accommodate affordable housing at specific income levels and permanent supportive housing and emergency shelters in certain zones.
	<a href="#">ESSB 5593</a>	Allows counties to expand UGAs under certain circumstances.
	<a href="#">SSB 5818</a>	Exempts from SEPA appeal the adoption regulations that increase housing capacity and affordability. Changes categorical exemptions for some residential uses.
	<a href="#">ESHB 1042</a>	Provides flexibility for conversion of nonresidential buildings to residential units - exempting them from bulk and development, design, and parking standards.
	<a href="#">E2SHB 1110</a>	Requires cities with under 25,000 population to allow at least two dwelling units per lot in all residential zones and at least six types of middle housing in their codes.
2023-24 Session	<a href="#">ESHB 1293</a>	Requires clear and objective design review standards for the exterior design of new development. Encourages expedited review for affordable housing.
	<a href="#">SHB 1326</a>	Allows cities to waive utility connection fees for properties owned or developed by organizations that provide affordable or emergency/transitional housing.
	<a href="#">EHB 1337</a>	Removes barriers to construction of ADUs such as design/aesthetics requirements, owner-occupancy restrictions, and size/height limits under a certain threshold.
	<a href="#">HB 1695</a>	Defines affordable housing for purposes of using surplus public property.
	<a href="#">E2SSB 5258</a>	Requires impact fees to be proportional and reflect unit size and number of bedrooms (or trips generated). Requires cities to have a unit lot subdivision process.
	<a href="#">SB 5290</a>	Provides local governments with new default permit processing time frames and requires permitting fee refunds if the time frames are missed.

## HISTORIC CONTEXT

**Snohomish Tribe.** We are not the first people to steward the future of this land. The Snohomish Tribe settled what is now Mukilteo, known in the Lushootseed dialect as Muk-wil-teo or Buk-wil-tee-whu which may have meant “narrow passage,” “goose neck,” or “good camping ground.”

**The Treaty of Point Elliott.** In 1792, Captain George Vancouver anchored his ship at Rose Point – later renamed Point Elliott and the current location of the Mukilteo Lighthouse. In 1855, Governor Isaac Stevens met with Native American leaders to sign The Treaty of Point Elliott. The treaty ceded land to the government in exchange for reservation land, hunting and fishing rights, and money. A monument on 3rd Street commemorates the event.

## Mukilteo's Early Years.

The first white settlers came to Mukilteo in 1860. Mukilteo's wharf area (the former Tank Farm) was the port of entry to the Snohomish River. The first school, Rose Hill, was built in 1893. It later burned down, was replaced, and is now the site of Rosehill Community Center.

From 1903 until the 1930s, approximately a third of Mukilteo's population was Japanese. Japanese lumber mill workers and their families came to work for Crown Lumber and lived in the northern area of what is now called Japanese Gulch.

Mukilteo incorporated in 1947 under [Mayor Alfred Tunem](#). The city has an [online collection of historic photos](#) and [aerial maps](#). The [Mukilteo Historic Society](#) also provides resources and information.

*We acknowledge the original inhabitants of this area, the Snohomish people, and their successors, the Tulalip Tribes.*

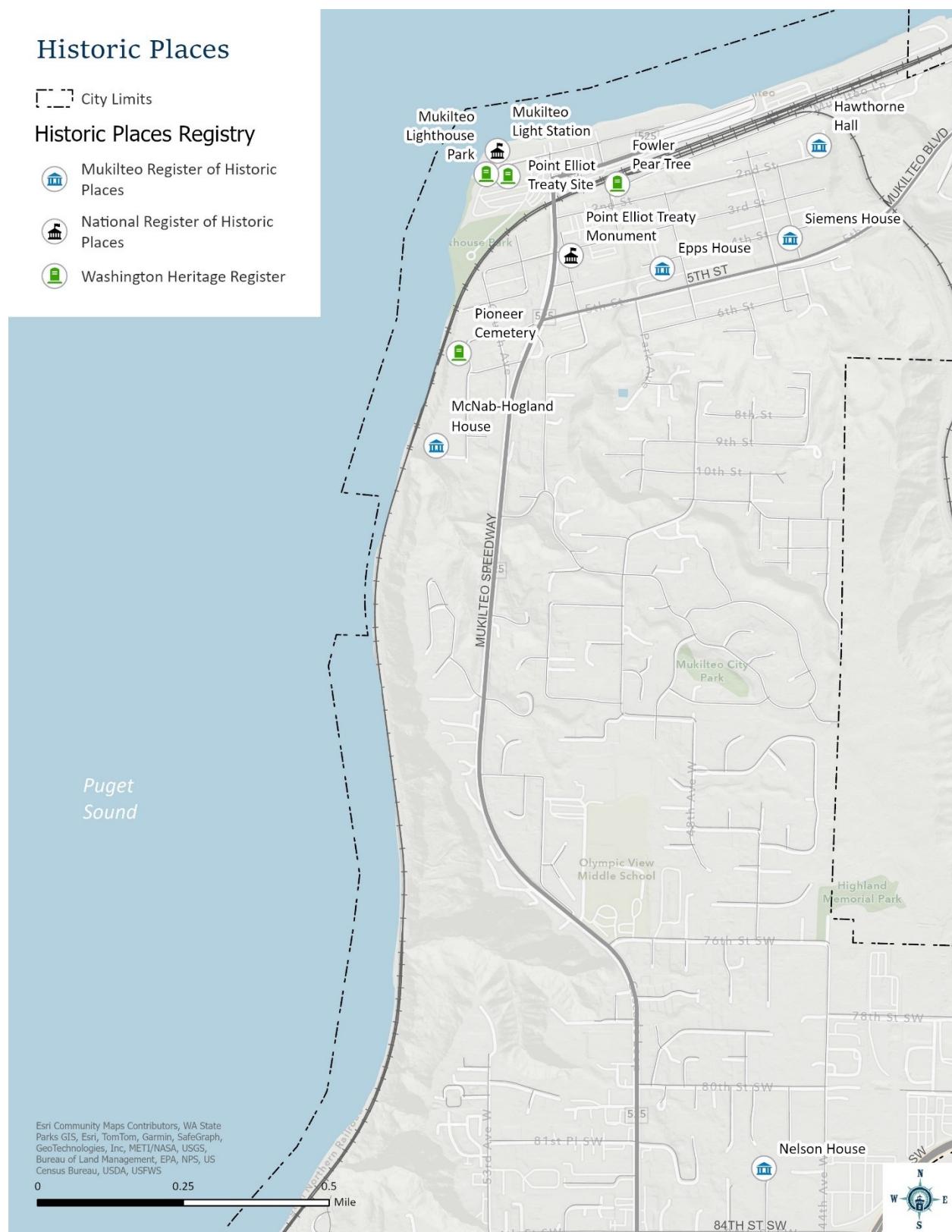
*Since time immemorial, they have hunted, fished, gathered, and taken care of these lands. We respect their sovereignty, their right to self-determination, and honor their sacred spiritual connection with the land and water.*

*We understand the cultural and historic significance that the City of Mukilteo holds in respect to the signing of the Point Elliott Treaty of 1855. As a city we commit to being honest about the legacy of colonization on our indigenous predecessors and commit to bringing about a future that includes their people, stories, and voices to form a just and fair society.*

**Figure 1: Washington State Tribal Reservations and Draft Treaty Ceded Areas (Source)**



Figure 2: Mukilteo Places on National, State, and Local Historic Registers



## NATIONAL CONTEXT

This comprehensive plan establishes the policy framework to respond to the last decade of economic, social, and regulatory changes throughout the United States, including:

- **Aging Population.** Seniors are an increasing percentage of our population, creating a need for age-friendly infrastructure, accessible housing, and healthcare services.
- **Changing Retail Norms.** The rise of e-commerce and shifting consumer preferences have reduced the demand for traditional “brick and mortar” retail spaces.
- **High Housing Prices.** Rising home prices, limited inventory, and a growing disparity between income levels and housing costs has created housing affordability challenges in the region.
- **Rise of Remote Work.** Telecommuting has altered commuting patterns, reduced demand for office space, and emphasized the importance of digital infrastructure.
- **Extreme Weather.** The severity and frequency of extreme weather events has increased.

## PAST PLANNING EFFORTS

Mukilteo is no stranger to change or growth. Mukilteo was incorporated as a city in 1947 with a population of 775 and an incorporated area of 794 acres from Possession Point south to 76th Street SW. Mukilteo now has a population of approximately 21,500 and encompasses more than 4,200 acres.

Over time, the city has shifted from a small waterfront community to a high-quality suburban community. Throughout this transition, the city has been intentional about planning for its future. Mukilteo adopted its first Comprehensive Plan in 1966 – a full 24 years before the Growth Management Act required cities to do so. Large areas of the city were developed under the Harbour Pointe Master Plan, which was originally adopted by Snohomish County as the Possession Shores Master Plan in 1978. Mukilteo annexed the area in 1991 and agreed to maintain the area’s existing zoning for three years post annexation. This update continues the city’s tradition of safekeeping traits that make Mukilteo a desirable place to live, work, and age in place while embracing ideas and opportunities that allow the city to evolve and enrich the quality of life for residents and visitors.

The following plans are being sunsetted as stand-alone plans as part of this Comprehensive Plan update. This plan captures and consolidates the essential and enduring priorities from the plans so that the city can rely on the Comprehensive Plan as the go-to source of policy direction and avoid conflicts between historic provisions and modern regulations.

- [Climate Action Committee Final Report \(2020\)](#)
- [Downtown Waterfront Master Plan \(2016\)](#)
- [Japanese Gulch Master Plan \(2016\)](#)
- [Downtown Subarea Plan \(2009\)](#)
- [Habitat Management Plan \(2009\)](#)
- [Lighthouse Park Master Plan \(2004\)](#)
- Historic Sector Plans (1970's-2000's)

## PERIODIC UPDATES

Mukilteo must comply with Washington State's Growth Management Act, which requires us to update our Comprehensive Plan at least every ten years. Each plan has a 20-year planning horizon.

Planning in 20-year increments is challenging. We make our best guesses based on demographic data, growth trends, market knowledge, and the policy expertise of our professional planning staff. It's important to acknowledge that change is the only constant and even our most thoughtful and well-informed guesses can be wrong.

The ten-year periodic updates allow us to adjust as needed based on new information. If we find actual growth is trending faster than what we planned for and is on track to exceed growth targets, we can adjust.

While the city must update our plan every ten years, we can update it as often as once a year. That allows us to plan for a 20-year timeline and make adjustments and course corrections along the way.

## PLANNING FOR AN EQUITABLE FUTURE

Mukilteo is committed to being a welcoming and inclusive community. To accomplish that, we need to evaluate whether our policies and regulations create fair and equitable opportunities for current and future members of our community.

### Equality vs. Equity

Equality and equity are sometimes used interchangeably, but they are different.

Equality refers to treating everyone the same. This can be a fair way to allocate resources if everyone is starting from the same place and has the same needs and opportunities.

Equity, on the other hand, is focused on fairness when individuals or groups have different starting places or different needs. Equity allows for allocation of resources, opportunities, and access to meet the needs of Mukilteo residents. Such needs might include wheelchair access or accessible pedestrian signals for the visually impaired.

Examples of policies that prioritize equity include:

- Reserving parking spaces near building entrances for people who use wheelchairs or have other mobility challenges.
- Investing in sidewalks and ADA ramps in neighborhoods with schools and large concentrations of young people to improve safe walking routes.
- Advocating for greater transit frequency in areas of the city where employees are least likely to own a car.

To discuss equity in a meaningful way, we need to start by understanding the different starting places and different needs in our community.

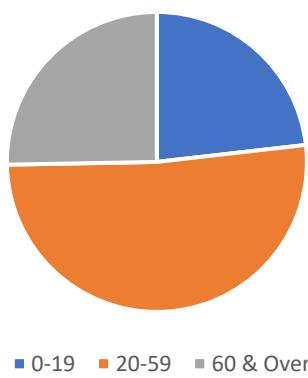
## Demographics and Population Distribution

Mukilteo, like the country as a whole, is aging and becoming more diverse.

Residents 60 years of age or older make up a quarter of the overall population. Nearly 39% of Mukilteo residents identify as Hispanic, Latino, or non-white. Nearly 1 in 5 Mukilteo residents identify as Asian.

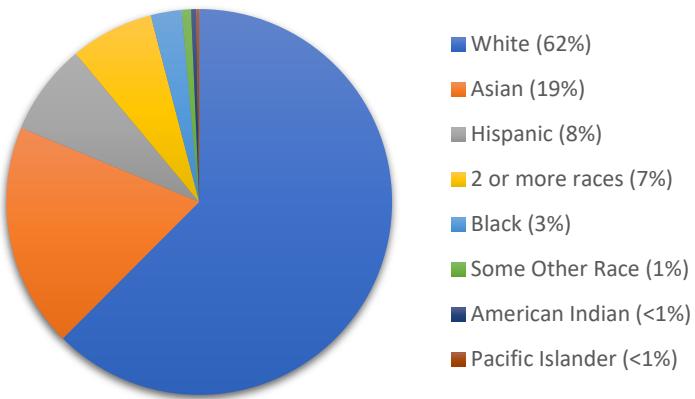
### Age Distribution

*Source: 2020 Census*



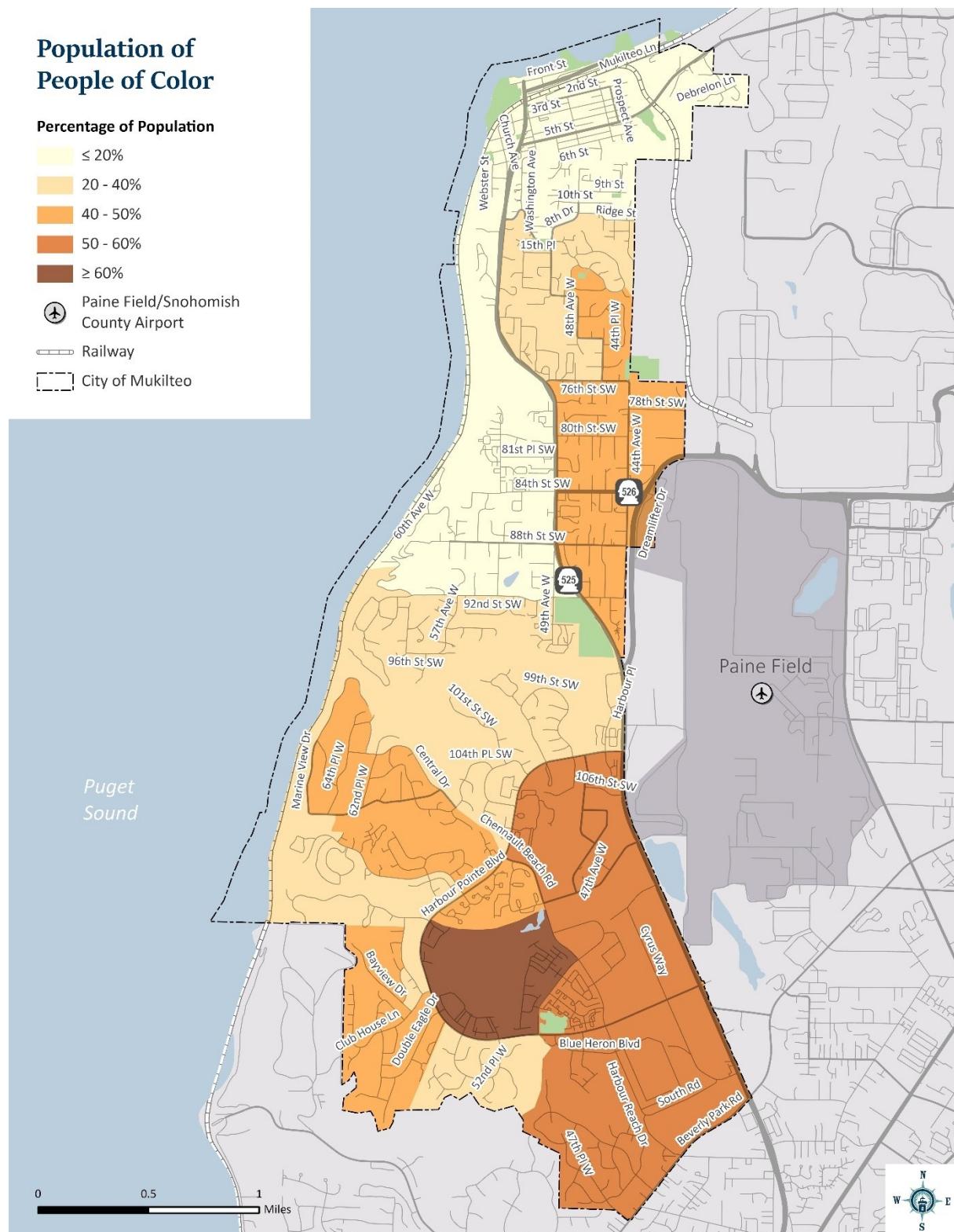
### Race/Ethnicity Distribution

*Source: 2020 Census*



The maps on the following pages show the geographic distribution of people. These distributions need to be considered when planning for equity and making policy decisions and investments that match needs with resources.

Figure 3: Geographic Distribution of People of Color



Source: U.S. Census Bureau, 2021

Figure 4: Geographic Distribution of People with Limited English Proficiency

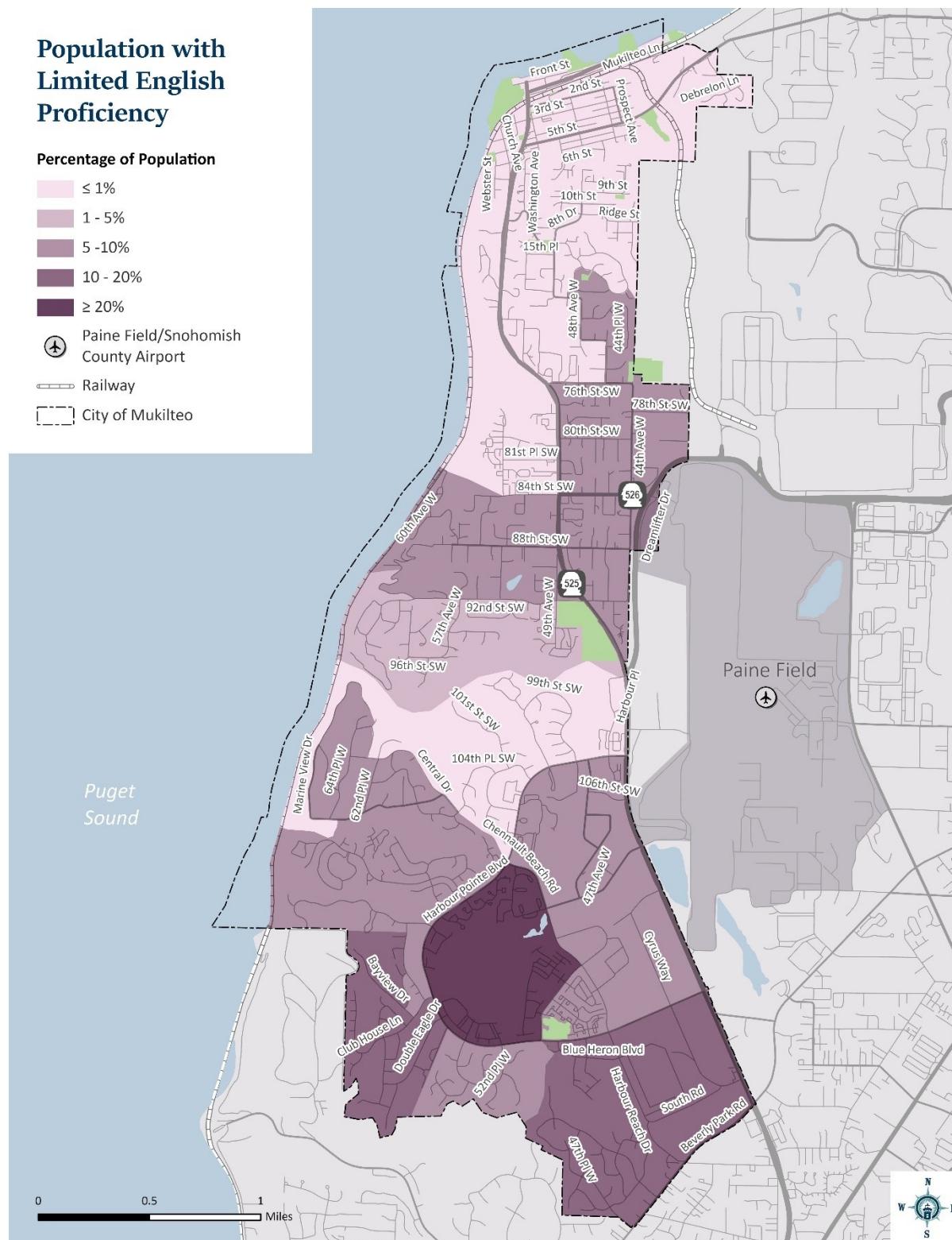


Figure 5: Geographic Distribution of People Under 18 Years of Age

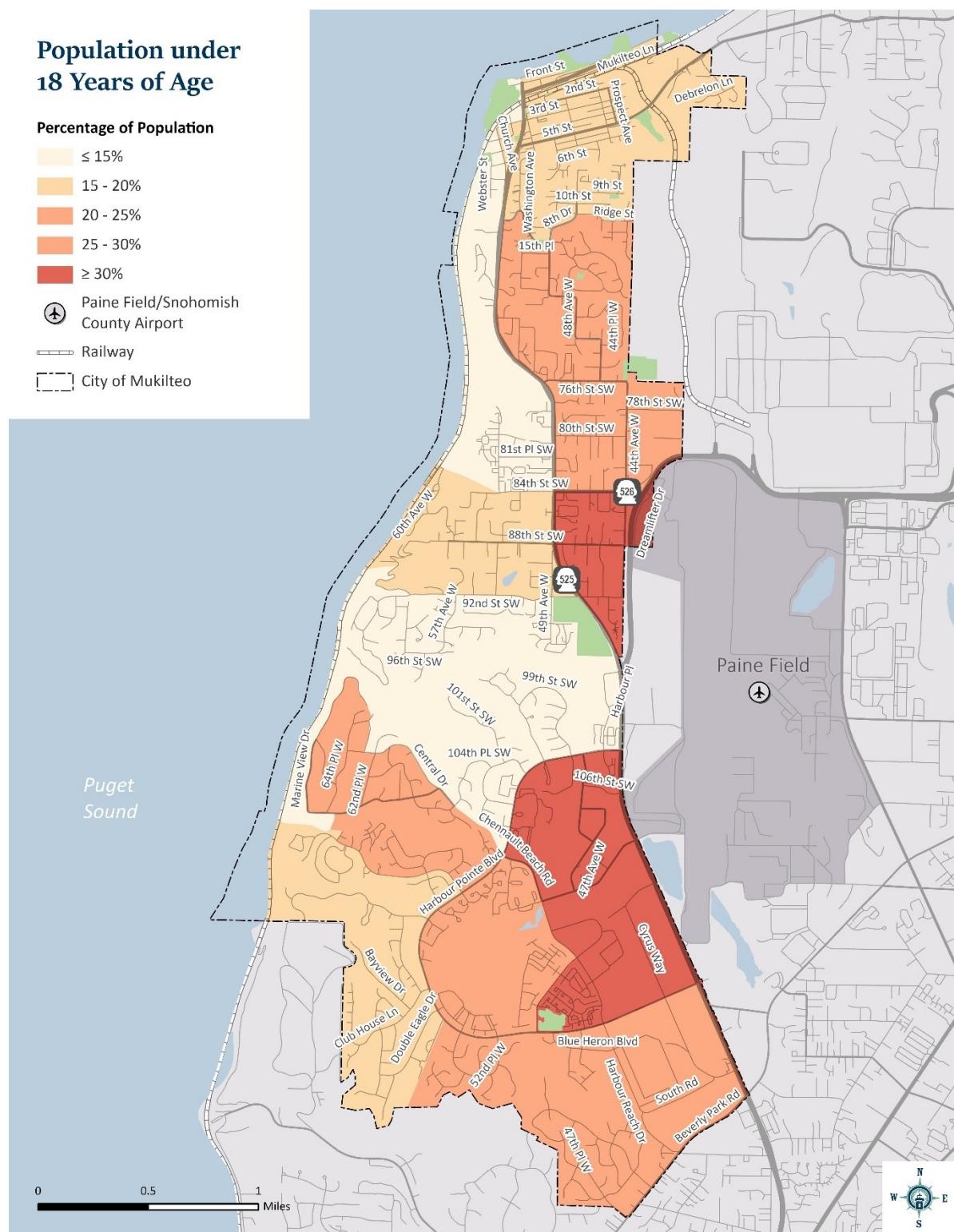
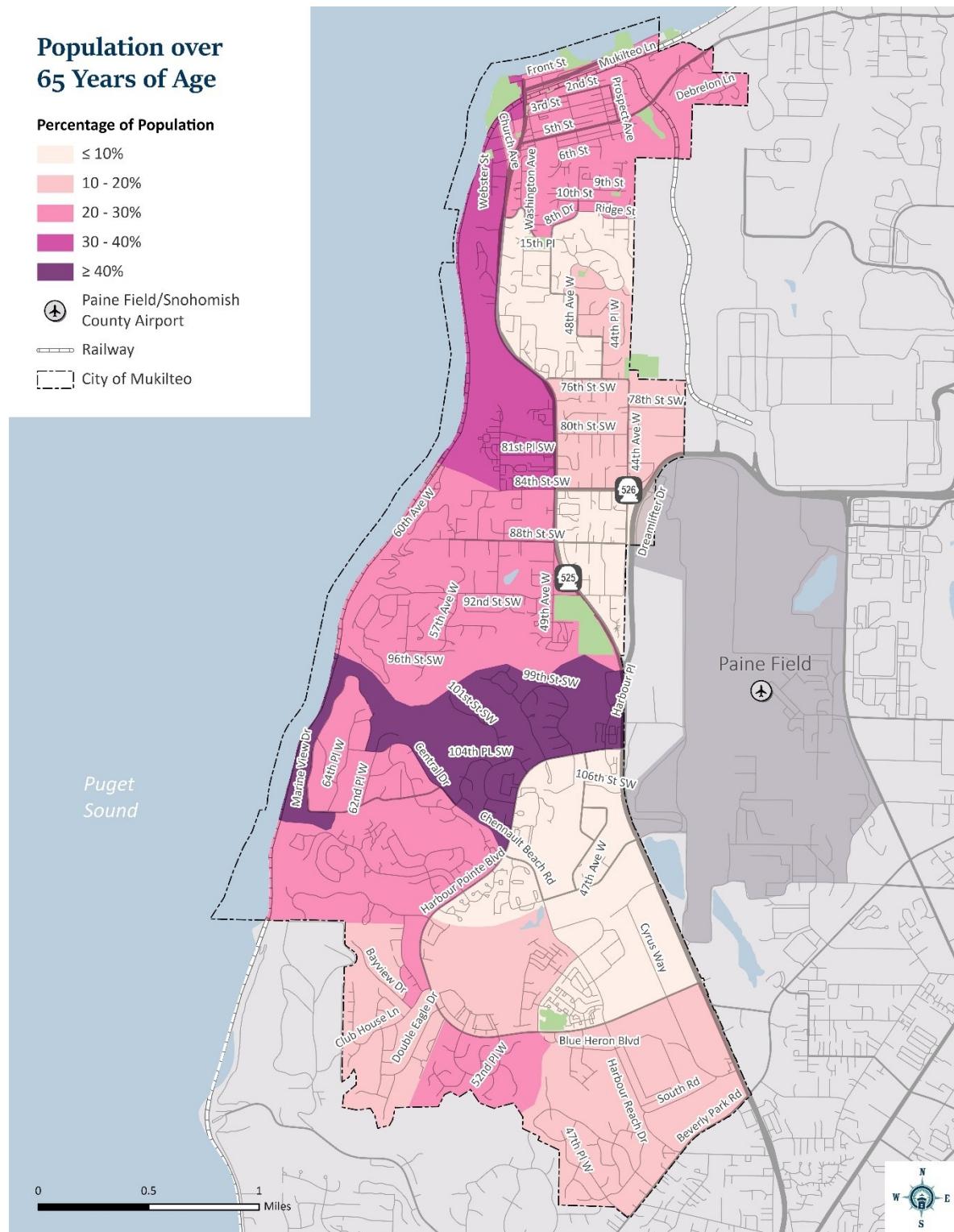
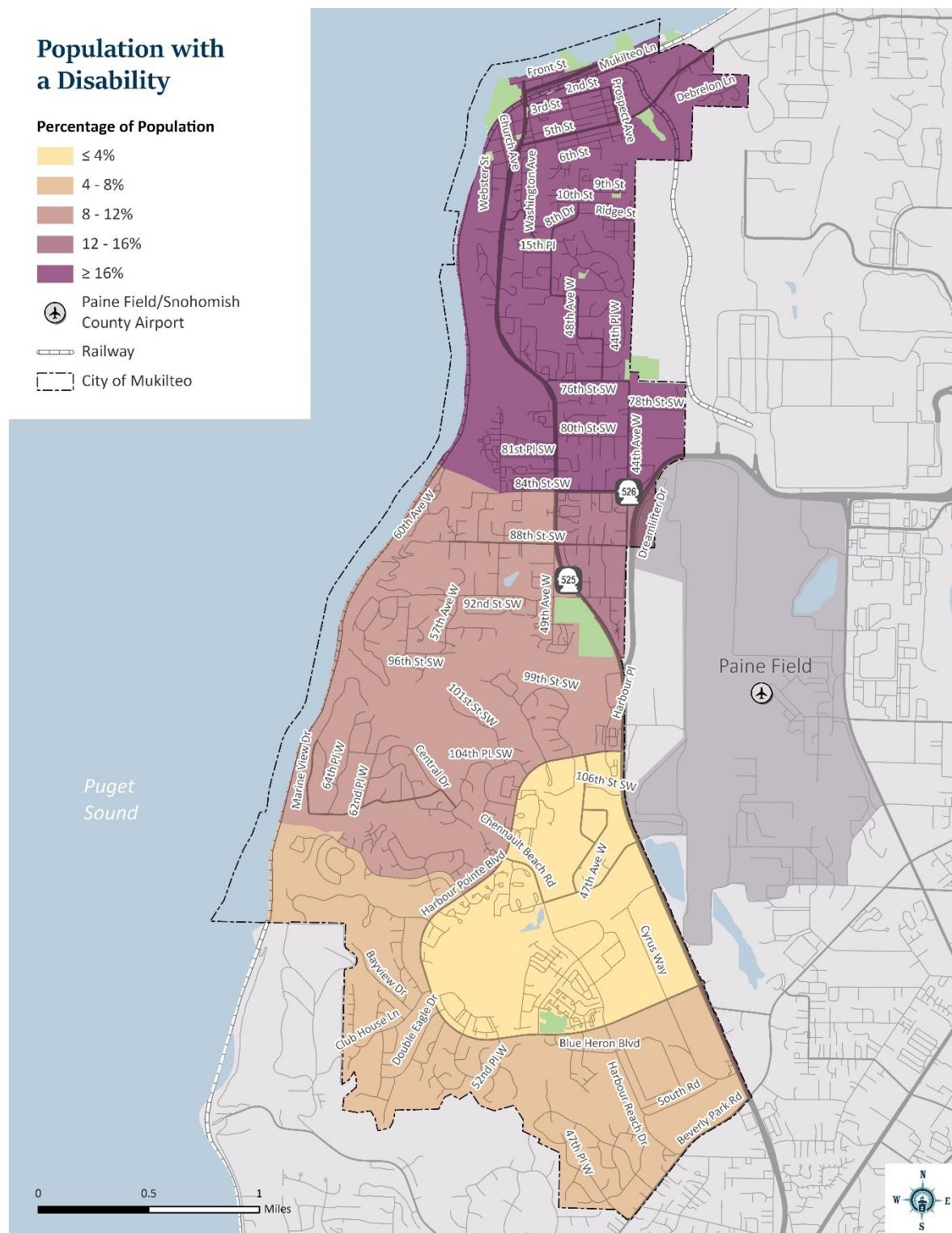


Figure 6: Geographic Distribution of People Over 65 Years of Age



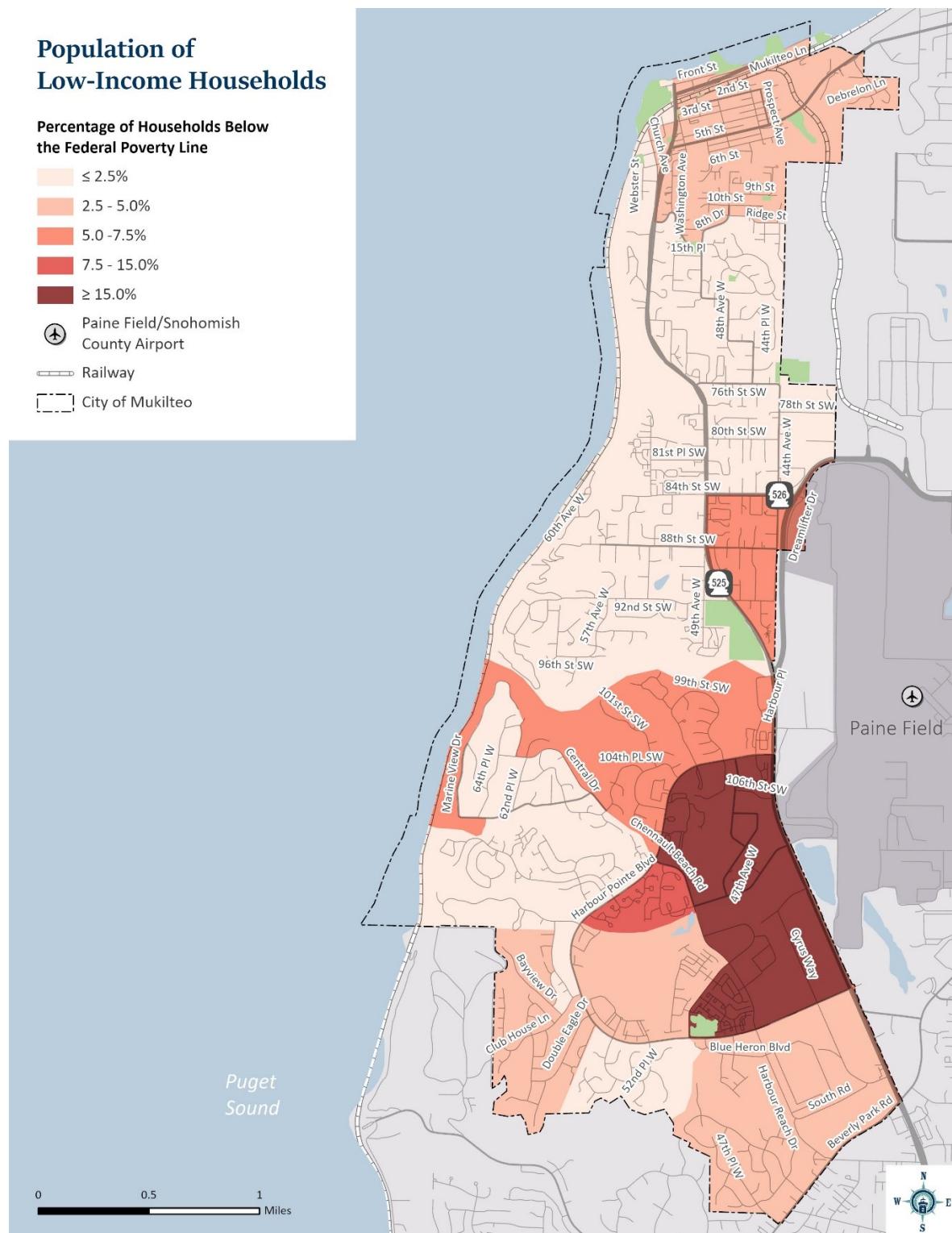
Source: U.S. Census Bureau, 2021

Figure 7: Geographic Distribution of People with a Disability



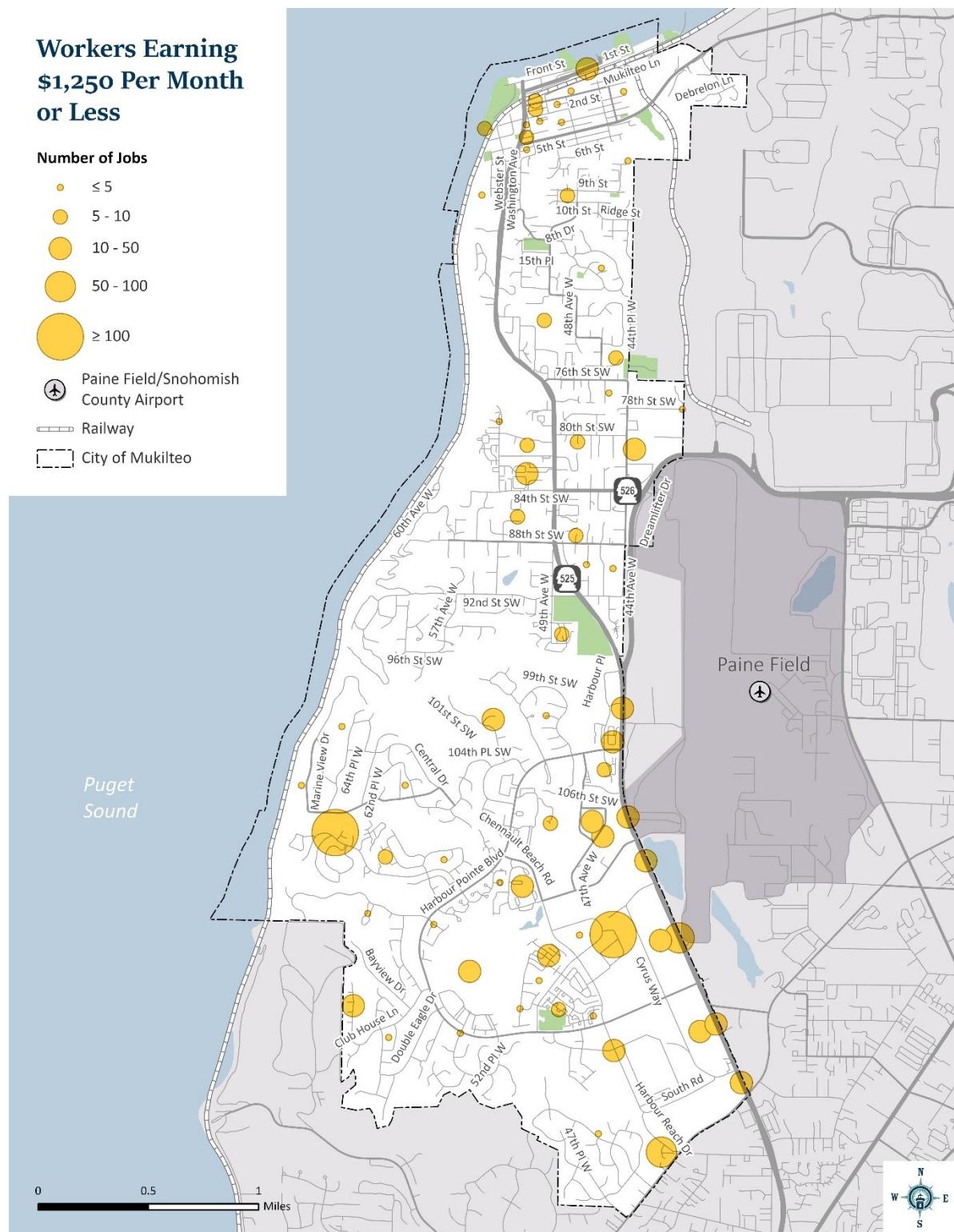
Source: U.S. Census Bureau, 2021

Figure 8: Geographic Distribution of Low-Income Households



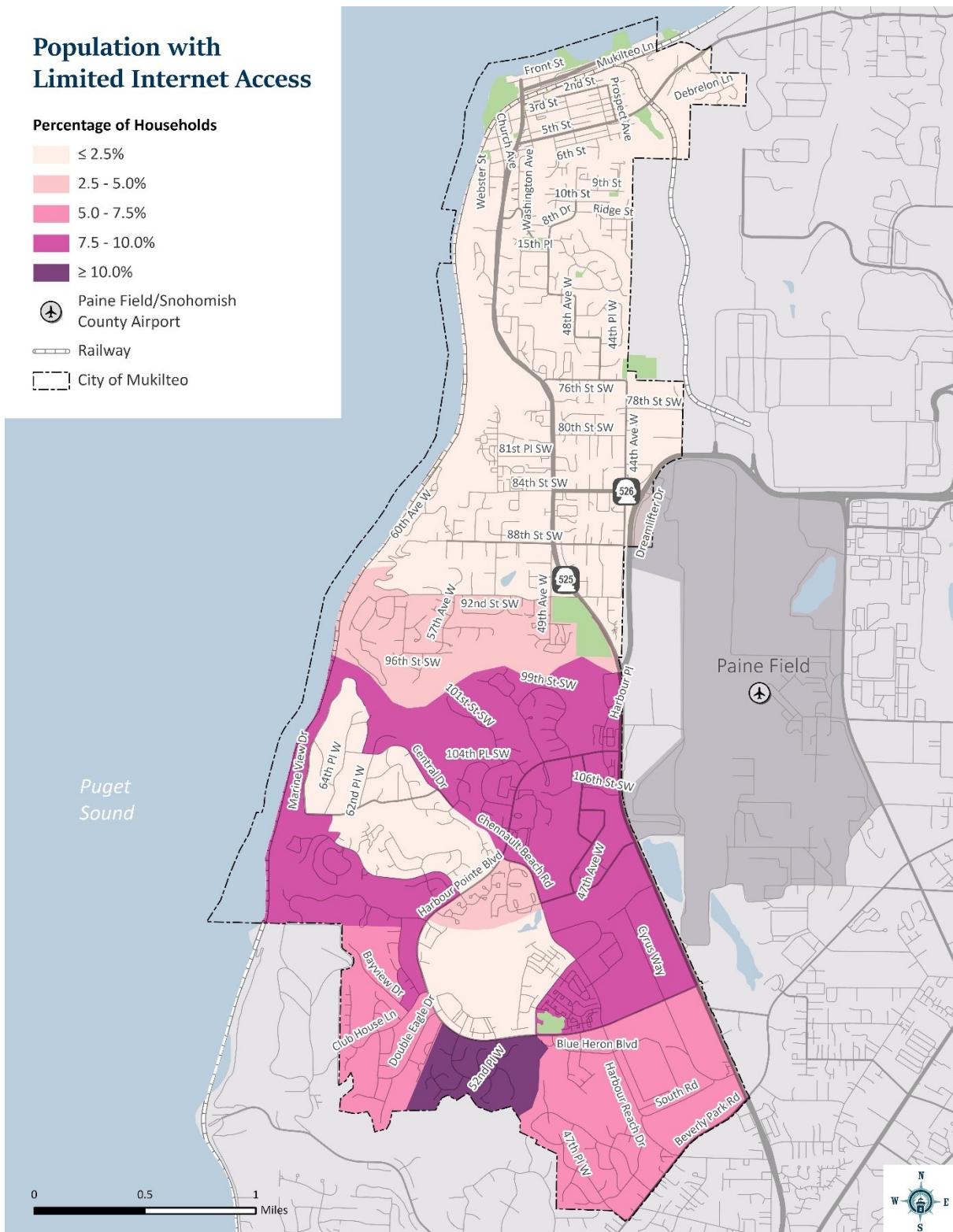
Source: U.S. Census Bureau, 2021

Figure 9: Geographic Distribution of Workers Earning \$1,250 or Less Per Month

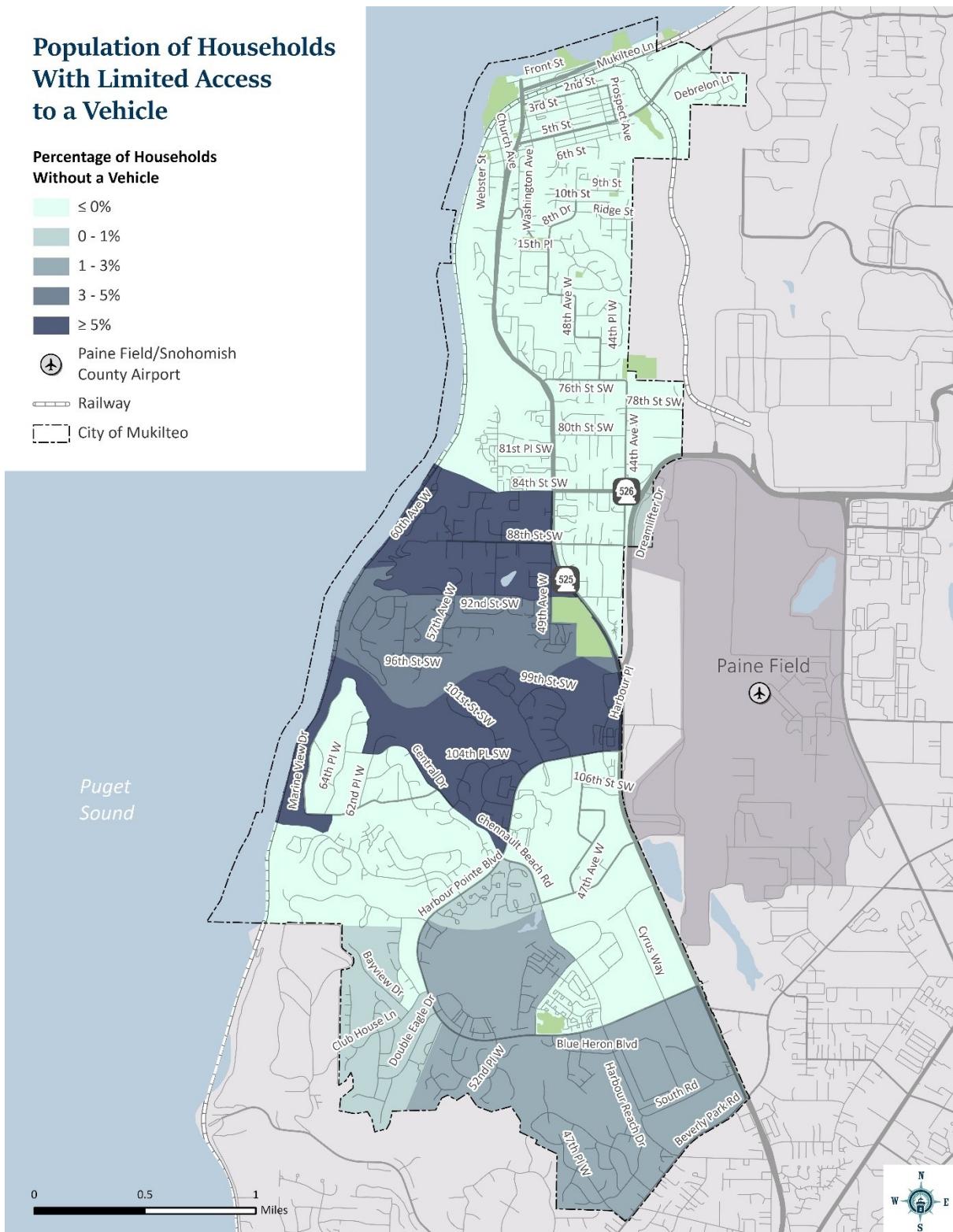


Source: U.S. Census Bureau, 2023

**Figure 10: Geographic Distribution of Households with Limited Internet Access**



**Figure 11: Geographic Distribution of Households without a Vehicle**





# LAND USE

The purpose of the land use element is to allocate adequate land to meet the community's housing, employment, and open space needs.

## GROWTH TARGETS

The Puget Sound Region is growing fast. State laws and regional plans require Mukilteo to plan for its fair share of the projected growth. This means making space for a certain number of people, housing units, and jobs.

The following table summarizes Mukilteo's 2044 growth targets, existing capacity, and projected shortfalls:

Metric	2020 Census	2044 Target <sup>1</sup>	Comparison	Capacity <sup>2</sup>	Shortfall
Population	21,538	24,616	+3,078	552	2,526
Housing Units	8,565	10,711	+2,146	409	1,737
Employment	10,313	12,671	+2,358	2,130	228

<sup>1</sup>[from Snohomish County Tomorrow Appendix B](#)

<sup>2</sup>[from Snohomish County 2021 Buildable Lands Report](#)

## High-Capacity Transit Community Designation

One factor in our higher-than-expected growth allocation is Puget Sound Regional Council's designation of Mukilteo as a High-Capacity Transit Community (HCT) in 2020. Regional policies call for focusing growth in areas served by high-capacity transit to efficiently serve growth without burdening the local street networks. However, local realities make the HCT designation a poor fit for Mukilteo.

Not all high-capacity transit is created equal. Transit *frequency* matters more than *capacity* in making it a usable and attractive option for riders. Mukilteo has a Sounder train station, but there are only four trains a day (two southbound-only trains in the morning and two northbound-only trains in the evening). Ridership is low – averaging 32 total boardings a day at the Mukilteo station. Treating this facility the same as a light rail station that provides frequent, multidirectional service all day does not make sense.

The Washington State Ferries dock, while high capacity in terms of the number of vehicles and riders each boat can carry, does not function like a traditional high-capacity transit facility. The other side of the route does not have adequate parking or the urban housing or employment densities and facilities to encourage people to make the trip without a vehicle. The unpredictability of the schedule (with boats out of service and weather factors that can delay sailings) is a barrier for riders who need reliability in their commutes, particularly if they are counting on walking on the ferry to make a connection to one of only two morning trains to Seattle.

In addition to service frequency issues, the geographic realities around our transit facilities limit development potential. In Mukilteo, a significant amount of the ½ mile station area envisioned for high-capacity transit facilities is covered in water. The remaining portion is highly encumbered by shoreline jurisdiction and floodplain, used as a regional park, and developed with the city's historic Old Town neighborhood. Targeting high density development in this area would conflict with environmental goals and be out of character with a historic neighborhood of small homes built in the 1910s and 1920s. The topography of the area and only two crossings over the railroad tracks are further hurdles to dense development within a walkable distance.

This plan demonstrates how we have planned for our 2044 growth targets while we work to advocate for a change in our designation that better reflects local conditions and the lack of transportation infrastructure to support the level of density proposed for High-Capacity Transit Communities.

## MUNICIPAL BOUNDARIES

The city limits encompass more than 4,200 acres, with nearly 2,600 additional acres in the Municipal Urban Growth Area (MUGA).

The Growth Management Act (GMA) and VISION 2050 envision designated urban growth areas eventually being added to municipal boundaries. However, balancing the pace of annexation with concurrency requirements is essential. Annexing new areas can present significant challenges and has financial implications for the city and other service providers. Negotiating the terms of transitioning property from one jurisdiction to another is complicated.

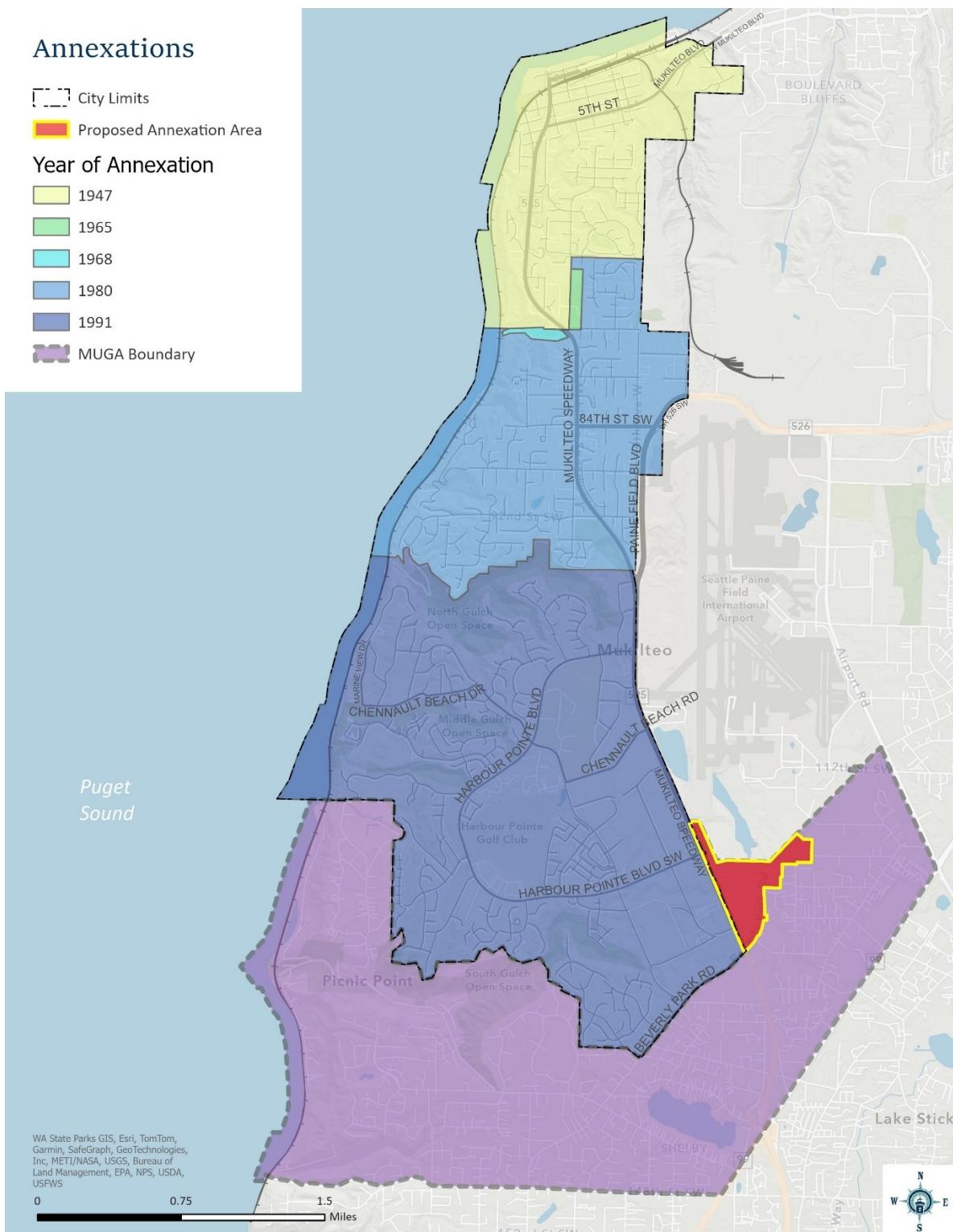
About ten years ago, the city attempted to negotiate an Interlocal Agreement (ILA) with Snohomish County to govern all future annexations of the MUGA. That negotiation process proved to be too difficult and was scaled back to an ILA on a smaller area. The city is in the process of annexing that area now – approximately 88 acres of the MUGA that are accessed through the city's transportation network, connected directly to our stormwater network, and largely served by our emergency services.

Once the current annexation is complete, the city will need to continue working with Snohomish County to address infrastructure and emergency services needs and financial considerations associated with annexation of the remaining MUGA. Proactive and continued engagement will ensure future annexations contribute positively to the region's overall growth strategy.

In addition to evaluating MUGA annexations, Mukilteo may want to alter its boundaries with Everett to resolve the following long-standing jurisdiction issues:

- Lamar Drive lots are split between the two jurisdictions
- Properties on the west side of Japanese Gulch and the east end of the old Tank Farm site (Edgewater Beach Park) are owned by the City of Mukilteo but within the City of Everett
- Houses on Mukilteo Lane are within city limits but served by streets in the City of Everett

**Figure 12: Historic and Proposed Annexations**



## Land Use Designations and Zoning

The Comprehensive Plan establishes land use designations while the zoning map assigns specific zones. Land use designations are broader and can have several implementing zones. The city currently has eight different land use designations and 22 different zones.

Land Use Designations and Implementing Zones	
<b>Residential Designations</b>	<b>Implementing Zones</b>
Single-Family Residential Low Density (3.48 lots/acre)	RD 12.5, RD 12.5(S)
Single-Family Residential Medium Density (5.19 lots/acre)	RD 9.6, RD 9.6(S), RD 8.4
Single-Family Residential High Density (6.0 lots/acre)	RD 7.5, RD 7.2
Multi-family residential, low density (13 dwelling units/acre)	MRD
Multi-family residential, high density (22 dwelling units/acre)	MR
<b>Other Designations</b>	<b>Implementing Zones</b>
Commercial/Mixed Use	WMU, DB, CB, CB(S), PCB, PCB(S)
Industrial	BP, PI, IP, LI, HI
Parks & Open Space	OS, PSP

As part of this Comprehensive Plan update, the future land use designation of the former Cannon Property (Parcel 00567000001202) is changing from Single-Family Residential High Density to Parks and Open Space and the zoning is changing from RD 7.5 to OS to better reflect its current use and public ownership.

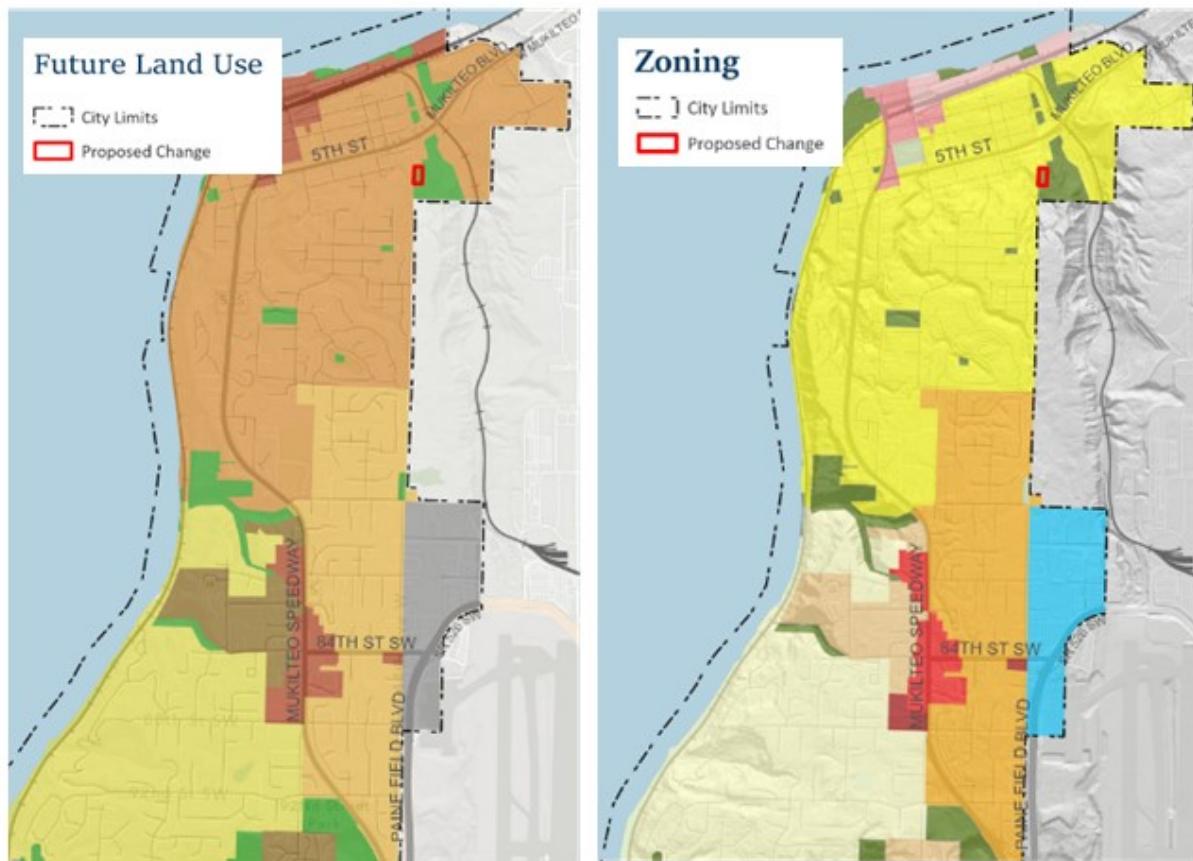


Figure 13: Land Use Designations Map

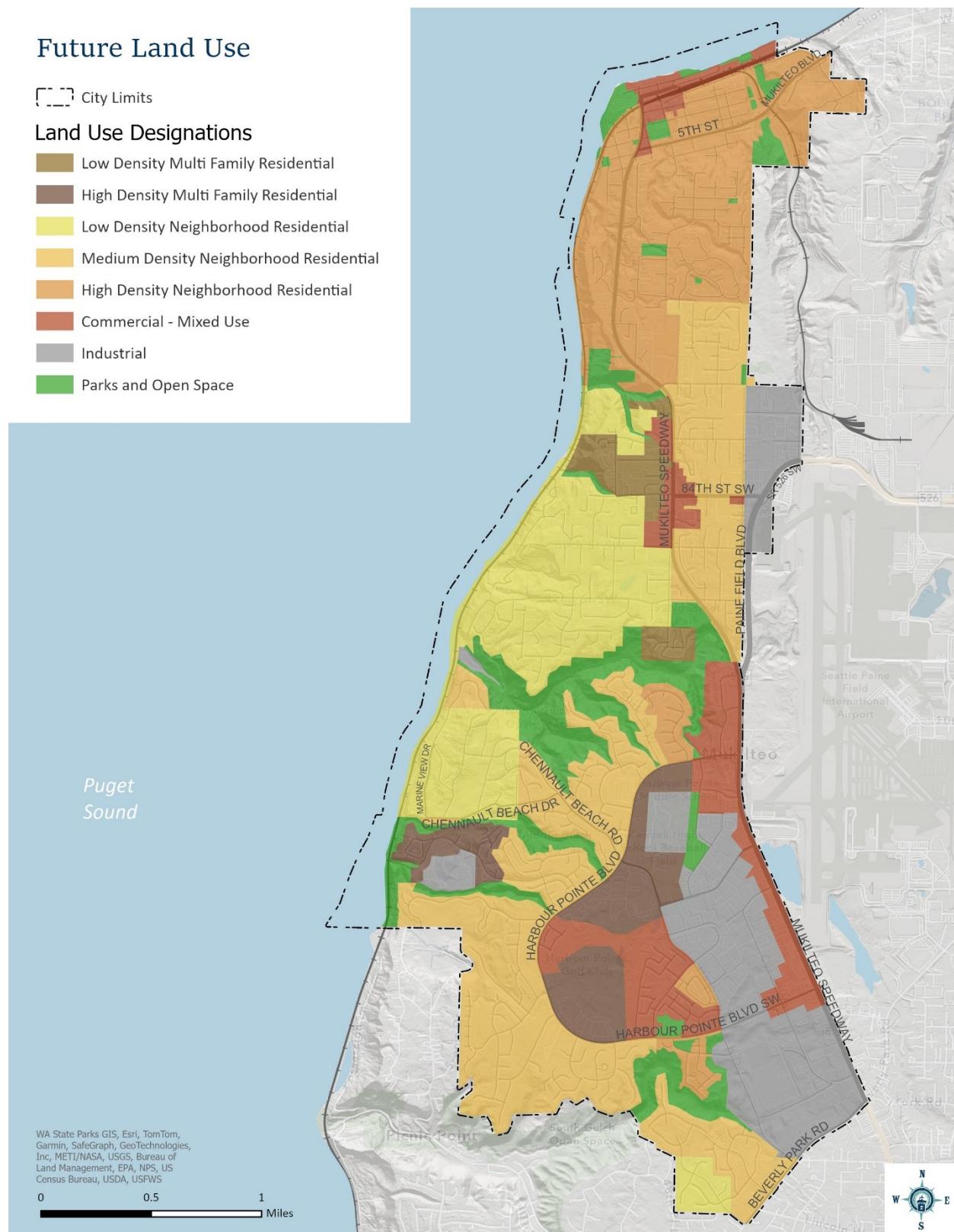
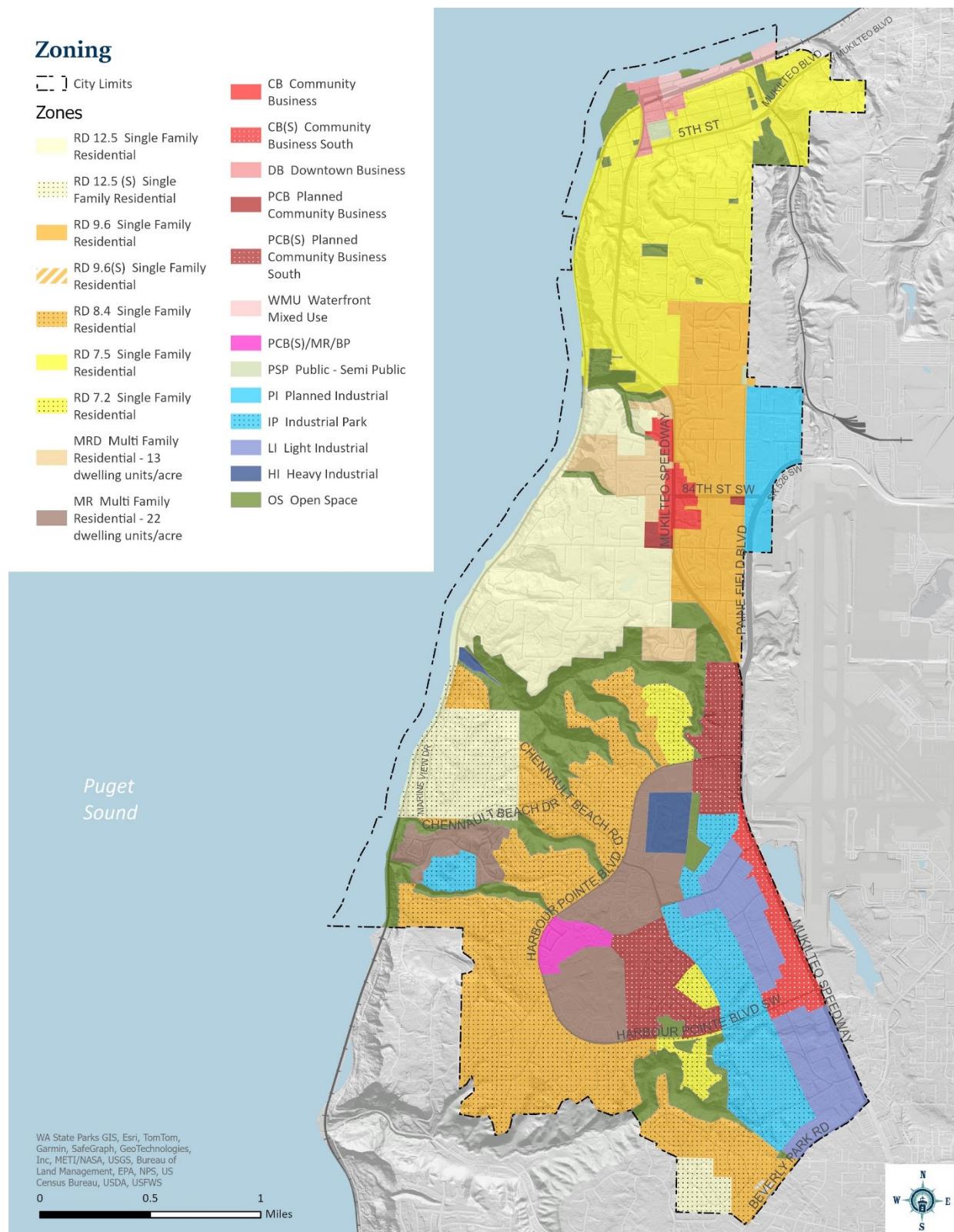


Figure 14: Zoning Map (with all proposed changes shown)



## RESIDENTIAL LANDS

Mukilteo is a mostly residential, mostly developed city. Two-thirds (66.5%) of the city is zoned residential with most residential areas (87%) dedicated to single-family development. Less than 3% of the land within city limits is vacant and undeveloped.

### Capacity to Meet Housing Targets

With little vacant land available in Mukilteo, increasing the capacity for residential growth requires intensifying the densities on already developed land. During the 2023 legislative session, the state passed legislation that created additional capacity on existing residential lots in two ways:

- Allowing duplexes on single family lots in cities with populations under 25,000 ([E2SHB 1110](#))
- Removing common barriers to construction of accessory dwelling units ([EHB 1337](#))

There are 5,276 existing single-family residential lots in Mukilteo. Fewer than 40 of those lots currently have a second dwelling unit. Under the new laws, each single-family lot is now eligible for an additional housing unit (either in the form of conversion/construction of a duplex or by adding an accessory dwelling unit). This creates enough capacity to meet our population and housing targets. Affordable housing targets are addressed in the housing element of this plan.

## COMMERCIAL AND INDUSTRIAL LANDS

Economic growth and development enhance community vitality and support the city's financial stability.

### Capacity to Meet Employment Targets

One component of economic growth is job growth. The Snohomish County Buildable Lands Report estimates Mukilteo has land use capacity to accommodate most of our employment targets.

Metric	2020 Census <sup>1</sup>	2044 Target <sup>1</sup>	Comparison	Capacity <sup>2</sup>	Shortfall
Employment	10,313	12,671	+2,358	2,130	228

<sup>1</sup>[from Snohomish County Tomorrow Appendix B](#)

<sup>2</sup>[from Snohomish County 2021 Buildable Lands Report](#)

The employment market is changing quickly and it's hard to predict what it will look like in 20 years. Today's workers are more spread, with many working at least a portion of their weekly hours from home. Recently, we are seeing industrial properties being redeveloped with green energy and research-related uses. The city can create additional employment capacity and diversify its tax base by taking the following actions to make Mukilteo a more attractive place to locate or expand a business:

1. Auditing our regulations and permitting processes to ensure clarity and efficiency.
2. Adopting land use regulations that reflect modern industrial practices
3. Collaborating with the Chamber of Commerce and other business and trade groups to support economic and workforce development.
4. Facilitating mixed-use development in key locations so that developers can balance the unpredictability of the commercial market with the steadier residential market.

## Focus on Living Wage Jobs

It matters what type of jobs we attract to meet our growth targets. According to the US Census, 13% of jobs in Mukilteo pay \$1,250 or less per month. Attracting and sustaining full-time, living-wage jobs that diversify our tax base, provide services to Mukilteo residents, and allow residents to work close to home remains a priority.

Despite existing land use policies that emphasize supporting industrial and manufacturing businesses, manufacturing jobs in Mukilteo slipped from 26% in 2015 to 17.6% in 2022. Working with local businesses to simplify industrial zoning rules and identify other barriers to growth will help us attract, retain, and expand industrial and manufacturing businesses in Mukilteo.

The city's practice of prioritizing aerospace-related businesses should be expanded to include a focus expanding the sustainable technology market, with flexibility for innovative businesses and collaboration hubs.

## PARK AND OPEN SPACE

Parks, open space and recreational opportunities play a significant role in Mukilteo's character and enhance the quality of life for all who live, work, and visit. The city uses our park and recreation facilities to provide programs and special events for residents of all ages and contribute to our healthy and engaged community.

The capital facilities element and the [Parks, Recreation, Open Space, and Arts Plan \(PROSA\)](#) work together to plan and fund park and recreation projects. Land use policies supplement this work by ensuring we have enough park and open space lands to meet the needs of current and future residents. The city plans to update the PROSA plan in 2025.

### Capacity to Meet Community Needs

Approximately 13% of the city is set aside for private or public open space. Park and open space lands are distributed throughout the city and provide a range of activities to appeal to a variety of users and interests (e.g., beaches, boat launches, hiking trails, picnic areas, athletic facilities, playgrounds, and off-leash dog areas).

While current inventory and level of service analysis does not indicate the need for more park or open space acreage, the city will continue to conduct robust and routine public engagement to ensure the land we have is being used in ways that are responsive to the priorities of a changing community. The city will continue to prioritize the maintenance of existing facilities over the acquisition or creation of new facilities.

Some portions of the city have easier access to public parks and open space than others. Expanding equitable access to parks and increasing community connections to parks to expand their service area remains a priority. The city currently provides free Lighthouse Park parking passes for all Mukilteo residents. The city will pursue opportunities to improve pedestrian and bicycle connections to, and between, existing park and recreation facilities.

**Figure 15: Parks, Recreation, and Open Space Facilities**



## AREAS OF FOCUS

Revitalizing the waterfront and protecting neighborhood character will be the areas of focus for this planning cycle.

### Waterfront Revitalization

Mukilteo's downtown and waterfront area has been the focus of several historic planning efforts. The city completed a [Lighthouse Park Master Plan](#) in 2004, a [Downtown Subarea Plan](#) in 2009, and a [Downtown Waterfront Master Plan](#) in 2016. Together, these plans envision a vibrant downtown and waterfront with a pedestrian promenade connecting park and shoreline areas with a well-defined local business district. Many priorities and recommendations from these plans have already been adopted into the Mukilteo Municipal Code. Outstanding priorities are captured in the policies of this plan to be the focus of implementation efforts planned in this next planning cycle.

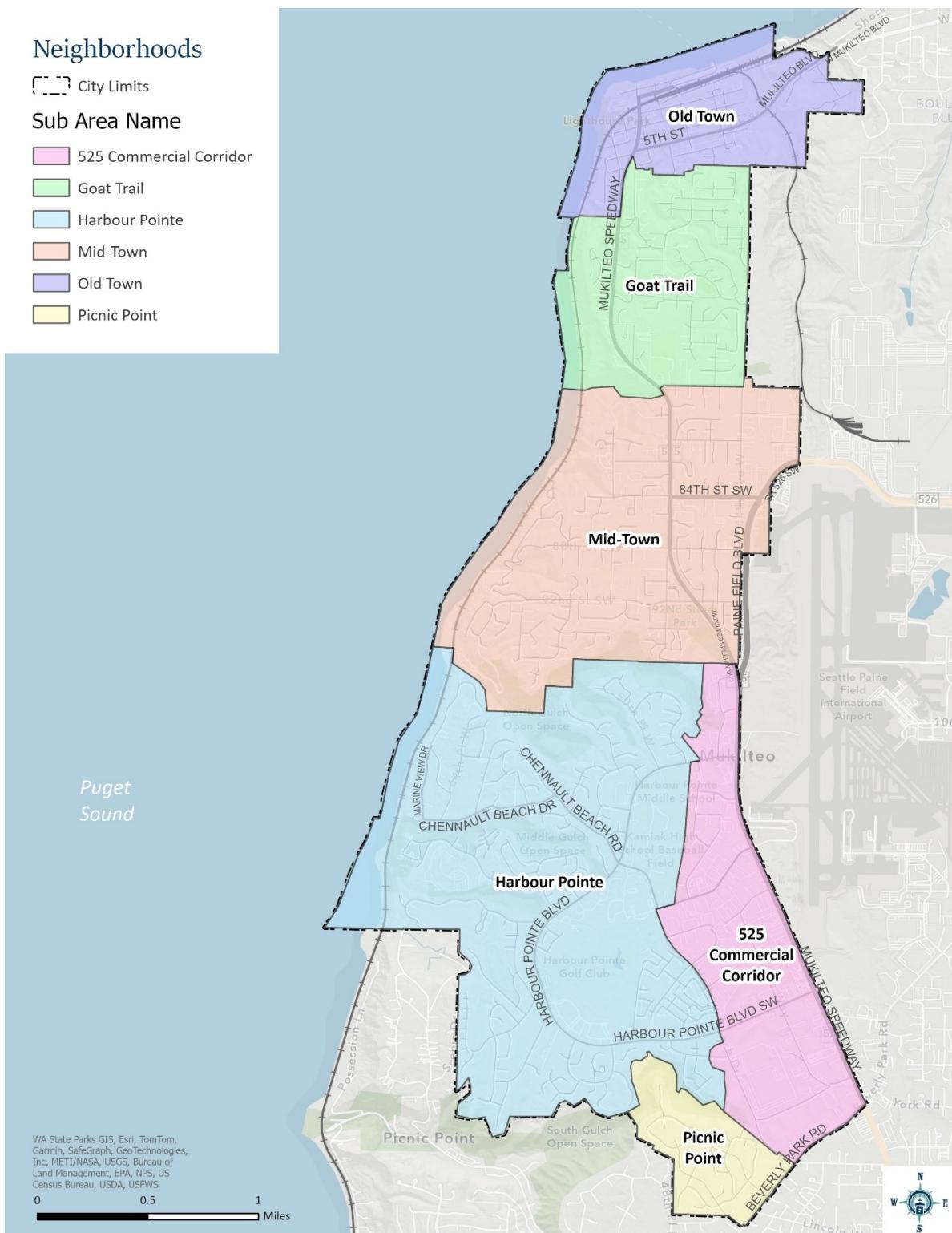
### Neighborhood Character

Mukilteo has several distinct neighborhoods. Identifying what makes each section of the city unique and ensuring new development incorporates neighborhood-appropriate design details will be an important part of balancing future growth with preservation of community character.

- **Old Town:** The city's oldest neighborhood, with a mix of residential and commercial uses. Sought after for its historic charm and scenic waterfront location.
- **Goat Trail:** A residential neighborhood perched above Old Town that is defined by its twisting roadways and spectacular views. While the neighborhood does not have a clear center point, it is dotted with parks and open space and is home to both Mukilteo Elementary and Olympic View Middle School.
- **Mid-Town:** The geographic center of the city, this neighborhood was first developed in the middle of the 20th century but continues to develop and evolve to this day. This neighborhood surrounds a commercial hub at the intersection of the Mukilteo Speedway and 84th SW and features a variety of housing types.
- **Harbour Pointe:** This master planned neighborhood was developed in a series of sectors with a mix of single-family homes, townhouses, and apartment complexes. It has a golf course and a mix of parks, schools, community amenities, shopping centers, and restaurants.
- **525 Commercial Corridor:** The southern gateway to the city and its main commercial and industrial corridor.
- **Picnic Point:** Single-family residential neighborhood surrounded by our Municipal Urban Growth Area (MUGA).

While additional niche communities exist, the broad divisions are useful when thinking of tailored standards that may make sense to apply on a subarea planning scale.

**Figure 16: Neighborhood Subareas**



## AIRPORT COMPATIBILITY

Mukilteo contains properties within the [Airport Influence Area](#) for Seattle Paine Field International Airport. Although the airport is located outside Mukilteo city limits, it has noise and safety impacts that extend into city boundaries and require land use policy consideration.

**Noise impacts.** While commercial aircraft have gotten quieter since the 1980s and the number of noise complaints from Mukilteo residents has declined since 2020, the public remains sensitive to airport noise. Residential areas are particularly sensitive to noise impacts during traditional sleeping hours. The airport projects a slight expansion in the noise impact areas over the next 20 years, primarily at the ends of the runway. Mukilteo will continue to advocate for mitigation of noise impacts on our community through limits on commercial passenger service, restrictions on late night noise, and other means. We can also explore residential building standards to better insulate residential developments near the airport from noise.

**Safety impacts.** While commercial aviation is one of the safest modes of travel, accidents are still a risk. A [study by the FAA in 1990](#) and an [international study completed in 2012](#) both found that accidents are most likely to occur on, or near the end of, the runway. Limiting building heights in the approach and departure zones at the end of runways minimizes obstacles for aircraft, thereby reducing the risk of accidents in these zones.

Restricting uses that attract large gatherings of people in these areas reduces potential loss of life if crashes occur. The city currently notifies the FAA for projects in the Planned Industrial zone (north of the runway) so that the FAA can review projects for design issues that may interfere with aircraft or building occupant safety. This notification procedure should be expanded to include any project within a runway protection zone.

### Airport Noise Complaints from Mukilteo Residents

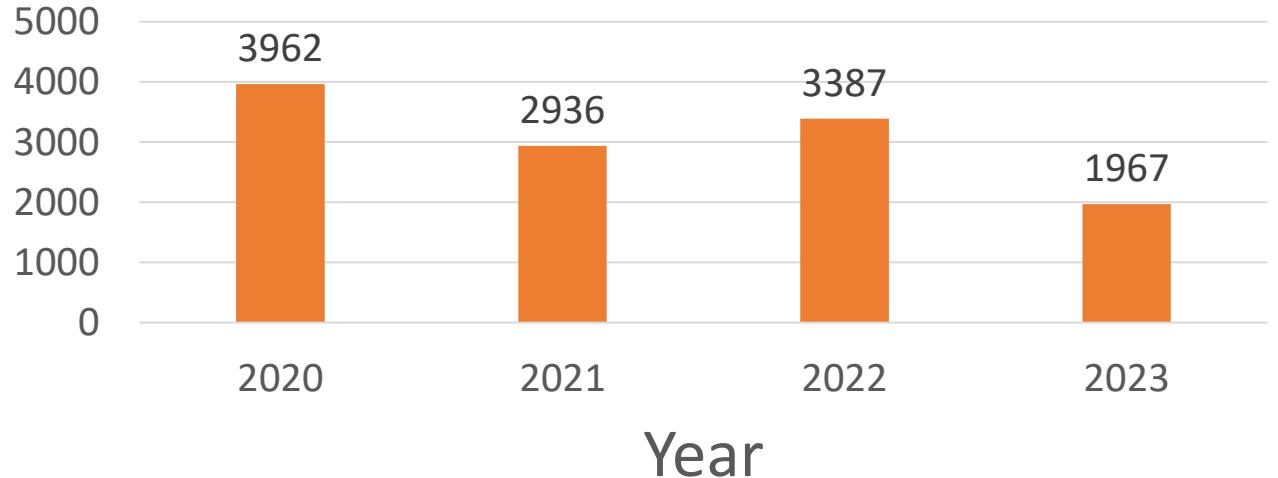
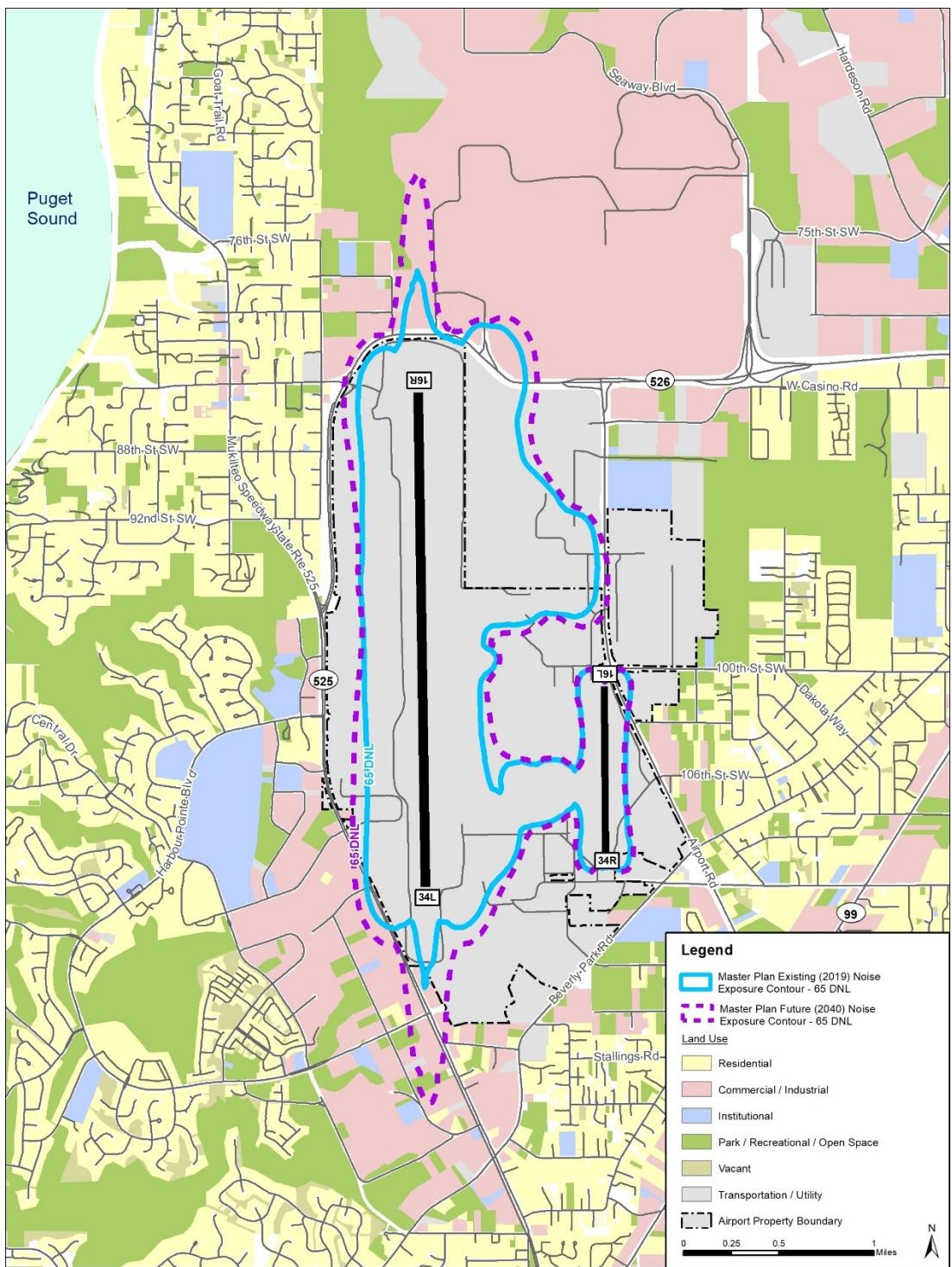
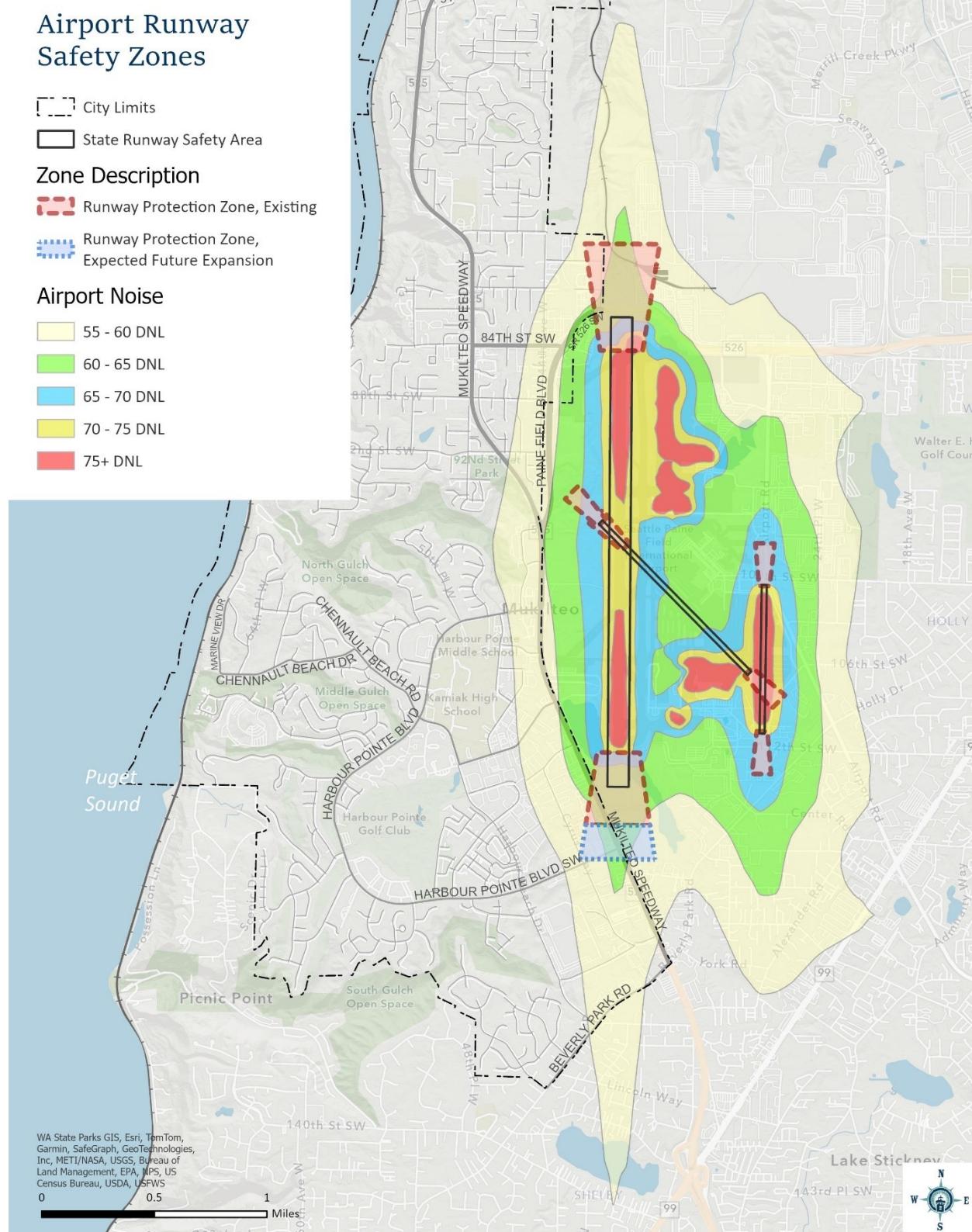


Figure 17: Future vs. Existing Noise Exposure Contours



Snohomish County Assessor Data (2022); FAA Aviation Environmental Design Tool (Version 3d); Landrum & Brown analysis (2022)

Figure 18: Airport Runway Safety Zones



Snohomish County Airport/Paine Field [2002-2021 Master Plan Update](#)

## LAND USE GOALS AND POLICIES

### **Goal LU.1: Manage growth in manner consistent with state laws, regional policies, and community priorities.**

- LU.1.1: Participate in state and regional decision-making processes that impact land use patterns, growth projections, or regulatory requirements. Advocate for rules that consider local conditions, offer flexibility, and differentiate between transit capacity and service frequency for land use regulations near transit facilities.
- LU.1.2: Facilitate new development and redevelopment that is compatible with the residential character of existing neighborhoods and provides a robust mix of housing, employment, retail and services, and recreation amenities to support a diverse community.
- LU.1.3: Arrange land uses to make it safe and inviting for residents to walk and bike for some of their trips.
- LU.1.4: All annexations should be evaluated for short-term and long-term financial and operational impacts and only be pursued when they either enhance or maintain the quality of life for existing residents, businesses, and property owners.
- LU.1.5: Consider annexation of land in the Municipal Urban Growth Area (MUGA) or along the boundary with the City of Everett when such annexations:
  - Facilitate better traffic circulation or more orderly development patterns
  - Move city-owned property to within city limits
  - Adjust city boundaries to reflect a more logical configuration

### **Goal LU.2: Preserve, enhance, and celebrate the things that make Mukilteo unique.**

- LU.2.1: Partner with Port of Everett, landowners, and other regional partners to revitalize the waterfront in a manner that:
  - Attracts people of all generations
  - Maintains and enhances public access to the water
  - Creates a vibrant community and local business node
  - Includes exceptional pedestrian and recreation amenities
  - Protects the health of the shoreline environment
  - Reflects the history of the area and its residents
- LU.2.2: Support mixed-use, pedestrian-friendly redevelopment in the Downtown Business District that reflects the area's history as a fishing village, port-of-entry, and trading post.
- LU.2.3: Adopt neighborhood-based design standards to create a sense of place, preserve the historical attributes, and highlight the unique qualities of each area.
- LU.2.4: Seek opportunities to honor, protect, and celebrate historically significant buildings, structures, sites, and events.
- LU.2.5: Integrate art and celebrate cultural diversity in public places.
- LU.2.6: Develop attractive entry gateways into the city from arterial streets, railways, and Puget Sound.
- LU.2.7: Protect the residents and structures of Mukilteo through emergency preparedness, sound development practices, and other wildfire and natural disaster mitigation measures.

**Goal LU.3: Balance regulatory flexibility for new development with predictability and preservation of character for existing development.**

- LU.3.1: Designate land use categories in a manner that maintains the city's predominantly single-family residential character while providing for a diversified and resilient tax base.
- LU.3.2: Streamline development regulations to consolidate zones and standards where possible while ensuring compatible transitions between areas of different land use intensity.
- LU.3.3: Expand mixed use zoning in Midtown and on the 525 corridor where it can be served efficiently by transit.
- LU.3.4: Modernize industrial use requirements to regulate uses based on intensity of external impacts rather than the specifics of internal operations or types of items produced.
- LU.3.5: Protect property rights from arbitrary or discriminatory regulatory requirements.

**Goal LU.4: Ensure development is complementary to, and compatible with, the safe operation of Seattle Paine Field International Airport while also preserving private property and development rights.**

- LU.4.1: Identify areas where building and structure heights or occupancy levels may need to be limited to avoid safety issues. Make the areas as small as possible to achieve the safety goal while retaining maximum development potential.
- LU.4.2: Notify the FAA of projects near the airport so that they have an opportunity to comment on necessary limits on trees, lighting, radio transmissions, electronic emissions, or airborne materials that may interfere with the safe operation of general aviation aircraft.
- LU.4.3: Advocate for adequate mitigation of negative impacts, particularly excessive noise at inappropriate times of the day and increased vehicular traffic.
- LU.4.4: Adopt sound proofing requirements for new residential construction to improve quality of life for residents near the airport and reduce noise complaints.

**Goal LU.5: Attract and support economic development opportunities that complement the city's vision and diversify its tax base.**

- LU.5.1: Support and incentivize businesses that create living-wage jobs, provide services to Mukilteo residents, and allow residents to live and work in Mukilteo.
- LU.5.2: Make permitting and licensing processes clear and efficient.
- LU.5.3: Allow home-based businesses compatible with residential neighborhoods.
- LU.5.4: Offer regulatory and procedural flexibility where appropriate to accommodate innovative businesses and allow existing businesses to adapt to market trends and fluctuations in the economy.
- LU.5.5: Seek opportunities to collaborate with regional public and private partners on initiatives that support economic and workforce development and leverage the employment benefits of manufacturing and industrial centers.
- LU.5.6: Consider environmental justice impacts when citing activities that could create or worsen environmental health disparities.

**Goal LU.6: Provide a variety of parks, open spaces, and recreation opportunities for residents and visitors.**

- LU.6.1: Retain the current amount of land used for parks, open spaces, and recreational facilities.
- LU.6.2: Consider land acquisition, partnership, and funding options to expand existing or develop new facilities.
- LU.6.3: Engage the public in planning efforts for all new facilities.
- LU.6.4: Periodically evaluate and reprioritize the city's investment in park facilities and recreation services to ensure they are aligned with the needs and demographics of the residents and being provided in an accessible, equitable, and efficient manner.
- LU.6.5: Use the Rosehill Community Center and other city-owned properties for programs and special events for residents of all ages that help to build a healthy and engaged community.
- LU.6.6: Embrace opportunities for wildlife corridors and pedestrian and bike connections to and between parks, open space, and recreation facilities.
- LU.6.7: Determine the feasibility of relocating the boat launch and/or building a parking structure to allow for implementation of the "great lawn" concept in the Lighthouse Park Master Plan.
- LU.6.8: Operate and maintain city facilities in a sustainable and efficient manner using Best Management Practices (BMPs) to continually improve our environmental stewardship and management practices. Minimize the use of pesticides and herbicides on city-owned property and use environmentally friendly products where feasible.
- LU.6.9: Prioritize sufficiently maintaining existing facilities before acquiring or creating new facilities.

**Goal LU.7: Make sure future growth targets make sense for Mukilteo.**

- LU.7.1: Monitor state laws that impact land use densities and growth targets to make sure they consider local conditions, allow for local control, and provide adequate flexibility.
- LU.7.2: Advocate for distinctions between transit capacity and service frequency when drafting regulations about required land use densities near transit facilities.
- LU 7.3: Advocate for increased service and investment from regional transportation agencies.



# HOUSING

This element examines policies to ensure that land designated for residential use is used in a way that preserves, improves, and expands equitable access to housing options that meet the needs of existing and future residents.

## REGULATORY CONTEXT

In 2021, following adoption of Mukilteo's [Housing Action Plan](#), there was an advisory vote where 81% of voters voted against encouraging high-density housing in Mukilteo.

Since that time, the Washington State legislature has passed several laws that require greater housing densities:

- [House Bill 1220](#) strengthened the language in the Growth Management Act (GMA) to require jurisdictions to plan for and accommodate housing affordable to all economic segments of the population, including provisions for emergency housing and shelters. This was a jump from previous language that encouraged availability of affordable housing but didn't get specific about what that needed to look like. The bill also requires jurisdictions to identify local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.
- [House Bill 1110](#) requires cities to accommodate a range of middle housing types in their residential zones. In Mukilteo, the middle housing law means that duplexes will be allowed in all single-family zones.
- [House Bill 1337](#) requires cities to allow accessory dwelling units (ADUs) on all single-family lots that meet minimum lot size standards. In Mukilteo, the ADU law will remove design and location restrictions that exist in the current Mukilteo Municipal Code and have been a deterrent to construction of this housing type.

The [two community surveys](#) conducted during outreach for this plan emphasized the following:

- **People feel good about our neighborhoods now.** Most respondents identified community reputation and safety as a strength. More than 75% of respondents identified the character of the city's residential neighborhoods and the quality of housing as a strength.
- **Maintaining safe and appealing neighborhoods is important.** Nearly 75% of survey respondents said planning for "safe and attractive neighborhoods" should be the city's top priority when planning for the future. When residents ranked what mattered most for neighborhood appeal, safety and security ranked first, with traffic and parks/open space ranking second and third, respectively.
- **Affordability and housing options for seniors and retirees are areas for improvement.** These two categories were identified as the biggest weaknesses, with housing for young professionals and new families ranking next highest as a weakness.
- **Increasing density along the 525 corridor has the most community support.** Over half of the survey respondents ranked this as their preferred strategy for accommodating new units.

The city's housing policies seek to accommodate growth, achieve regulatory compliance, and protect the character of residential neighborhoods.

## GROWTH TARGETS

Mukilteo is assigned the following growth target for overall housing units:

Metric	2020 Census <sup>1</sup>	2044 Target <sup>1</sup>	Comparison	Existing Capacity <sup>2</sup>	Notes
Housing Units	8,565	10,711	+2,146	409	Shortfall of 1,737

<sup>1</sup>[from Snohomish County Tomorrow Appendix B](#)

<sup>2</sup>[from Snohomish County 2021 Buildable Lands Report](#)

As discussed in the land use element, recent changes to state law that allow two units on each single-family residential lots will create enough capacity to meet these general targets.

In addition to the overall housing unit target, the state has assigned each jurisdiction specific affordable housing targets. The [Snohomish County's 2023 Housing Characteristics and Needs Report](#) outlines how many affordable housing units Mukilteo needs to target at each income level.

Category	Definition	Existing Units	Additional Units Needed by 2044
Temporary Emergency Housing		0	133
Housing for extremely low-income residents (PSH <sup>1</sup> )	0 – 30% of AMI	0	179
Housing for extremely low-income residents (non-PSH <sup>1</sup> )	0 – 30% of AMI	108	380
Housing for very low-income residents	>30 – 50% of AMI	473	728
Housing for low-income residents	>50 – 80% of AMI	1,018	672
Housing for moderate income residents	>80 – 120% of AMI	3,548	187

<sup>1</sup>PSH stands for Permanent Supportive Housing (as defined in [Washington State law](#)).

## EXISTING CONDITIONS

The [2023 Snohomish County Housing Characteristics and Needs Report](#) analyzes housing conditions in Mukilteo and is the source of many of the metrics outlined below.

About two-thirds of Mukilteo residents live in owner-occupied homes; the remaining one-third rent their homes. Demographic trends in Mukilteo show an aging population and larger household sizes. Housing affordability factors into both trends.

- **Aging population.** Mukilteo's population, like the rest of the country, is aging. Residents 60 years of age or older make up one-third of the overall population. As the Baby Boom generation gets older – and lives longer than preceding generations – our community is likely to continue to see demographics that skew toward older adults. This is exacerbated by rising home values in the Puget Sound region that make it difficult for mid-career adults and young families to purchase a home in Mukilteo.
- **Larger household sizes.** The average household size in Mukilteo is 2.71 people for owner-occupied homes and 2.34 people for renter-occupied homes. The average household size in Snohomish County and Washington State has increased in the last decade, despite a decrease in the percentage of the population under the age of 18 years of age. The Washington State Department of Commerce attributes the increase in average household size to the lack of affordable housing, leading to people living in multigenerational housing or with roommates not as a preference but as a financial necessity.

The city's housing policies focus on expanding the variety of housing options and affordability levels in Mukilteo over the next 20 years to help older adults stay in the community and age in place while also providing housing accessible to new residents who want to join the community.

## MIDDLE HOUSING

In 2023, the Washington State legislature passed [House Bill 1110](#) in an effort to address the state's unprecedented affordable housing crisis and lack of housing choices by expanding middle housing options.

[House Bill 1110](#) requires cities under 25,000 population to:

- Allow at least two dwelling units per residential lot.
- Revise parking standards to reflect the standards outlined in the law: no parking required within  $\frac{1}{2}$  mile of a major transit stop, only one parking space required on lots smaller than 6,000 square feet, and no more than two spaces per unit on other lots.
- Allow at least six of the nine types of middle housing: Duplexes, Triplexes, Fourplexes, Fiveplexes, Sixplexes, Townhouses, Stacked Flats, Courtyard Apartments, and Cottage Housing.

The city is working on updates to the Mukilteo Municipal Code to implement these changes. Allowing at least two units per lot in single-family zones is a change for Mukilteo. Our parking standards will need to be adjusted slightly to match the provisions of this new law. Only minor changes are needed to our permitted use table because our multi-family zones already allow eight of the nine middle housing unit types:

- **Duplexes.** Currently allowed outright in the MRD and MR zones. Allowed with conditions in the CB, PCB, and PCB(S) zones. Will be expanded to be allowed in all residential zones.
- **Triplexes/Fourplexes/Fiveplexes/Sixplexes/Townhouses/Stacked Flats.** Currently allowed outright in the MRD and MR zones. Allowed with conditions (e.g., as part of a mixed-use project) in the CB, PCB, and PCB(S) zones. Considered either "townhouse" or "multifamily" on the use table depending on design and layout. Courtyard apartments are not a defined or regulated unit type in Mukilteo and we do not propose to introduce a new use.
- **Cottage housing.** Currently allowed outright in the MRD and MR zones. Allowed with conditions (e.g., as part of mixed-use project) in the CB, PCB, and PCB(S) zones. Conditional use in the RD12.5, RD9.6, and RD8.4 zones.

City staff are drafting the code updates required to implement the new middle housing legislation. We are on track to have the new regulations in place by the June 2025 deadline.

## AFFORDABLE HOUSING

Housing affordability is a measure of the cost of a housing unit compared to the household's income. To be affordable, housing costs should require one third or less of a person's income.

### Cost Burden



Households are considered cost burdened when they spend more than 30% of their income on housing costs. Those who spent more than 50% are considered severely cost burdened.

According to [Puget Sound Regional Council community profile data](#), one in four Mukilteo households with a mortgage experience some level of cost burden. The burden is higher for renters, with 41% of renters qualifying as cost burdened. The rates of cost burden vary across demographic groups. In the ownership market, people identifying as Asian are the most likely to be spending more than one-third of their income on housing (37% qualify as cost burdened). In the rental market, people identifying as Asian or Hispanic/Latino are the most likely to be cost burdened; 59% of Asians and 64% of Hispanics/Latinos spend more than one-third of their income on housing. Expanding affordable housing options should begin to remedy these disparities.

### Area Median Income (AMI)

When evaluating housing affordability, it's useful to use income groupings based on area median income (AMI), or the midpoint of the income distribution for a geographic area. AMI is a useful metric for discussing region-specific affordable housing needs since the median income in Missoula is different from Mukilteo. The AMI in the Seattle/Puget Sound region is \$137,500.

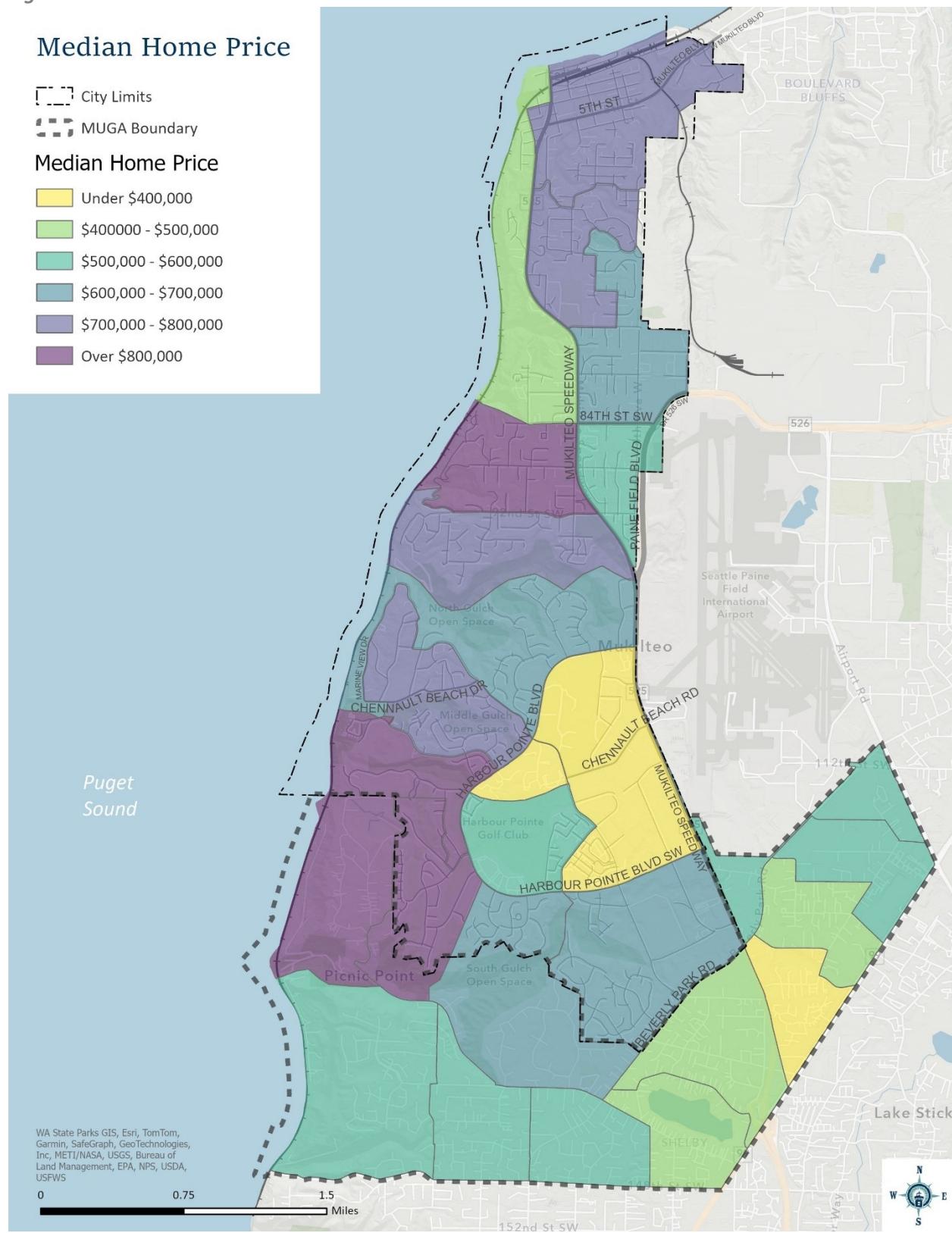
Among Mukilteo residents, 4 in 5 blacks are above median income, 2 in 3 whites are above median income, 1 in 2 Asians are above in median income, and 1 in 3 Hispanics are above median income.

	Asian	Black or African American	Hispanic or Latino	White
Extremely Low-Income ( $\leq 30\%$ AMI)	20%	9%	4%	6%
Very Low-Income (30-50%)	4%	0%	20%	8%
Low-Income (50-80%)	12%	0%	23%	12%
Moderate Income (80-100%)	12%	12%	22%	9%
Above Median Income ( $> 100\%$ )	52%	79%	31%	65%

AMI ranges can be used to group households into categories that are a little less technical and more intuitive in their descriptions. It can be helpful to think of jobs with salaries that fall in each category for single-income households.

<b>Category</b>	<b>Affordable Monthly Housing Costs</b>	<b>Jobs with Salaries in This Range</b>
Extremely low-income 0 – 30% of AMI	Less than \$1,031	Full Time Workers Earning up to \$19/hour
Very low-income >30 – 50% of AMI	\$1,031 - \$1,719	Administrative Staff for City Departments
Low-income >50 – 80% of AMI	\$1,719 - \$2,750	Early Career Teachers, Police Officers, Fire Fighters
Moderate income >80 – 120% of AMI	\$2,750 - \$4,125	City Department Directors

Figure 19: Median Home Prices



## Affordable Housing Unit Types

Expanding the variety of housing options and affordability levels in Mukilteo over the next 20 years will help existing residents afford to age in place and provide suitable housing for new residents to become members of the community.

Low- to mid-rise apartments and accessory dwelling units (ADUs) are the unit types most likely to rent at affordable prices in Mukilteo.

- **Low- and mid-rise apartments.** [Department of Commerce guidance](#) identifies low-rise (up to 3 stories) and mid-rise (4-8 stories) structures as the most feasible option for subsidized affordable housing projects for extremely low-income residents (<30% AMI) and a good way to achieve market rate units for low-income residents (50-80% AMI).
- **Accessory dwelling units.** The [legislative findings for HB 1337](#) identified accessory dwelling units (ADUs) as an effective affordable housing strategy for cities like Mukilteo that have a significant amount of land zoned for single-family uses. They found that ADUs are frequently rented below market rate, with more than 10% occupied by tenants with personal connections to the owner who pay no rent at all and would otherwise require subsidized housing and resources. This makes ADUs a good option for all levels of the income spectrum.

## Challenges and Limitations

The affordable housing challenges in Mukilteo and Snohomish County are not unique. These challenges are happening nationwide. Harvard's Joint Center for Housing Studies issued a [2023 report](#) showing more cost-burdened renters, across all generations, than ever before. Rising home prices are creating displacement impacts on residents of all ages.

Research shows there is a specific shortage of affordable, accessible, and age-friendly housing for seniors – with 1 in 5 Americans over 55 lacking a permanent place to live according to an [AARP study](#). As housing prices continue to rise and more residents retire and begin living on fixed incomes, this need for affordable housing will increase.

Increasing housing affordability is complicated. Housing prices are determined by a complex mix of factors that include government policies and regional market forces. While government policies and regulations can encourage production of more units and a wider variety of housing types, addressing this national crisis will require additional solutions.

In cities like Mukilteo, where land values are high, true solutions to providing affordable housing for the lowest income earners in our communities will almost certainly require subsidies that either offset the construction costs for projects or provide direct rental assistance to residents. Such policies are beyond the scope of an individual city housing element.

The City of Mukilteo reviewed internal policies and procedures to identify barriers. The primary barrier is the lack of undeveloped, affordable land which is primarily controlled by market forces. However, there are regulatory and process barriers within the city's control that could be reduced or eliminated. We identified the following actions we can take to encourage production of more units and a wider variety of housing types:

#### **Actions to remove barriers present in current development regulations:**

1. Allow Permanent Supportive Housing (PSH) in zones where residential uses and hotels are allowed (as required by [HB 1220](#)).
2. Allow emergency shelters in zones where hotels are allowed (as required by [HB 1220](#)).
3. Revise parking requirements and eliminate owner-occupancy and design requirements for ADUs to be consistent with [SB 6617](#) and [HB 1337](#).
4. Allow duplexes in single-family zones (as required by [HB 1110](#)).
5. Encourage low- and mid-rise apartments by:
  - a. Increasing building height in strategic locations.
  - b. Eliminating the need for ground-floor retail for senior and affordable housing projects.
6. Allow density bonuses for affordable housing developments located on property owned or controlled by a religious organization (as required by [SB 1377](#)).

#### **Actions to remove process barriers and develop strategic partnerships:**

7. Continue to streamline permit processes to decrease review times.
8. Create clear permit review procedures to reduce onboarding timelines for new staff.
9. Seek opportunities to partner with agencies and organizations that may have access to other solutions such as:
  - The [Housing Consortium of Everett and Snohomish County](#) – a countywide collaboration of nonprofit, private sector, government members, and associates advocating for resources for low-income families.
  - The [Alliance for Housing Affordability](#) – a collaboration between local jurisdictions and the Housing Authority of Snohomish County that works to understand local housing challenges and provide the resources, technical expertise, and community outreach to solve them.

### **Affordable Housing Capacity**

When evaluating affordable housing capacity, we need to distinguish between what is technically possible on paper and what is realistic. What is technically possible is often much higher than what the market supports.

For example, city analysis shows 3,174 parcels in Mukilteo have at least one of the characteristics that make an Accessory Dwelling Unit (ADU) feasible and 600 parcels have two or more of these feasibility characteristics:

1. 50% or more of the buildable envelope is currently undeveloped.
2. Double the minimum lot size of the underlying zone.
3. Existing homes over 3,500 square feet that likely have space for an interior unit.

While ADUs could feasibly provide all the capacity needed to meet our affordable housing targets, there's a gap between ADU potential and annual development numbers for this unit type. Reality is influenced by owner preferences, financing challenges, construction costs, and more. We believe [HB 1337](#), which requires amendments to Mukilteo's regulations that will make ADUs easier to develop, will increase the rate of ADU construction. However, we don't know yet what the market will produce.

While ADUs provide adequate capacity at a technical level, relying exclusively on ADUs to actually achieve our

affordable housing targets is unrealistic. We will need to create additional capacity for low-and mid-rise apartments to achieve 2,146 affordable units over the next 20 years. Increasing low- and mid-rise apartments will also meet community needs identified in the [housing survey](#) where 37% of residents said they hoped to downsize in the next 20 years, 30% wanted housing options without yard maintenance, and 51% expected to need housing without stairs to climb.

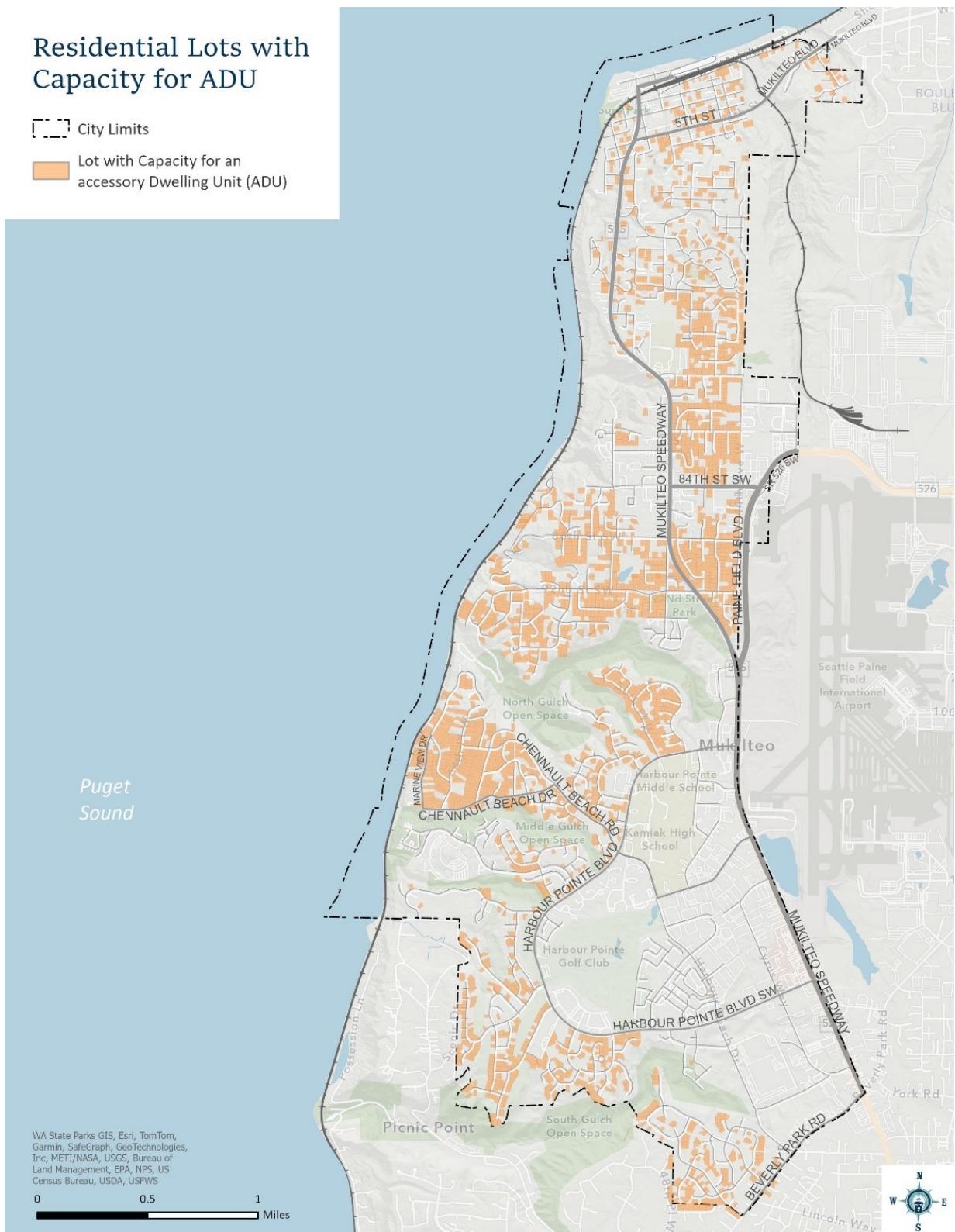
Most areas where there is capacity for additional multi-family development have 35-foot height limits and require mixed-use projects that combine commercial and residential. To encourage development of low- and mid-rise multi-family units, we will:

- **Increase Building Height.** Increasing allowed building height to five stories along 525 between the Optum Clinic Building and the Staybridge Suites hotel site for mixed use development.
- **Use-Based Incentives.** Removing the requirement for ground floor commercial (sometimes a deterrent for developers) for senior housing developments and multi-family projects that make at least 10% of the units affordable.

Category	Strategies to Meet Target	Capacity Created*
Extremely low-income, PSH (<30% of AMI)	<ul style="list-style-type: none"> <li>• Update regulations to allow PSH and emergency shelters in appropriate zones</li> </ul>	>179 needed
Extremely low-income, non-PSH (<30% of AMI)	<ul style="list-style-type: none"> <li>• Remove regulatory barriers to ADUs</li> <li>• Agency and non-profit partnerships</li> </ul>	> 380 needed
Very low-income (>30 – 50% of AMI)	<ul style="list-style-type: none"> <li>• Remove regulatory barriers to ADUs</li> <li>• Adopt density bonuses for affordable housing on religious organization properties</li> </ul>	> 380 needed
Low-income (>50 – 80% of AMI)	<ul style="list-style-type: none"> <li>• Height increases on portions of 525</li> <li>• Incentives for senior housing with &gt;15% of units affordable</li> </ul>	> 728 needed > 672 needed
Moderate income (>80 – 120% of AMI)	<ul style="list-style-type: none"> <li>• Height increases on portions of 525</li> <li>• Incentives for senior housing with &gt;15% of units affordable</li> <li>• Allow duplexes in single-family zones</li> </ul>	> 187 needed

\*See Appendix A for detailed calculations and assumptions

**Figure 20: Residential Lots with Capacity to Build an Accessory Dwelling Unit (ADU)**



## EQUITY ANALYSIS

The Growth Management Act specifically requires cities to identify and begin to undo any lingering effects of exclusionary policies and work to ensure new policies don't displace or exclude certain groups of residents. Mukilteo is committed to doing this work. It is consistent with our desire to be a welcoming and inclusive community.

### Racially Restrictive Covenants in Mukilteo

Mukilteo, like many cities in our region, has a history of excluding racial minorities from home ownership. Several neighborhoods in Mukilteo (and our MUGA) adopted [racially restrictive covenants](#) that limited access to housing for non-white residents.

Neighborhood	Sample Restriction
Hagen Waterfront Tracts (1941)	No property in said plat shall be used or occupied in whole or in part by any persons other than the white or Caucasian race.
Olympus Terrace (1947)	No race or nationality other than the White or Caucasian race shall use or occupy any building on any lot, except that this covenant shall not prevent use or occupancy by domestic servants employed by an owner or tenant.
Chennault Beach (1943)	No part or portion of the within described property shall be used or occupied, or be permitted to be used or occupied, by any person or persons other than the white or Caucasian Race, except, however, such persons as are employed as servants.
Puget Acres (1948)	The Buyer states that neither he nor any member of his immediate family is of Asiatic, Negro, Hawaiian, or Malay race or a person of extraction or descent of any such race.
Serene Acres (1951)	The Grantee states that neither he nor any member of his immediate family is of any Asiatic, negro, Hawaiian or Malay race, or a person of extraction or descent of any such race.
Shelby (1940)	Neither the said premises or any house, building or improvement thereon erected, shall at any times be occupied by persons of the Ethiopian race, or by Japanese or Chinese, or any other Malay or Asiatic race, save and except as domestic servants in the employ of persons not coming within this restriction.
Paine Field (1947)	Neither the said premises, or any house, building or improvement hereon erected, shall at any time be occupied by persons of the Ethiopian race, or by Japanese or Chinese, or any other Malay or Asiatic race, or any person of extraction or descent of any such race, save and except as domestic servants in the employ of persons not coming within these restrictions.

**Figure 21: Neighborhoods and Parcels with Historic Racially Restrictive Covenants (Source)**

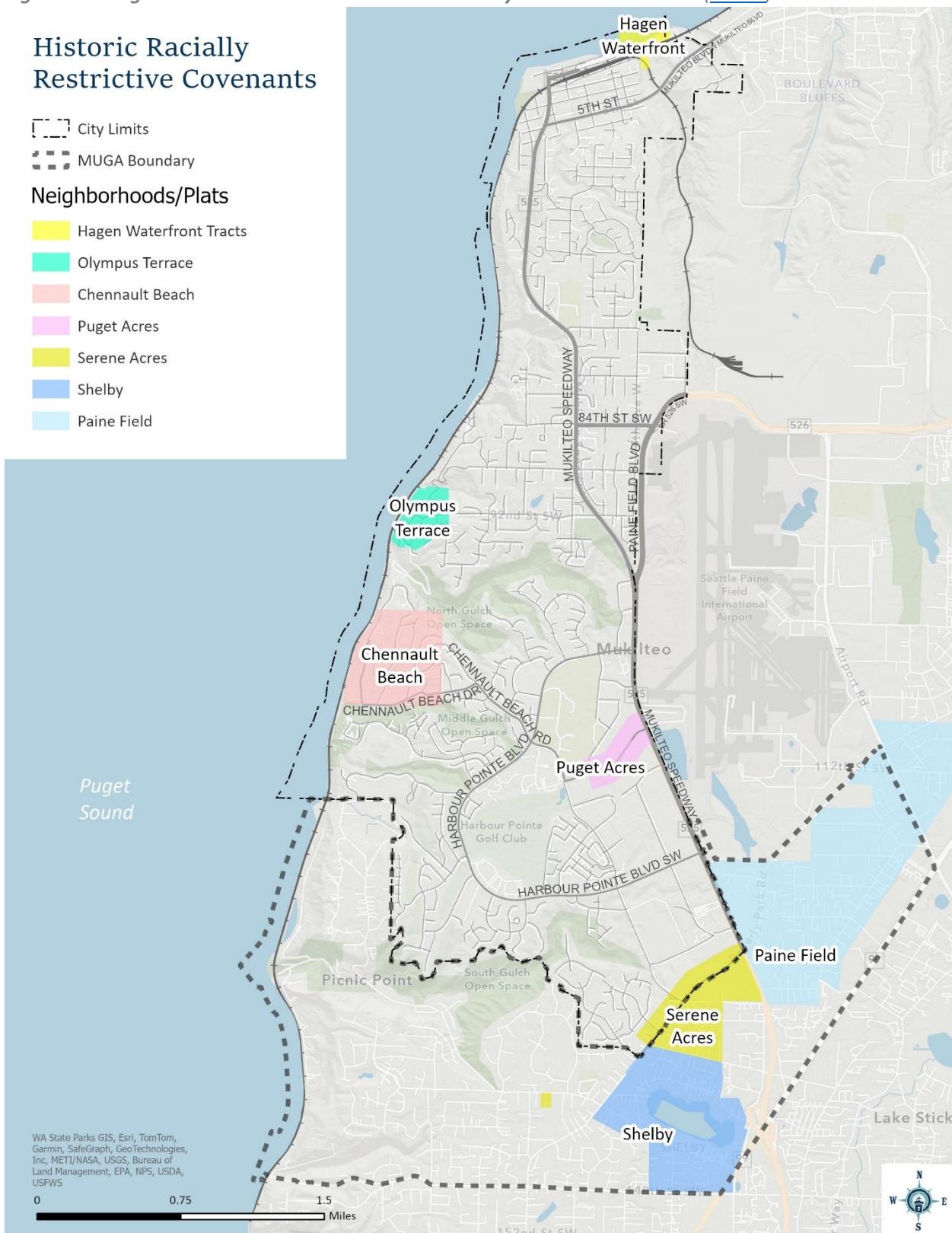
## Historic Racially Restrictive Covenants

City Limits

## MUGA Boundary

## Neighborhoods/Plats

-  Hagen Waterfront Tracts
-  Olympus Terrace
-  Chennault Beach
-  Puget Acres
-  Serene Acres
-  Shelby
-  Paine Field



The federal Fair Housing Act (1968) banned covenants discriminating based on race, color, religion, or national origin. In 1969, Washington State law voided existing covenants of this nature. Despite remaining on many property deeds, they are unenforceable.

## Displacement Risks

The Puget Sound Regional Council has a [displacement risk mapping tool](#) that is used to identify what neighborhoods in the region are at higher risk of displacement from development pressures that change housing or neighborhood conditions. Displacement can be physical (when building conditions deteriorate or are taken off the market for renovation or demolition), economic (when costs rise), or cultural (when community institutions, networks, and resources move away).

Factors used to assess displacement risks include:

- **Socio-demographic indicators.** Characteristics of current residents, including race and ethnicity, linguistic isolation, educational attainment, housing tenure, housing cost burden, and household income.
- **Transportation indicators.** Access to jobs by car and transit, proximity to existing transit, and proximity to future light rail service.
- **Neighborhood characteristic indicators.** Proximity to services like supermarkets, restaurants, parks, and schools, and proximity to high-income areas.
- **Housing indicators.** Development capacity and median rental prices.
- **Civic engagement indicators.** Measured by voter turnout.

Most of Mukilteo is at low risk of displacement, however the Housing Displacement Risk Map included in the [Snohomish County 2023 Housing Characteristics and Needs Report](#) indicates that 23-30% of people of color in Mukilteo may be at risk of housing displacement. The census tracts with higher displacement risks are mostly outside of city limits, except for a small portion between Painer Field Blvd and Mukilteo Speedway.

## Opportunity Index

The Puget Sound Regional Council has an [opportunity mapping tool](#) that measures conditions in a geographic area to determine how likely residents are to succeed and excel. Census tracts ranking high for opportunity have relatively more resources than the regional average, while those ranking low have relatively fewer.

Five key indicators are consolidated into an overall score:

- **Economic:** This indicator evaluates access to living wage jobs, job growth, and unemployment rates.
- **Education:** This indicator evaluates reading test scores, math test scores, student poverty, teacher qualifications, and graduation rates.
- **Health:** This indicator evaluates proximity to park/open space, proximity to toxic site release, and access to healthy food.
- **Housing:** This indicator evaluates housing vacancy rates, housing stock condition, and crime index.
- **Transportation:** This indicator evaluates drive commute cost, access to transit, transit fare cost, and walkability.

Most census tracts in Mukilteo score high for opportunity, except:

- **Tract 42004.** This tract scores low, but its location in the Municipal Urban Growth Area limits the influence of the city until such time as it is annexed.
- **Tract 42001.** Located in the Harbour Point subarea, this tract scores very low. The lack of jobs and transit services are likely factors in this score. The area has high home values, indicating the metrics in this score are not reflected in the desirability of the area.
- **Tract 41901.** This tract scores very low, but only a small portion of this tract (the portion between Paine Field Blvd and Mukilteo Speedway) is located within city limits and is not an area we have much influence over. Proximity to the airport is likely a factor in the low score.

The areas fully within city limits that have the highest representation of people of color also have the highest opportunity scores.

Census Tract	Overall Score	Economic	Education	Health	Housing	Transportation	% People of Color
41301	High	Very Low	High	Very High	Moderate	Moderate	19%
42001	Very Low	Low	High	Very Low	Low	Low	19%
41901	Very Low	Very High	Moderate	Very Low	Very Low	Low	42%
42006	High	High	Moderate	Moderate	High	Low	43%
42005	High	Very High	High	Very High	Very Low	Low	33%
42003	High	High	High	Moderate	Low	Low	19%
42004	Low	Low	High	Low	Very Low	Low	30%

## Conclusions

The city's population is relatively reflective of the surrounding county population, with diversity increasing over time. Modern-day Mukilteo does not show lingering impacts correlated with past exclusionary practices. Overall, land within city limits offers high opportunity and low displacement risks for residents. Median home prices remain high in the Chennault Beach and Olympus Terrace neighborhoods (areas with history of racially restrictive covenants), demographic maps indicate that racial segregation is no longer influencing demographics in those neighborhoods.

However, cost burden is a big impact on Hispanic/Latino and Asian residents, with nearly 50% of people identifying as members of these groups being cost-burdened compared to only 25% of those identifying as white. Increasing affordable housing options will have the largest impact on remedying existing racial disparities in housing. In addition, some areas of the MUGA show inferior opportunity and greater displacement risk. If or when the city annexes those areas, a deliberate analysis of ways to improve equal opportunities and access for residents should be conducted.

The city conducted a policy review of our previous housing policies to ensure no policies were in place that would contribute to racially disparate impacts. See Appendix B of this plan for the analysis.

**Figure 22: Displacement Risks by Census Tract (Source)**

## Displacement Risk Areas

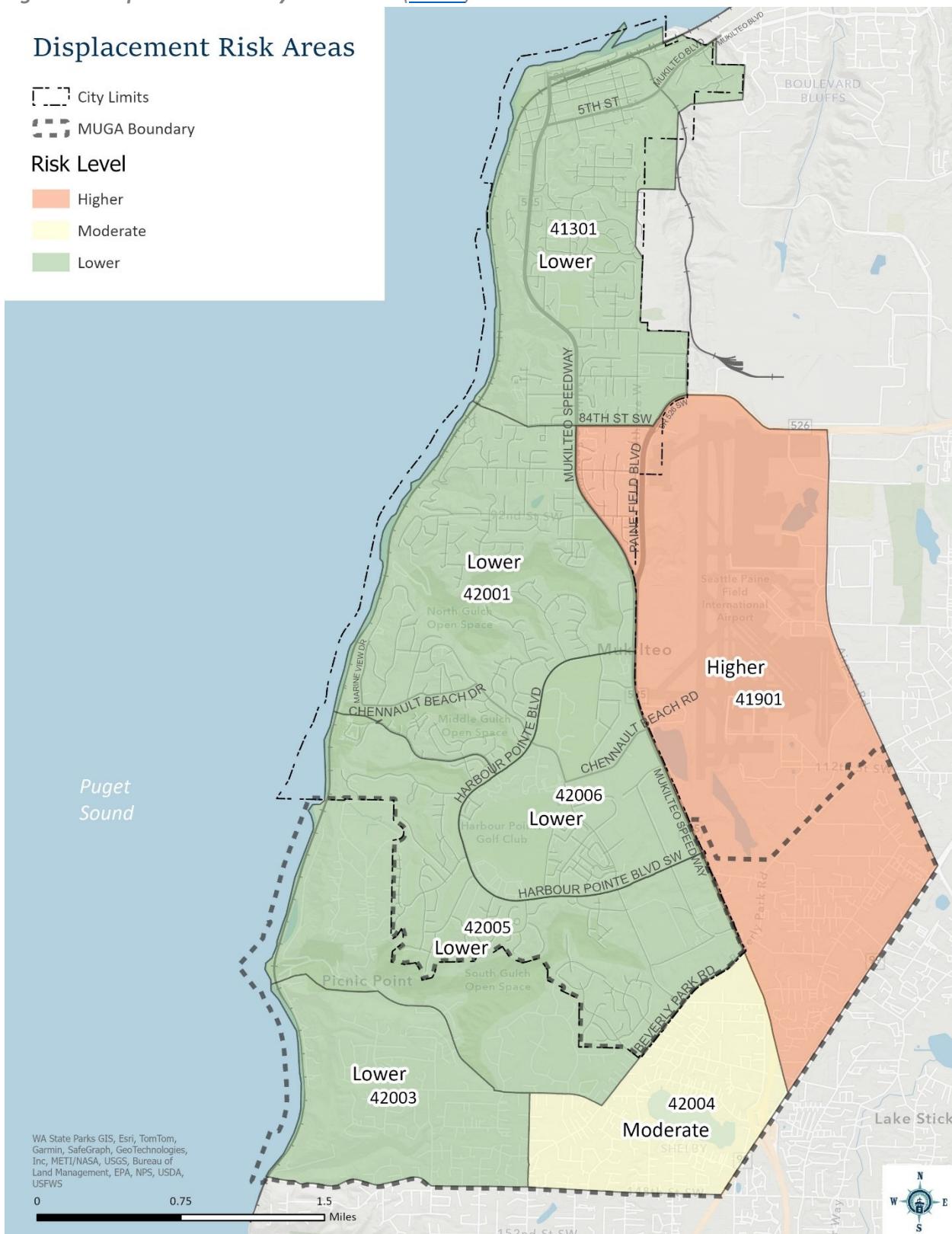
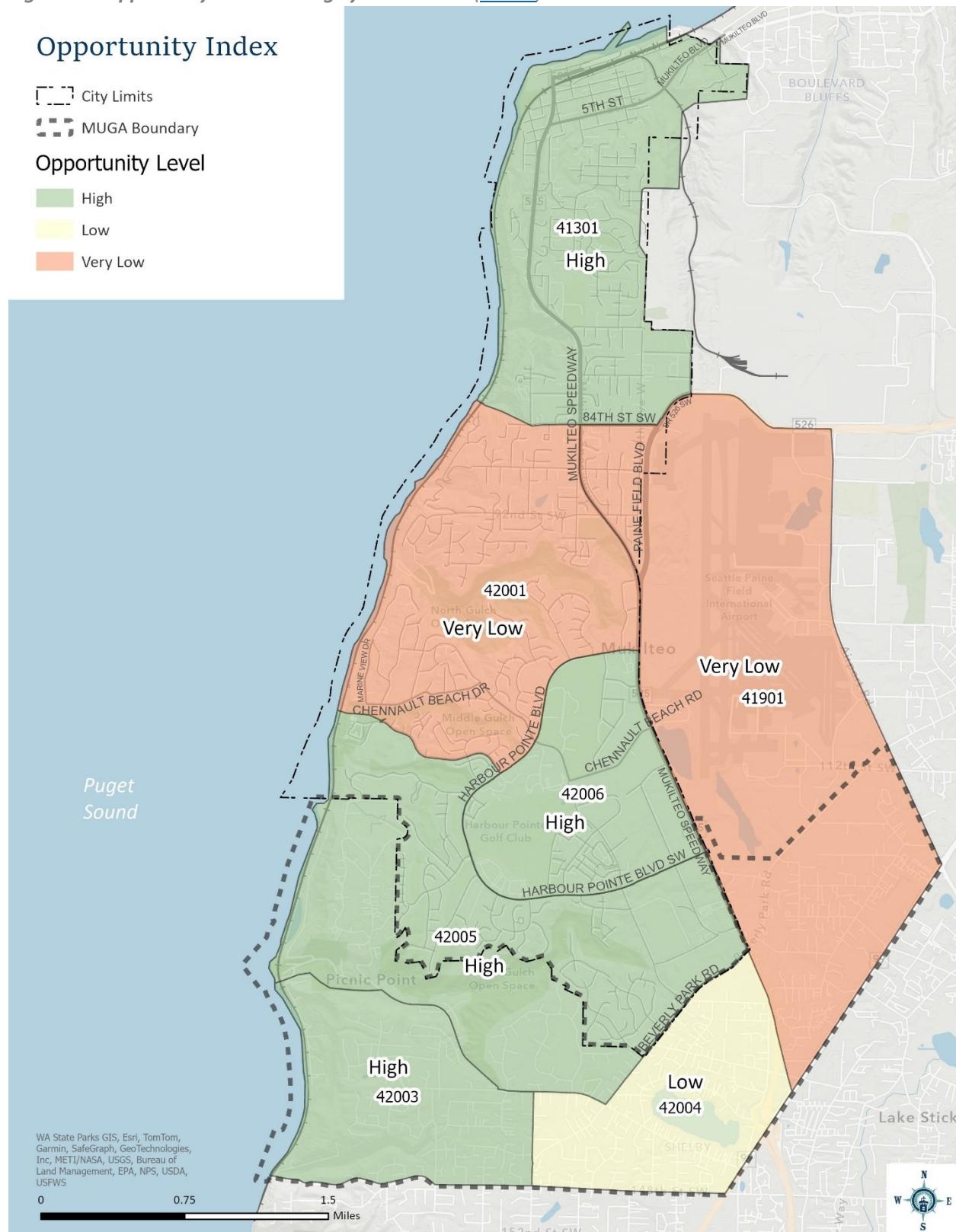


Figure 23: Opportunity Index Ranking by Census Tract ([Source](#))



## HOUSING GOALS AND POLICIES

### **Goal H.1: Preserve, improve, and expand the city's housing stock to meet the needs of a diverse community.**

- H.1.1: Participate with Snohomish County and other county municipalities in compiling the "Housing Characteristics and Needs in Snohomish County" report.
- H.1.2: Support programs that help residents age in place and expand opportunities for ownership housing at a variety of income levels.
- H.1.3: Allow accessory dwelling units and duplexes in single-family zones.
- H.1.4: Evaluate and amend bulk regulations and development standards as needed to ensure infill development in single-family neighborhoods is consistent with the scale and character of existing homes.
- H.1.5: Expand the range of middle housing types (e.g., duplexes, cottages, townhomes, and apartments) allowed in residential and mixed-use zones.
- H.1.6: Encourage mixed use development to balance housing growth targets with community interest in more commercial options.
- H.1.7: Evaluate and eliminate regulatory barriers to achieve housing targets.

### **Goal H.2: Increase affordable and accessible housing options.**

- H.2.1: Consider the economic impact of new regulations and fees on housing prices. Periodically review and revise regulations, such as parking ratios and height limits, that may be contributing to high home prices.
- H.2.2: Pursue programs, form public/private partnerships, and join inter-jurisdictional efforts to preserve and create affordable housing units including the Housing Consortium of Everett and Snohomish County and the Alliance for Housing Affordability.
- H.2.3: Allow increased housing densities in areas where frequent transit service makes it possible for residents to live without relying on automobiles.
- H.2.4: Identify and amend local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.
- H.2.5: Work with local businesses to identify and meet the housing needs of their employees.
- H.2.6: Adopt standards for temporary and emergency housing.
- H.2.7: Support fair and equal access to housing for all – regardless of race, color, religion, gender, sexual orientation, age, national origin, familial status, income, or ability.
- H.2.8: Evaluate housing units and affordability levels against targets a minimum of every five years and make policy and regulatory adjustments as needed to stay on track for targets.
- H.2.9: Establish ongoing channels for feedback from underrepresented communities to ensure their voices are heard and their housing needs are addressed.



# CAPITAL FACILITIES

One of the goals of the Growth Management Act is to develop public infrastructure at a pace that matches the needs of a community as it grows – with new development paying its fair share of facility upgrades needed to serve increased demand. The purpose of this element is to align infrastructure planning with the growth and development goals outlined in other sections of this plan.

## OVERVIEW

Capital facilities include:

- Streets (including sidewalks, lighting, and signals)
- Water, sewer, and stormwater systems
- Parks and recreation facilities
- Government facilities (including City Hall, police and fire stations)
- Schools

While the City of Mukilteo manages the stormwater system and most of its streets, some capital facilities are managed by other providers. Water and sewer service within city limits is provided by Mukilteo Water & Wastewater District and Alderwood Water & Wastewater District (see map in the utilities element for service areas). Snohomish County PUD provides electric service. Puget Sound Energy provides gas service. The Washington State Department of Transportation (WSDOT) manages two Highways of Statewide Significance (SR525 and SR526) within city limits. The Mukilteo School District is responsible for planning, siting, and funding schools.

Ensuring capital facilities keep pace with growth requires:

- Establishing level of service standards
- Inventorying existing facilities and forecasting future needs
- Identifying and prioritizing projects needed to meet community needs
- Funding the development and maintenance of such projects

## LEVEL OF SERVICE

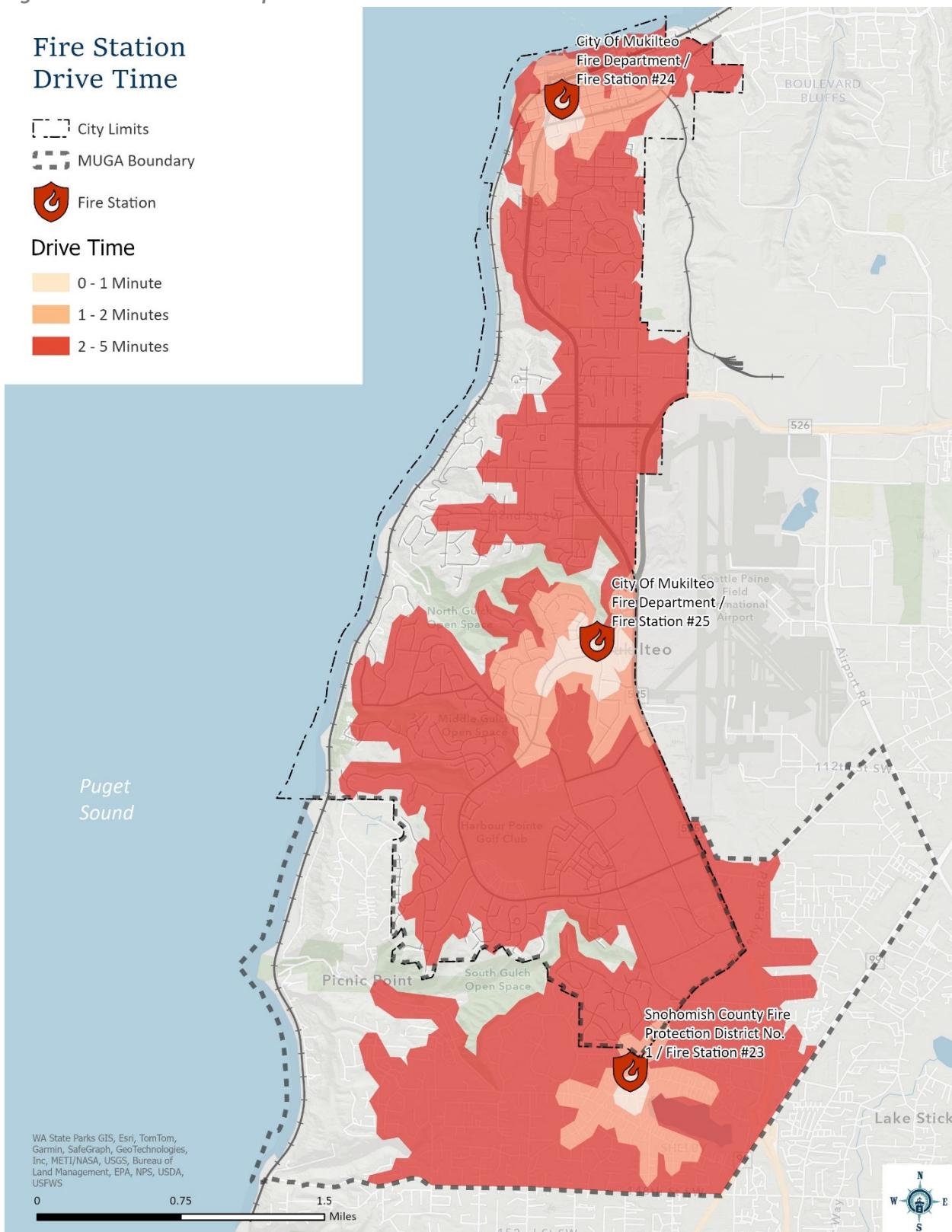
The Growth Management Act requires jurisdictions to establish standards for adequate public facilities and services and make sure those standards are maintained as development occurs.

Level of Service (LOS) standards measure the amount and/or quality of a resource needed to meet a community's needs and expectations. They are typically expressed as a ratio of facility capacity to population. LOS standards are a tool for evaluating whether existing facilities are adequate or if new/expanded facilities are necessary to accommodate growth. Each community is unique and has different priorities, so standards vary.

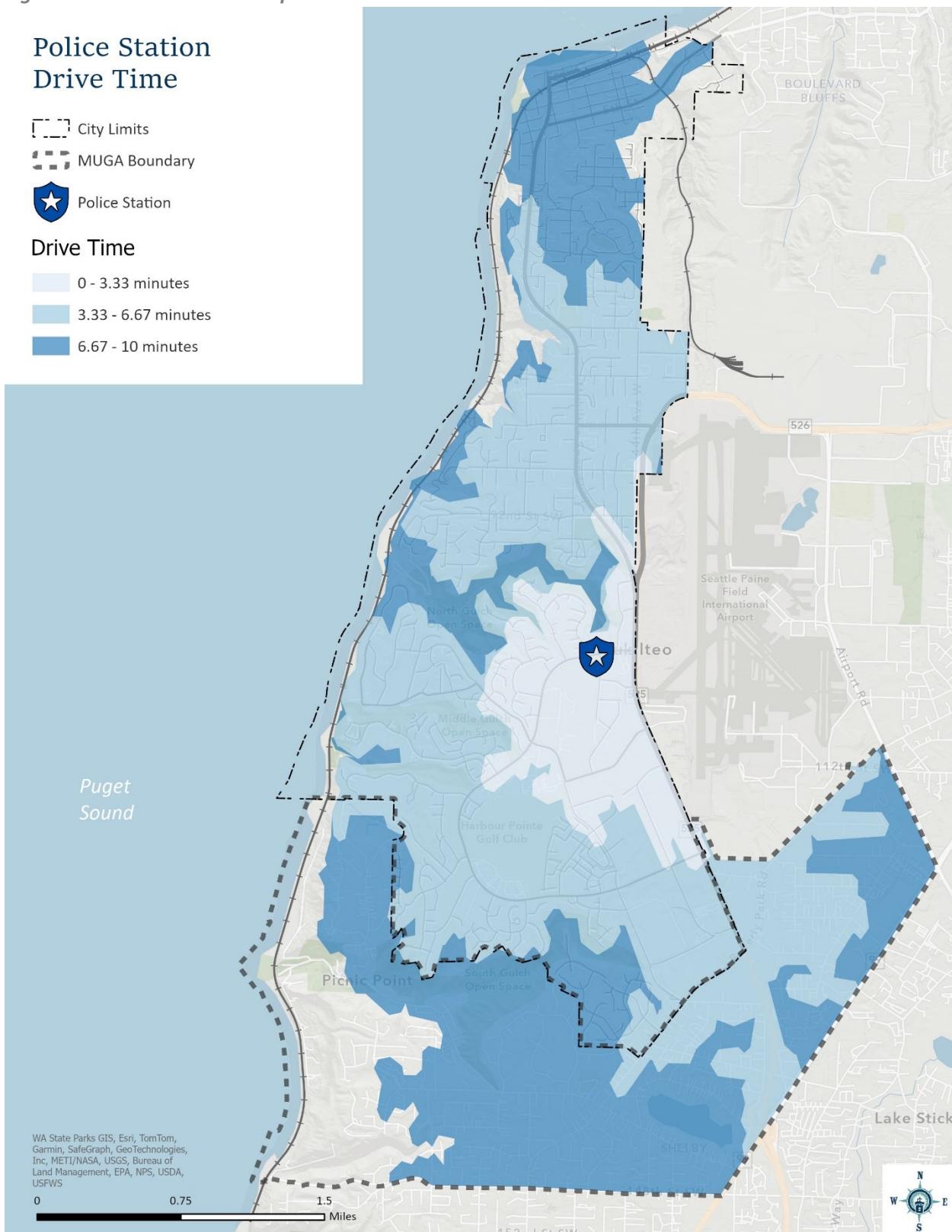
Mukilteo's standards reflect our commitment to safety and high-quality natural amenities, grounded in fiscal and physical realities. If funding shortfalls or increases in demand make it difficult to meet the established standards, the city will need to either identify new revenue sources, re-evaluate the standards, or make land use and planning adjustments to ensure concurrency.

Level of Service (LOS) Standards			
Resource	Standard	Analysis	Status
Emergency Services	<p>5-minute response times possible for 90% of urgent medical needs.</p> <p>10-minute response time for 90% of urgent law enforcement needs.</p>	<p>See drive time maps from existing fire and police stations.</p>	<p>Fire and police stations are adequately spaced to meet this standard for over 90% of the properties in Mukilteo.</p> <p>Annexation of MUGA may require placement of new fire station in southern portion of the city or reciprocal service agreements with neighboring jurisdictions help with timely responses to that geographic area.</p>
Public Parks <i>Includes community parks (e.g., Lighthouse Park), neighborhood parks (e.g., Elliott Point Park), and other developed facilities (e.g., dog park).</i>	3 acres per 1,000 residents	<p>The city currently has 78.63 acres of parks.</p> <p>Population growth target for 2044 is 24,616, which would require 73.85 acres to meet standards.</p>	<p>Park space is adequate for existing and projected growth.</p>
Public Open Space <i>Includes Gulches (e.g., Big Gulch, Japanese Gulch) and ravines (e.g., Upper Chennault, Picnic Point).</i>	10 acres per 1,000 residents	<p>The city currently has 502.54 acres of open space.</p> <p>Population growth target for 2044 is 24,616, which would require 246.16 acres to meet standards.</p>	<p>Open space is adequate for existing and projected growth.</p> <p>In fact, we have approximately 20 acres per 1,000 projected residents (double our LOS).</p>
Community Center	1 per 25,000 residents	<p>The city has Rosehill Community Center, a 29,000 square foot facility offering rental space and recreation programming.</p>	<p>The community center is adequate for existing and projected growth.</p>
Transportation	<p>LOS E for Principal and Minor Arterial Streets</p> <p>LOS D for Collector and Local Streets</p>	<p>Streets meet LOS standards under existing and future conditions.</p>	<p>See transportation element for detailed LOS analysis, including discussion of new multimodal standards.</p>

**Figure 24: Fire Drive Time Map**



**Figure 25: Police Drive Time Map**



## INVENTORY

The following maps show the location of key capital facilities in Mukilteo. More detailed street and utility information can be found in the transportation and utility chapters of this plan.

*Figure 26: Capital Facilities Inventory*

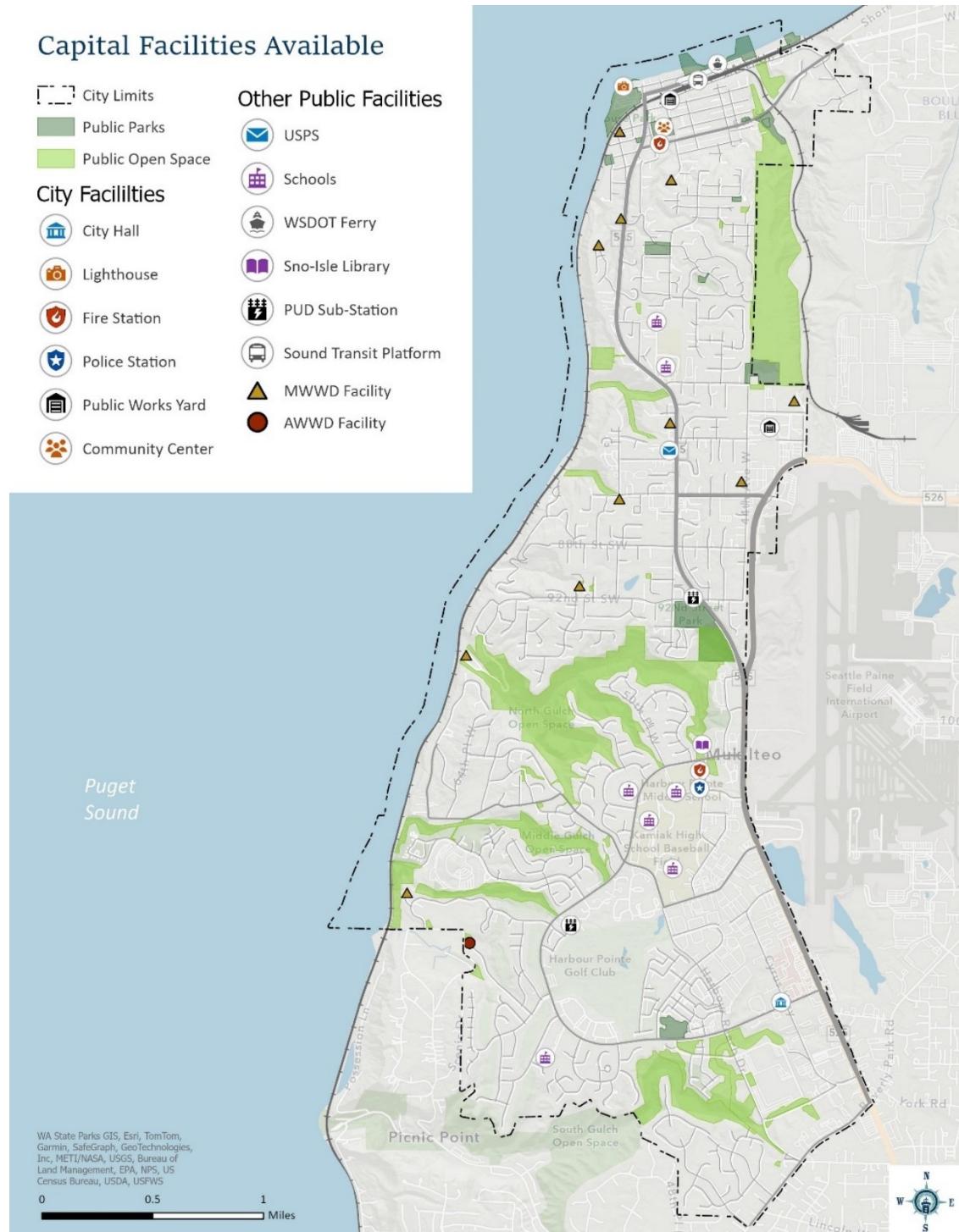
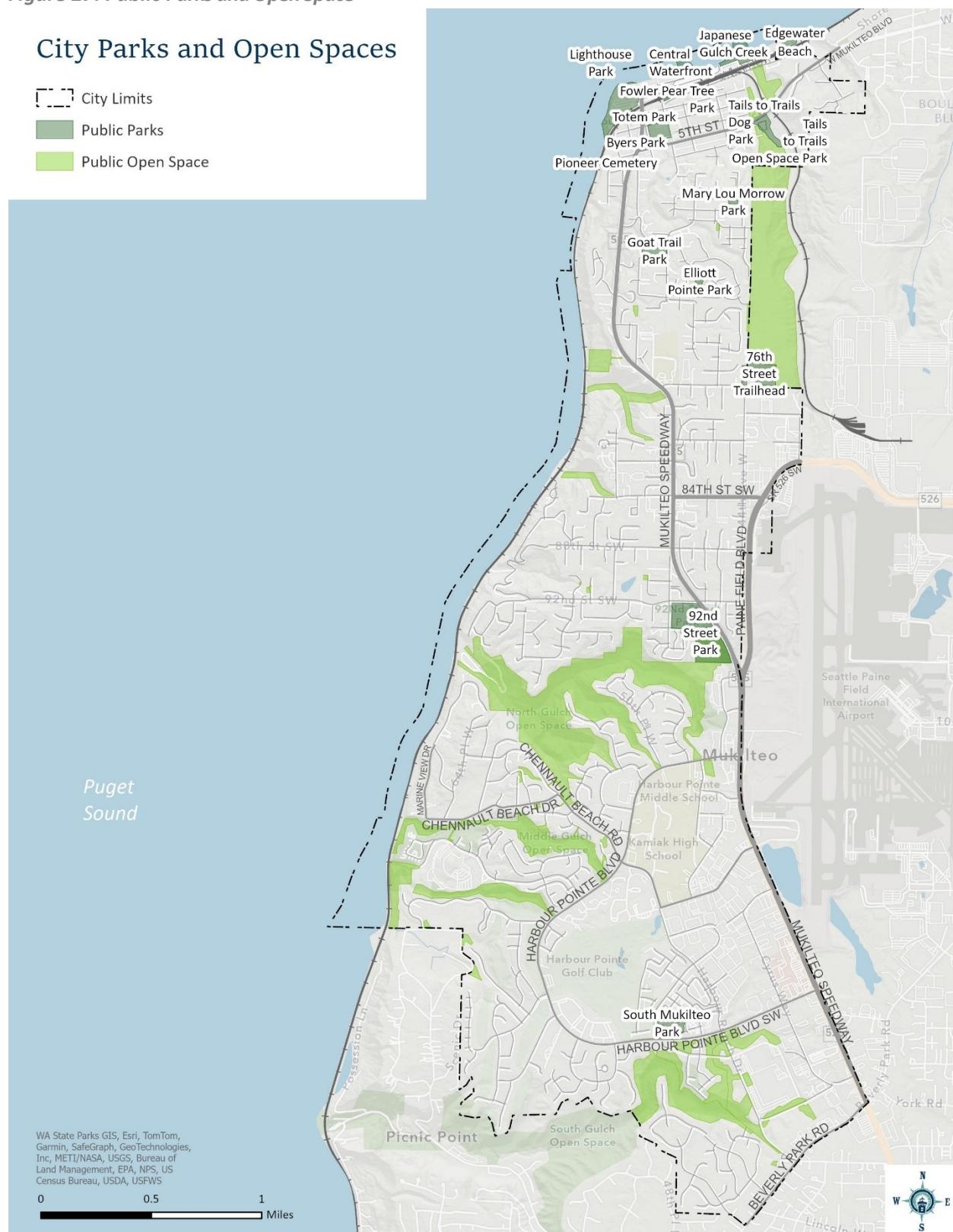


Figure 27: Public Parks and Open Space



## FORECASTS

Trying to forecast future needs is difficult, but it is essential for identifying and planning improvements to address projected deficiencies or preserve the capacities of existing facilities.

Given the developed nature of the city, future needs will likely focus more on maintaining existing facilities and infrastructure in good working order rather than building new ones or addressing deficiencies in size or scale. The City of Mukilteo Public Works Department maintains city facilities to extend their life and factors facility life cycles, repair, and replacement costs into their Capital Improvement Plan (CIP).

The number of services provided by other agencies makes it essential that the city collaborates and communicates regularly to align land use decisions with provider capacity. Coordination can improve the efficiency of service delivery, reduce project costs, and minimize construction-related disruptions. To facilitate open communication and routine coordination, the city sends notices of planned projects to service providers for their input.

All outside providers of capital facilities and infrastructure have indicated adequate capacity to meet the community's needs for the 20-year horizon evaluated in this plan.

- Mukilteo Water & Wastewater District amended its [Comprehensive Plan for Water](#) in 2015 and its [Comprehensive Plan for Wastewater](#) in 2017 to account for the Puget Sound Regional Council's growth projections and plan for necessary capital improvements.
- Alderwood Water & Wastewater District amended its [Comprehensive Plan for Wastewater](#) and its [Comprehensive Plan for Water](#) in 2017 and concluded that the Picnic Point Wastewater Treatment Facility and the district's contracted yield had adequate sewer and water capacity well beyond the planning period and that their emphasis should shift from capacity projects to infrastructure repair and replacement until at least 2035.
- The [Snohomish County PUD Strategic Plan](#) looks beyond day-to-day operations to consider how our region might change in the next 20 years and how they can continue to deliver what the future could hold, what might be asked of us, and what we need to deliver reliable service that meets community needs. Upgrades to the Harbour Pointe Substation were completed in 2023 to better serve the Mukilteo services area.
- Puget Sound Energy (PSE) plans years in advance to ensure adequate supply and infrastructure. Their [2023 Gas Utility Integrated Resource Plan](#) provides a 20-plus year view of energy resource needs.
- The most recent version of the Capital Facilities Plan of the Mukilteo School District No. 6 is expressly incorporated into this capital facilities element of the City of Mukilteo Comprehensive Plan as the basis for imposing school mitigation fees as provided for by the GMA. These fees are collected with new development. New projects will help pay for the cost to expand school capacities necessary to accommodate that new development.

## PROJECT NEEDS AND PRIORITIZATION

The city maintains a long-term (20-year) and short-term (6-year) list for capital projects related to:

- City Facilities/Buildings
- Transportation (Roadways, Sidewalks, Bikeways)
- Stormwater
- Parks and Recreation

Project costs on the 20-year list can be rough estimates, with no specific revenue source identified to pay for them. Projects on the 6-year list require detailed analysis of construction costs, revenue sources, and financing feasibility. Generally, projects move from the long-term to short-term list as funding becomes available. The City Council reviews the short-term list annually. The [City of Mukilteo 2024-2029 Capital Improvement Program \(CIP\)](#) contains both lists and is incorporated here by reference.

Funding is always limited, so prioritizing is essential. Capital planning is a long-term challenge that requires discipline, especially when trying to fund high-cost projects that require setting aside funds over multiple spending cycles. It is natural to want to take advantage of unexpected opportunities (such as a new funding source or the sudden availability of land/facilities for purchase), but methodical thinking and prioritization is needed to make responsible long-term funding decisions. Projects that address a current or projected deficiency are generally the highest priorities, but the city also needs to consider the urgency of the need, costs and availability of funds, project scope and construction time, and more.

## FUNDING

Revenue to pay for capital projects can come from a range of funding sources, including:

- Real Estate Excise Tax (REET)
- Washington State Fuel Tax
- Impact Fees
- Surface Water Utility User Fees
- Bonds
- Grants
- Loans
- Transfers from the General Fund Reserve
- Transportation Benefit District
- Local Improvement District

Different funding sources come with different restrictions. For example, impact fees must be used for projects that address capacity deficiencies that result from new development, not to address existing deficiencies. REET funds come from a 0.5% tax on the sale of real estate. The funds are divided into REET 1 and REET 2 funds (the first and second quarter percent), with each subcategory having its own spending restrictions.

## ESSENTIAL PUBLIC FACILITIES

Essential public facilities are facilities that are typically difficult to site but are necessary and important in the provision of public systems and services for the region. They can include airports, state education facilities and state or regional transportation facilities, correctional facilities, solid waste handling facilities, in-patient substance abuse facilities, mental health facilities, group homes, and secure community transition facilities. State law (36.70A.200) requires cities to establish a process for identifying, mitigating, and siting essential public facilities within their jurisdiction; Mukilteo's process is outlined in Chapter 17.18 of the Municipal Code.

The following essential public facilities are currently located in Mukilteo:

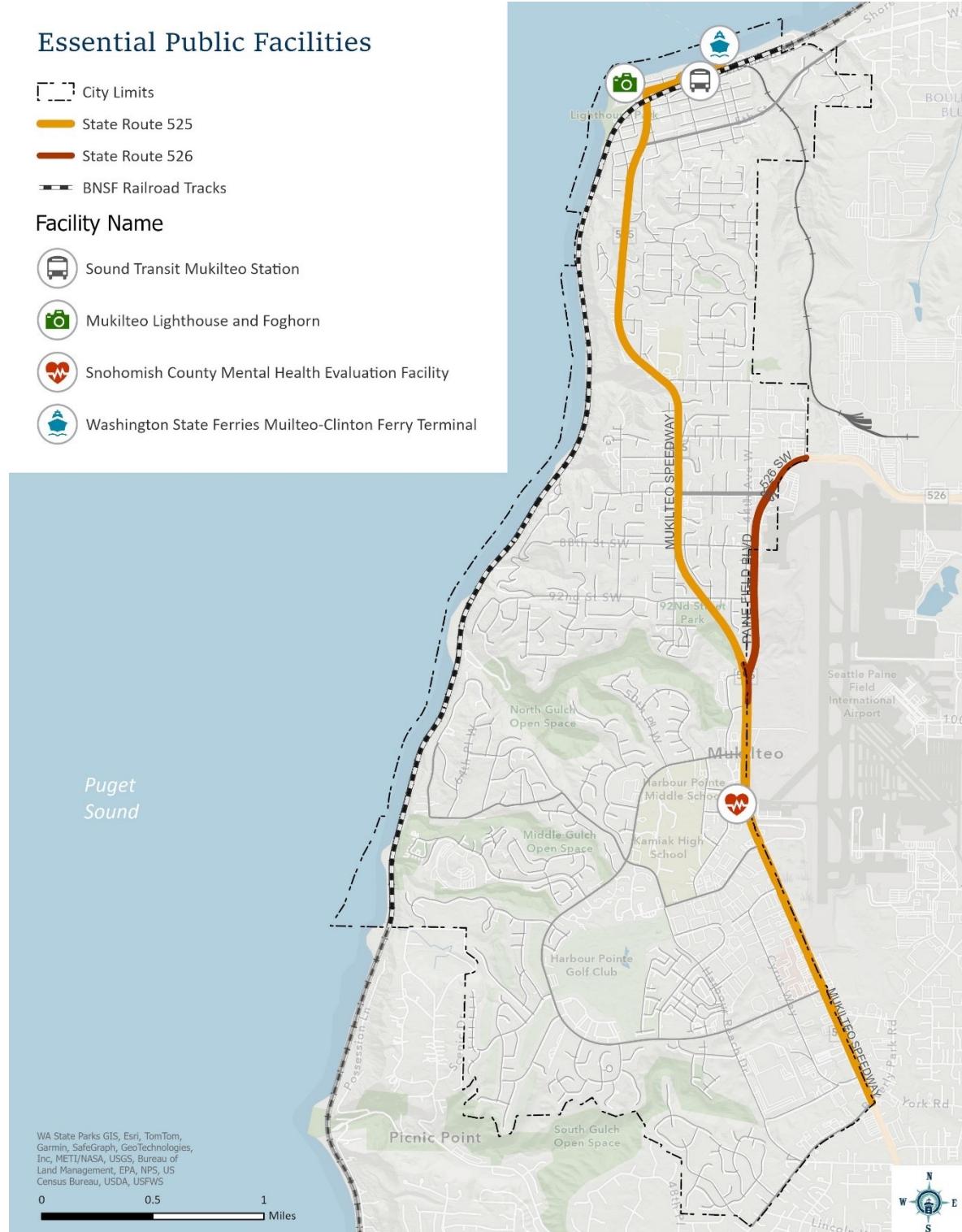
- Mukilteo Lighthouse and Foghorn
- Washington State Ferries Mukilteo-Clinton Ferry Terminal
- Sound Transit Mukilteo Station
- Snohomish County Mental Health Evaluation Facility
- Rail Transportation (BNSF railroad tracks)
- State Route 525 (Highway of State-wide Significance)
- State Route 526 (Highway of State-wide Significance)

In addition, the following essential public facilities and transportation facilities of statewide significance are located immediately adjacent to the city limits:

- Port of Everett Mount Baker Terminal
- Seattle Paine Field International Airport

While the city should remain open to siting additional essential public facilities if needed, but advocate that consideration be given to the number of facilities already hosted here so that Mukilteo does not host more than its share of facilities that benefit the region but not necessarily city residents.

**Figure 28: Essential Public Facilities**



## CAPITAL FACILITIES GOALS AND POLICIES

### **Goal CF.1: Plan for public facilities and services at a level that meets residents' needs and enhances the community's quality of life.**

- CF.1.1: Periodically evaluate the adequacy of capital facilities against adopted level of service metrics, facility lifecycles, and the needs of the Comprehensive Plan.
- CF.1.2: Maintain a short-term (6-year) and long-term (20-year) list of priorities for investment.
- CF.1.3: Add projects to the long-term list based on these priorities, listed in rank order:
  - Addressing deficiencies
  - Protecting public health, safety, and welfare
  - Potential for grants or outside funding
  - Severity and nature of threats addressed
  - Number of eligible funding sources
  - Maintenance and operation costs
  - Conservation of energy and natural resources
  - Protection and enhancement of the natural environment
- CF.1.4: Review the long-term list annually to identify projects that should be moved to the short-term list based on these priorities, listed in ranked order:
  - Results in projects from each capital project category being on the list
  - Considers operations and maintenance costs and financial commitments in place
  - Meets state and federal requirements
  - Prioritizes:
    - Increasing safety
    - Filling service gaps
    - Resolving major infrastructure maintenance needs
    - Serving the greatest number of people
    - Equitable geographic and socio-economic distribution
- CF.1.5: Allow for unexpected opportunities and unexpected needs not planned for on the long-term list, but always prioritize projects that address a current or projected deficiency.
- CF.1.6: Collaborate with outside service providers to assess their ability to meet level of service standards over 20 years.
- CF.1.7: Periodically re-evaluate regulations for the siting of Essential Public Facilities and update as necessary to ensure such facilities can be appropriately cited within city limits.

### **Goal CF.2: Produce achievable plans for funding and maintenance of capital facilities.**

- CF.2.1: Consider all available funding and financing mechanisms for which a project is eligible.
- CF.2.2: Regularly review impact fees to ensure the costs associated with providing capital facilities to meet the demands of population growth are paid by new development, not borne by existing taxpayers.
- CF.2.3: Consider selling city-owned assets not needed to meet LOS standards to fund capital projects.
- CF.2.4: Plan for high-cost projects by setting aside funds for multiple budget cycles; delay the start of such projects until funding for the entire project has been banked or identified.
- CF.2.5: Protect funds designated for a capital project from reallocation to other uses.

- CF.2.6: Ensure proper maintenance of capital facilities to extend their lifespan and reduce the rate of deterioration. Leverage volunteers for certain maintenance efforts.
- CF.2.7: Adopt a facility and equipment maintenance plan to ensure adequate funding is available to meet long-term needs.
- CF.2.8: Coordinate capital infrastructure projects with other agencies to reduce costs and disruptions to construction.



# UTILITIES

Making sure urban areas have urban services, and that those services keep pace with development, is a key objective of the Growth Management Act (GMA). This chapter looks at existing utilities, forecasted utility needs, and strategies for making sure Mukilteo continues to properly balance growth with concurrent provision of services.

## OVERVIEW

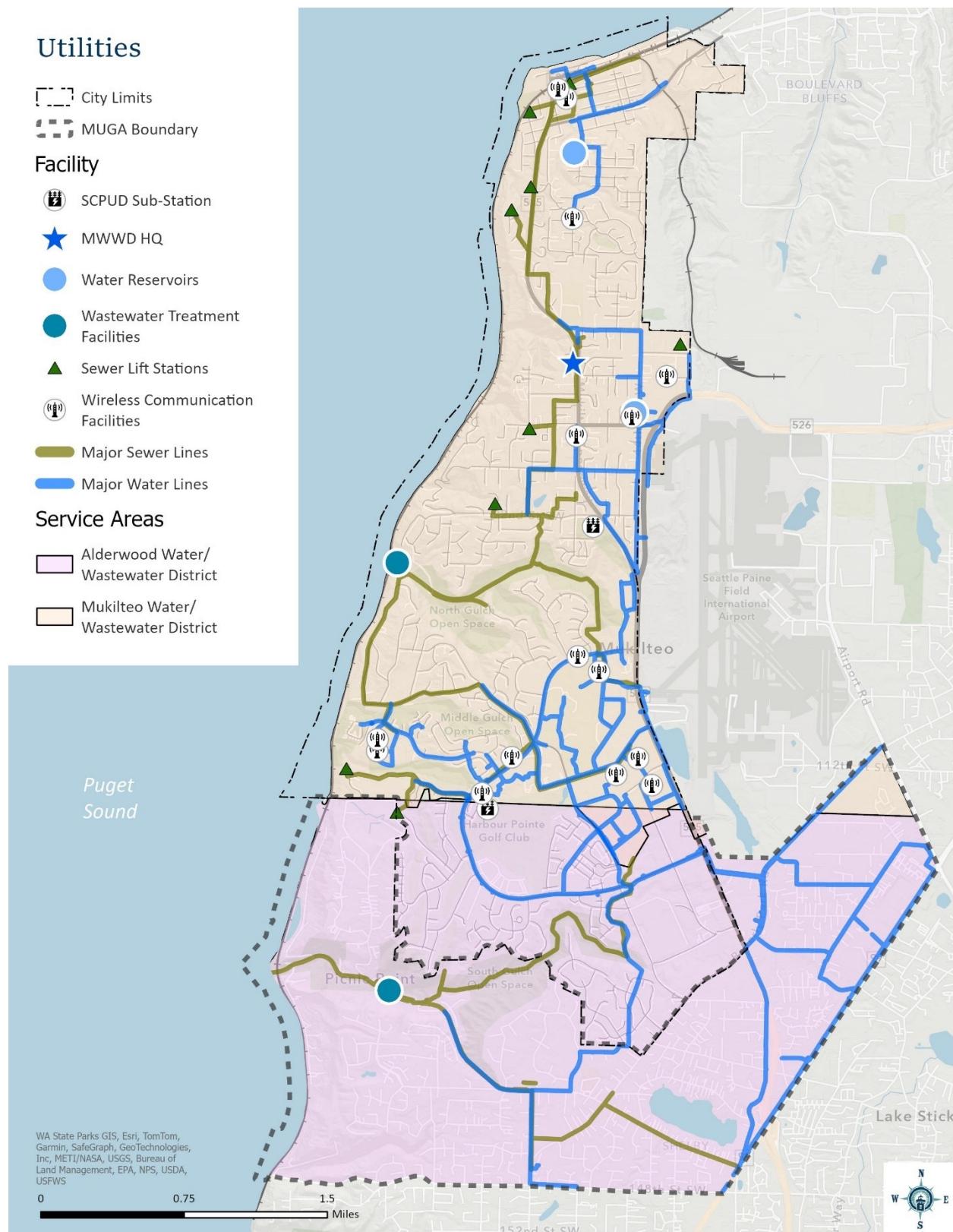
Utilities available in Mukilteo include water, sanitary sewer, electricity, stormwater, natural gas, and telecommunication (telephone, cable, internet). The City of Mukilteo only manages the surface water utility. All other utilities are managed by other providers. Since most services are managed by other providers, balancing infrastructure and growth requires effective collaboration.

Utility Providers Serving Mukilteo		
	Water	Mukilteo Water & Wastewater District
		Alderwood Water & Wastewater District
	Sewer	Mukilteo Water & Wastewater District
		Alderwood Water & Wastewater District
	Electricity	Snohomish County PUD
	Natural Gas	Puget Sound Energy
	Telecommunication	Various
	Surface Water	City of Mukilteo

Utilities are an essential, though sometimes unattractive, component of urban development. Much of Mukilteo is serviced by overhead power lines which have a negative impact on aesthetics but are costly to move underground. Other utilities such as electrical substations, stormwater ponds, sewer treatment facilities, water tank reservoirs, and cellular facilities need to be above ground for practical reasons, but screening can minimize their aesthetic impact.

Infrastructure is expensive. Regular inspection and maintenance are essential for protecting utility investments and keeping them in good working order. Finding ways to reduce demand is also critical to keeping costs low and service sustainable for future development and a growing population. Existing services go farther when individuals and organizations partner on conservation efforts.

Figure 29: Utility Overview



## WATER AND SEWER

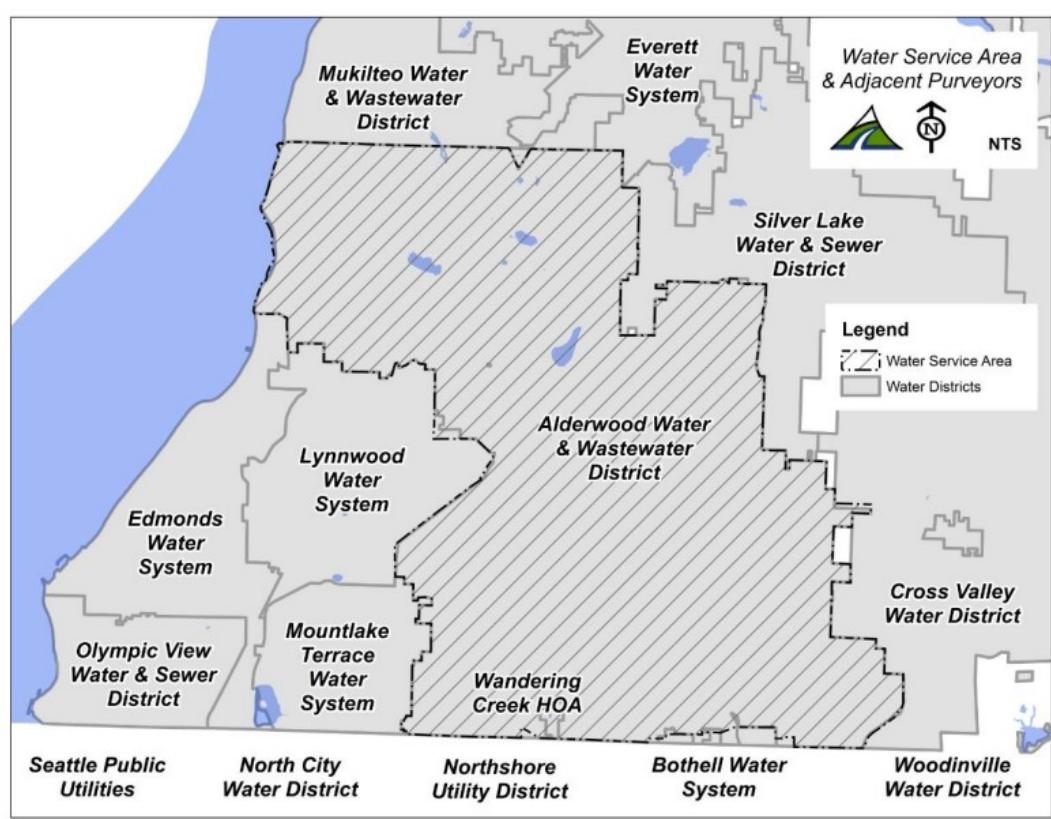
Alderwood Water & Wastewater District and Mukilteo Water & Wastewater District both provide water and sewer service within city limits. See service area maps. The boundaries between the two districts are well established and no changes are anticipated.

The use of septic systems for wastewater disposal in the city has decreased over the years. However, there are still several customers in the northern half of the city on septic systems. While most have access to connect to sewer, some locations (e.g., end of Webster Street) would require a sewer extension or are unable to be served via gravity (e.g., Naketa Beach). While all properties in the city have access to potable water service, water lines may need to be upgraded or extended to serve new development and meet current fire standards.

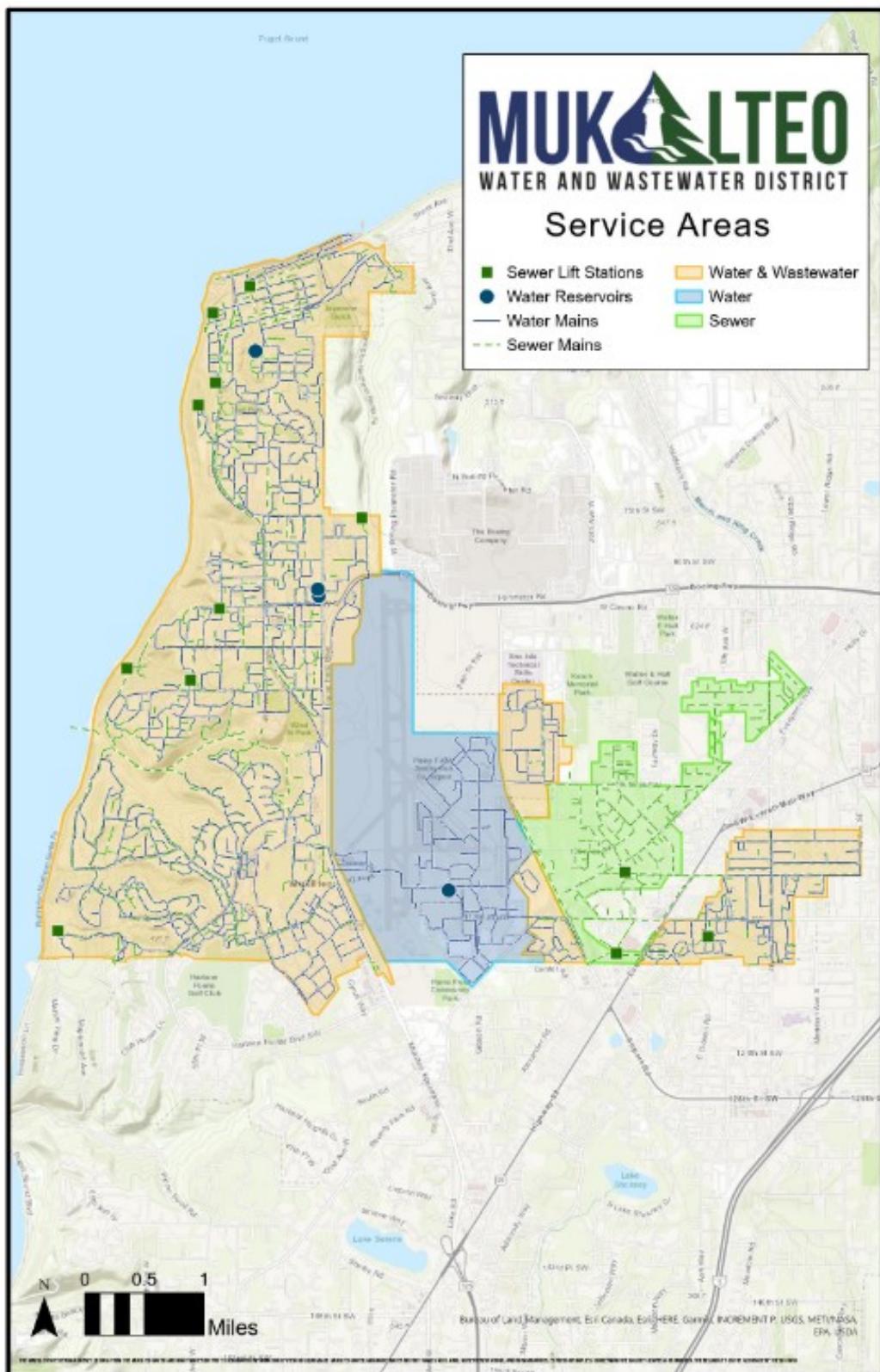
Alderwood Water & Wastewater District last updated their [comprehensive plans](#) in 2018 and is planning an update in the near future. They are confident the system has adequate capacity today and that they are appropriately planning to maintain adequate capacity for the future.

Mukilteo Water & Wastewater District uses their own comprehensive plans to help plan for future growth within our service area. They last updated their [comprehensive plan for water service](#) in 2016 and their [plan for sewer service](#) in 2018. They are planning a 2025 update for the water plan and a 2026 update for the sewer plan.

*Figure 30: Alderwood Water & Wastewater District Service Area*



**Figure 31: Mukilteo Water & Wastewater District Service Area**



## ELECTRICITY

Snohomish County Public Utility District (PUD) provides electric service to Mukilteo. They have a 2,200 square mile service area with 6,697 miles of electric lines serving all of Snohomish County and Camano Island.

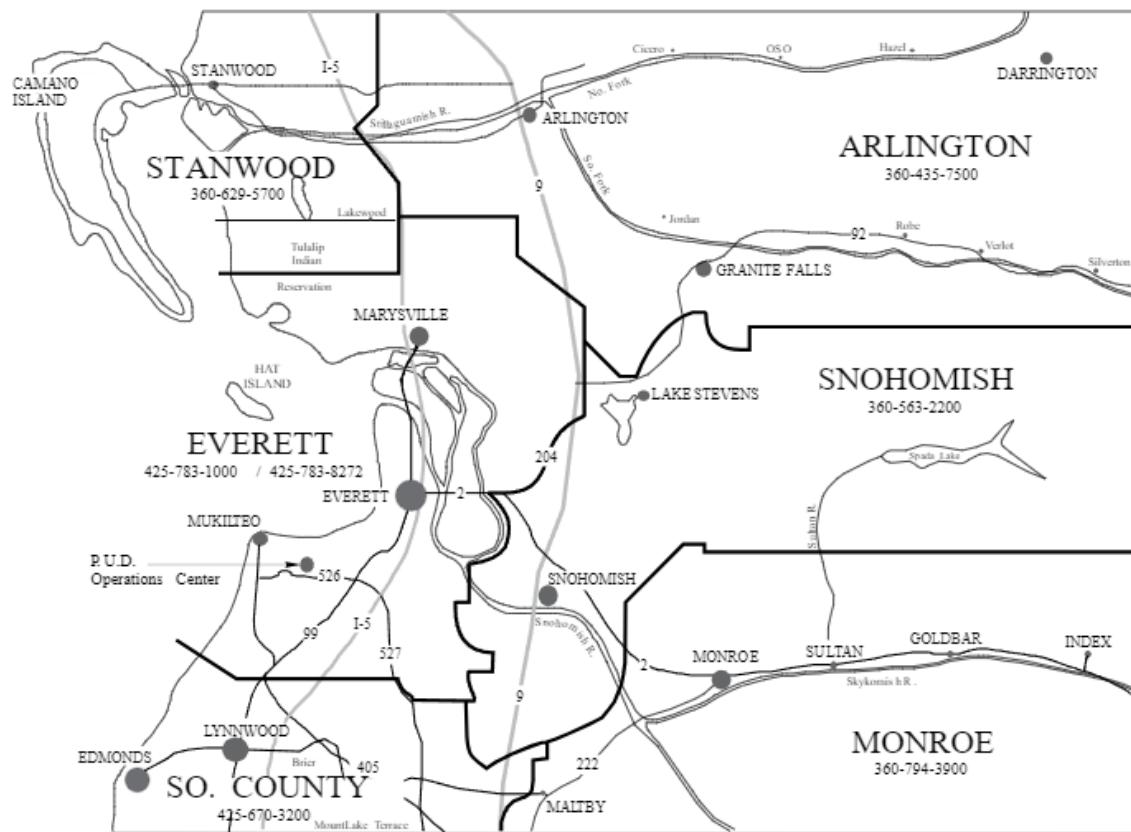
Snohomish County PUD is the largest PUD in Washington State, the second largest publicly owned utility in the Pacific Northwest, and the 12th largest in the nation in terms of customers served.

Snohomish County PUD's [2023-2027 Strategic Plan](#) identifies five strategic priorities:

1. Bolster operational reliability and resiliency
2. Evolve and enhance customer experiences
3. Actively help communities thrive
4. Build a sustainable future with our communities
5. Create the culture and capabilities needed for the future

The [Strategic Plan](#) recognizes that electrification of transportation, heating, and industry will increase and change energy use. The plan acknowledges the operational complexities associated with climate change and the regional shift towards clean energy. Snohomish County PUD is planning for the new and upgraded infrastructure required to make electricity available whenever and wherever needed.

*Figure 32: PUD Service Area Boundary Map*



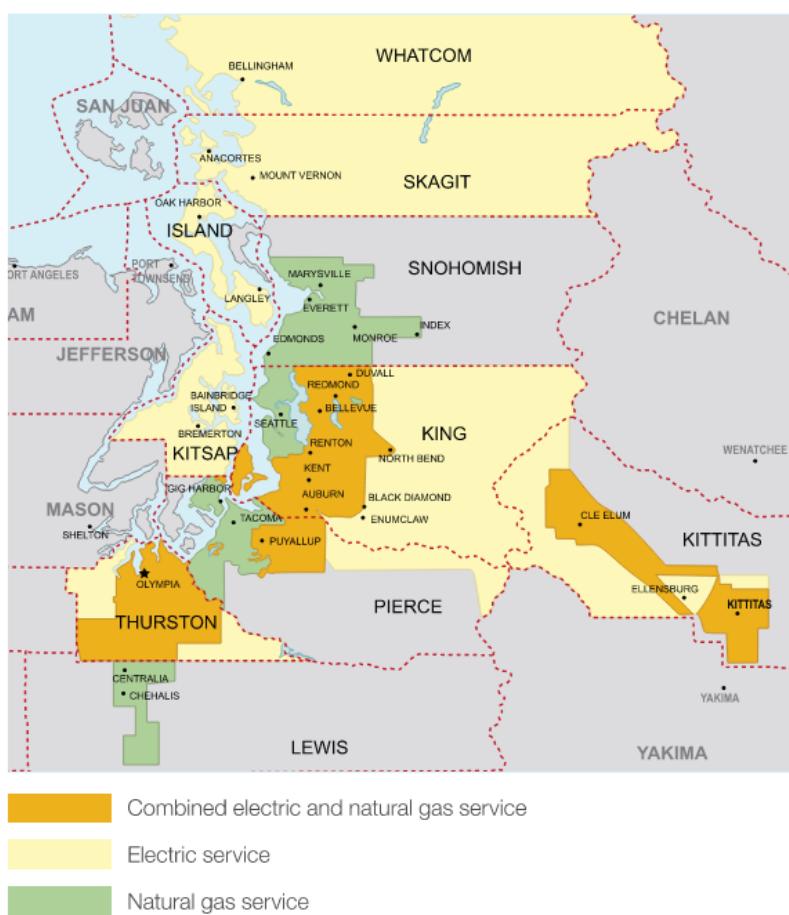
## NATURAL GAS

Puget Sound Energy (PSE) provides natural gas services to 5,900 metered customers in Mukilteo.

Most of the gas comes from producers and marketers in British Columbia and Alberta; the rest comes from Rocky Mountain states.

When PSE takes possession of the gas from its supplier, it is distributed to customers through PSE-owned natural gas mains and service lines. PSE operates and maintains approximately 1.9 miles of high pressure main, four district regulators, and 78 miles of intermediate pressure main within the City of Mukilteo.

*Figure 33: Puget Sound Energy (PSE) Service Areas*



PSE's delivery system is modified every year to address customer growth, load changes, right-of-way improvements, and pipeline integrity issues. PSE has several energy conservation programs ranging from technical assistance and information to referrals and financial assistance.

PSE uses corrosion control mitigation systems and annual monitoring to prevent pipe damage. Ongoing system integrity work in Mukilteo may include replacement of DuPont manufactured polyethylene piping and qualified steel wrapped intermediate pressure main and service piping. Ongoing pipe investigations throughout the city will determine the exact location of replacement or repair needs.

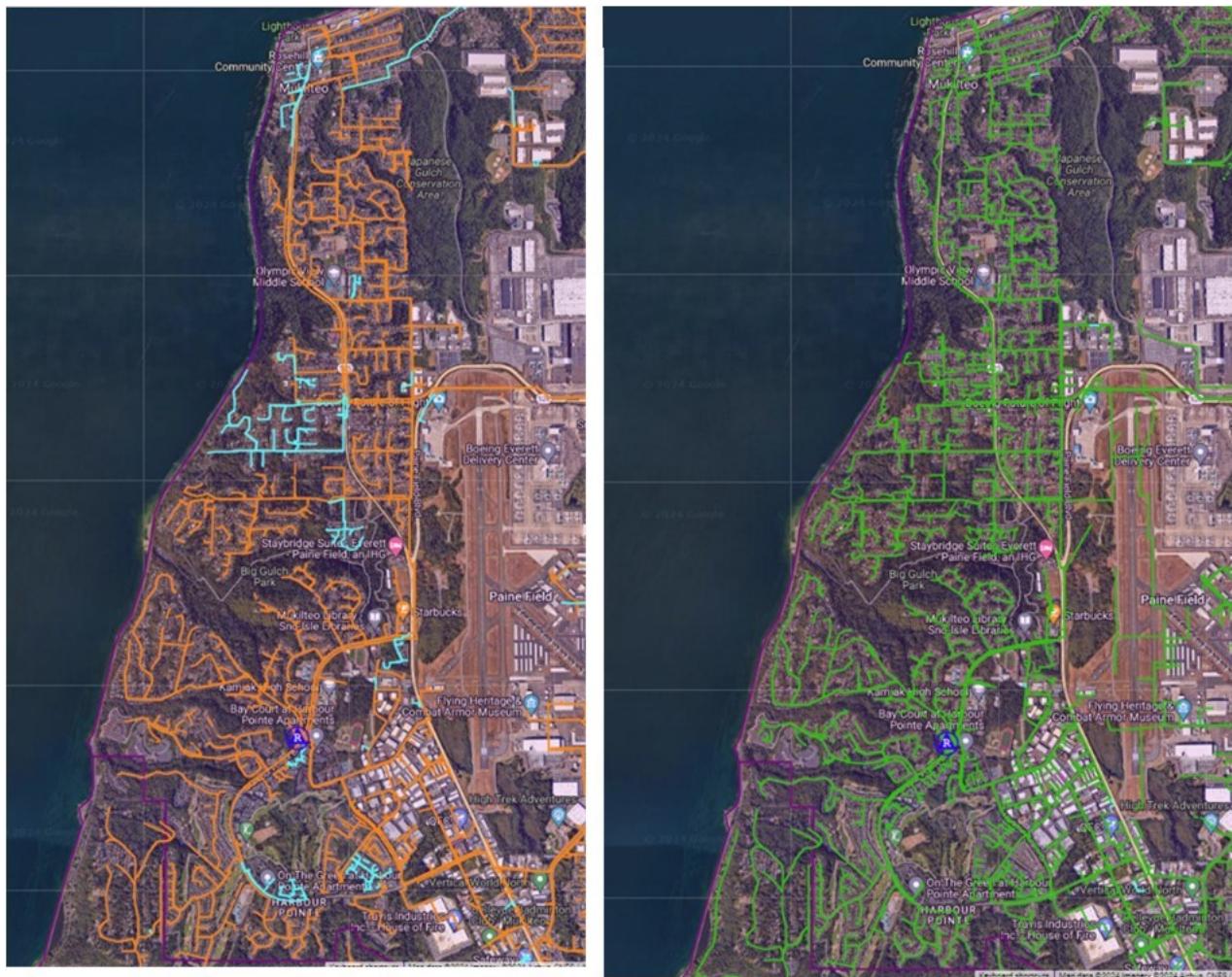
## TELECOMMUNICATIONS

There are several cable, phone, and internet providers serving Mukilteo.

As we become more reliant on wireless networks for daily communication and functions, there is a growing need for antennas and towers. Colocation, height limits, and creative concealment (e.g., camouflaging, interactive artwork) can reduce the visual impacts.

Telecommunications technology and norms have changed considerably over the past decades and are likely to continue to change over the next twenty years. Facilitating the development and delivery of reliable and current technologies to businesses and residents will help maintain Mukilteo's reputation as a great place to live and work.

*Figure 34: Ziply's Existing Fiber (Orange) and Copper (Green) Networks*



## SURFACE WATER

While all other utilities come from outside providers, the City of Mukilteo operates our own Surface Water Utility. Surface and stormwater management is essential as the frequency and intensity of flood and storm events increases. Good management of this utility affects all others – protecting infrastructure and resources from the extensive damage flooding and storm events can cause.

The city routinely updates its [Surface Water Comprehensive Plan](#) to communicate how Mukilteo's Surface Water Utility operates and maintains surface and stormwater infrastructure to reduce localized flooding, reduce impacts from stormwater on steep slopes, and protect water quality for the residents and business owners in Mukilteo. The plan was updated in 2024.

Mukilteo is committed to managing our surface water in ways that:

- Reduce damage to property
- Prevent threats to human health and safety
- Use best management practices
- Encourage low impact development design
- Protect and restore the health of water bodies
- Preserve vegetation, streams, and wetlands that aid in stormwater management
- Minimize the impact of drainage, flooding, and stormwater run-off
- Collect rates adequate to finance utility operations
- Comply with city, state, and federal regulations

Surface water management seeks to protect natural resource assets (such as trees, streams, and wetlands) that convey, slow down, and remove pollutants from surface and stormwater runoff to reduce the need and expense of providing supplementary, constructed infrastructure to effectively mimic those natural systems functions. There are 14 watersheds, 16 miles of stream channel, and 117 acres of wetlands fully or partially within Mukilteo city limits. An inventory of the constructed infrastructure (e.g., catch basins, detention ponds, vaults, swales, ditches and pipes) is included in the [Surface Water Comprehensive Plan](#).

Most city-owned and private stormwater facilities such as ponds, vaults, and biofiltration swales are inspected annually. Catch basins are inspected every two years and cleaned when needed. In addition, the city inspects and maintains 75 miles of pipes, 6 miles of ditches, and 174 outfalls to ensure the system is functioning properly. We also do erosion control inspections for new development and business source control inspections. We manage a street sweeping program and snow/ice control program to reduce stormwater impacts associated with street runoff. We respond to spills when needed. Our inspection and maintenance programs keep our assets functioning properly, and provide condition data to inform repair, replacement, and long-term maintenance needs.

These actions keep us in compliance with our National Pollutant Discharge Elimination System (NPDES) Phase II Permit, administered by the Washington State Department of Ecology under the Federal Clean Water Act.

Figure 35: Mukilteo Watershed Subbasins

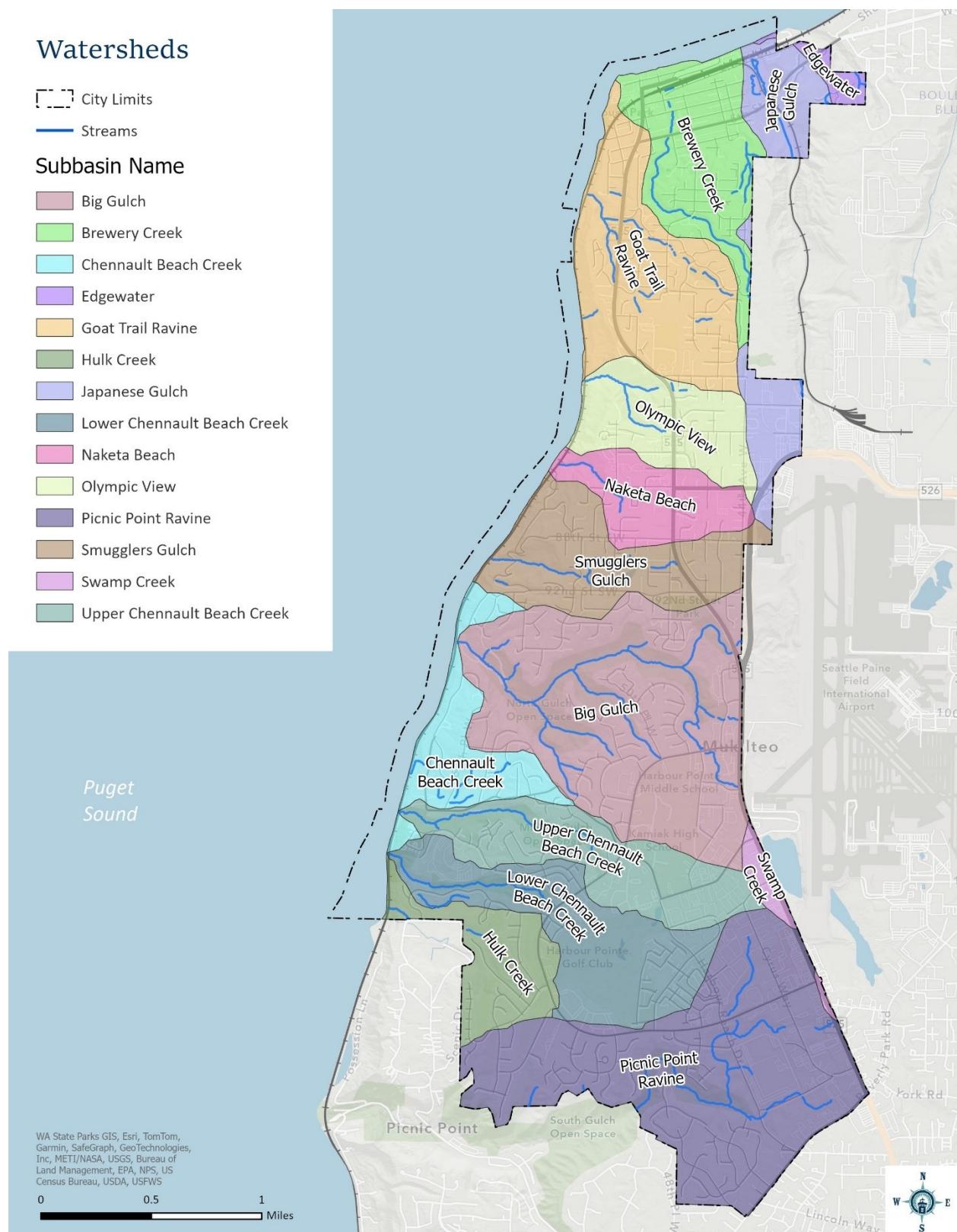
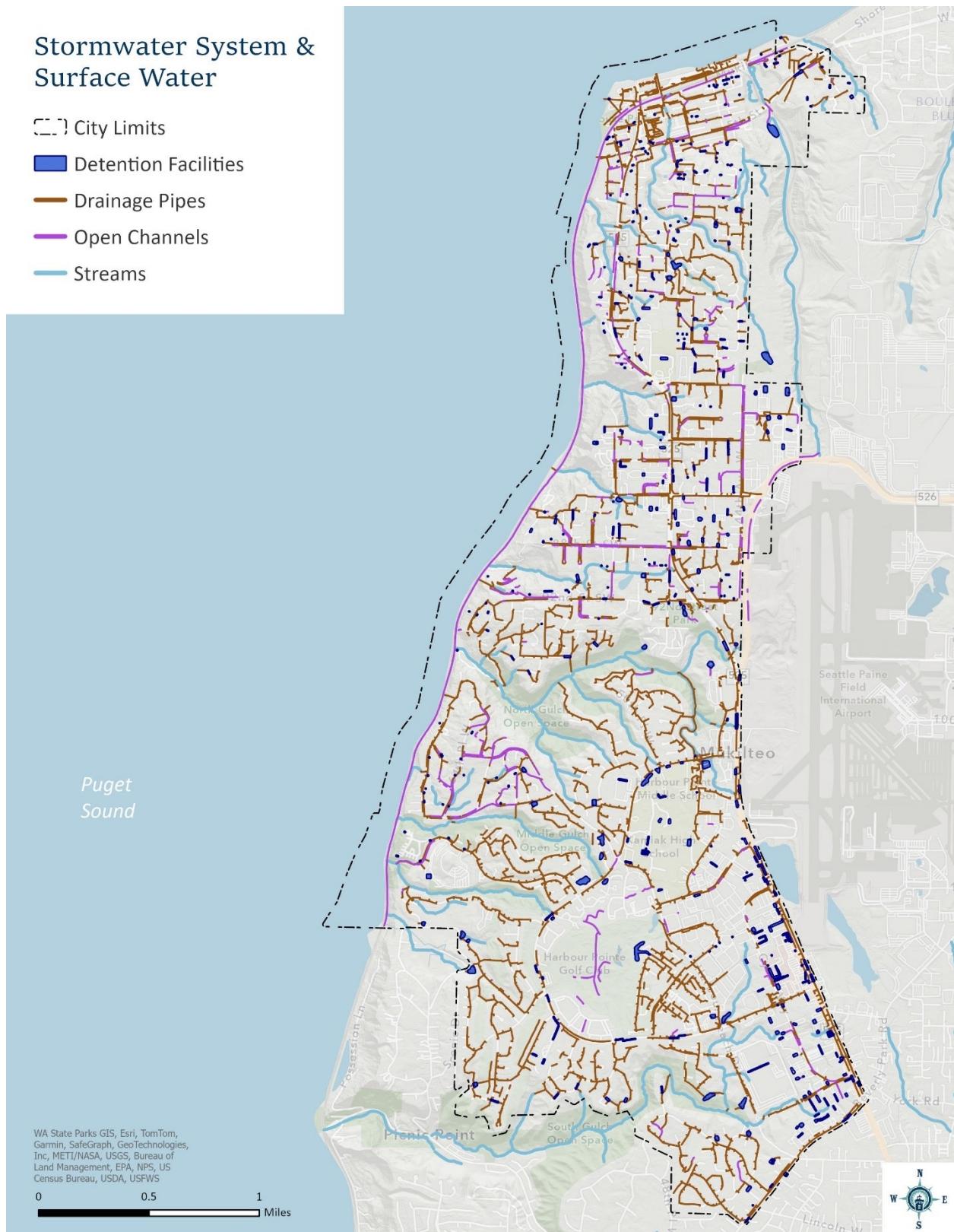


Figure 36: Mukilteo Stormwater Infrastructure



## UTILITY GOALS AND POLICIES

### **Goal U.1: Provide reliable, safe, and sufficient utility service throughout the city.**

- U.1.1: Place all water, sewer, and surface water infrastructure on private property into easements to facilitate inspection and maintenance.
- U.1.2: Extend sewer lines to all areas of the city; require new development to connect to sewer system or be fit with dry sewers in anticipation of connection.
- U.1.3: Send development applications to the applicable Water & Wastewater District to solicit feedback and ensure adherence to developer extension standards.
- U.1.4: Improve – or partner with other providers to improve – systems and efficiencies, including those required to maintain City fire protection rating or comply with state and federal requirements (e.g., NPDES).
- U.1.5: Facilitate the building, maintenance, and utilization of state-of-the-art communication technology and infrastructure and optimize service delivery to the business community.

### **Goal U.2: Leverage design solutions and behavior changes that make utilities more efficient and sustainable.**

- U.2.1: Consider and promote public and private programs to reduce solid waste, increase recycling, conserve water, and improve energy efficiency.
- U.2.2: Integrate low impact development, best management practices, and critical area protections as part of the city's overall surface water management strategy.
- U.2.3: Educate community on the importance of only discharging stormwater to the stormwater system and the community advantages provided by rain gardens and other low impact development practices.
- U.2.4: Regularly review and update the City of Mukilteo Surface Water Management Plan (or its equivalent) as needed to ensure the surface water management utility is effective and rates are adequate to finance the operation of the utility.

### **Goal U.3: Minimize the visual and environmental impacts of utilities.**

- U.3.1: Locate new power and telecommunication lines underground.
- U.3.2: Co-locate and conceal utilities where possible; use sight obscuring landscaping or fencing to minimize visibility when full building enclosure is not practical.
- U.3.3: Identify ideal locations for Wireless Communications Facilities (WCFs) that limit proliferation of WCFs but allow for good coverage.



# TRANSPORTATION

This chapter guides the development and management of transportation infrastructure to make sure Mukilteo has accessible, safe, and efficient transportation options for current and future residents.

While Mukilteo is an auto-dependent city now, the number of trips being done on foot, bike, or transit is expected to increase over the next 20 years. During this transition, Mukilteo should adopt guidelines and regulations that support development patterns that make a full range of transportation modes viable while accommodating the current reality that historic development patterns make a vehicle necessary for most trips.

Successful planning for Mukilteo's future requires coordinating with multiple regional entities to develop adequate infrastructure and implement demand management strategies both within and beyond city limits so that the system works for all users. It's essential that regional and state decision makers understand the unique transportation issues in Mukilteo and the way our facilities function.

## CURRENT CONDITIONS

Mukilteo has a unique and complex transportation landscape with a mix of facilities and regional players. Within or adjacent to the city limits are state highways (State Routes 525 and 526), a state ferry terminal (Mukilteo Ferry Terminal), a Sound Transit commuter rail station (Mukilteo Station), an international airport (Paine Field), and BNSF Railway tracks. While several forms of alternate transportation, including some high-capacity transit hubs, are located within the city, most daily trips occur in single occupancy vehicles.

Mukilteo's dependence on SR 525 to move people and goods cannot be overstated. It is the only uninterrupted north-south vehicular route through the entire city. Mukilteo's long and narrow shape – constrained by Puget Sound, Paine Field, and numerous gulches – limits development of optional transportation routes and effectively results in only five vehicular entryways into Mukilteo:

- From the north: Mukilteo-Clinton ferry and 5th Street (connecting to Everett)
- From the east: SR 526 and Beverly Park Road (connecting to Everett)
- From the south: SR 525

Mukilteo is an active community with recreational walkers out and about on neighborhood streets. Local streets and connectors can be a source of vehicle and pedestrian conflicts, and community members have expressed concerns with their use by drivers seeking alternatives to congested thoroughfares. Mukilteo developed the [Traffic Calming Program](#) to minimize these conflicts through education and infrastructure projects (such as restriping, vegetation management, and speed humps). The city partners with neighborhood residents to share the cost of such measures.

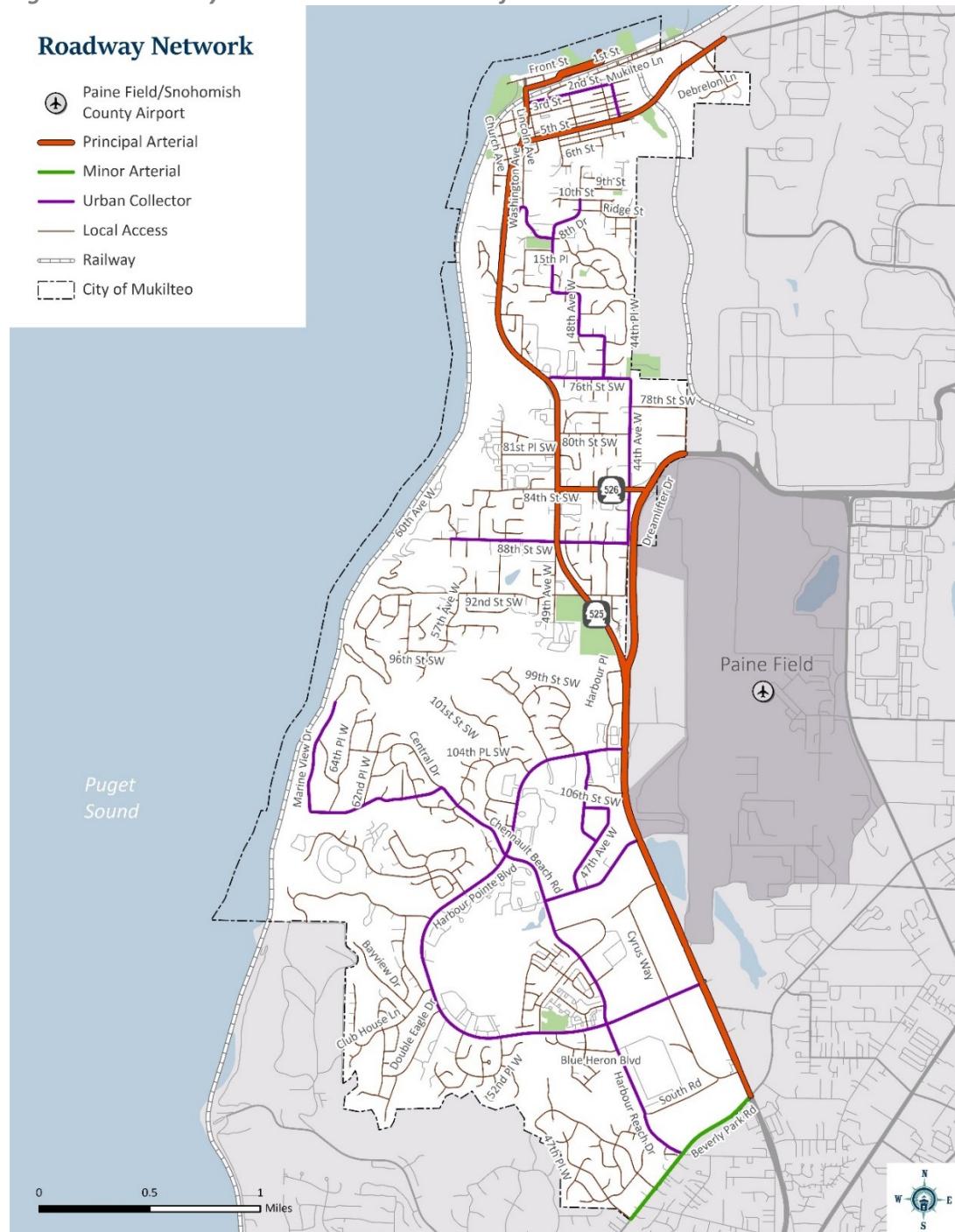
### Road Network

The city has approximately 85 miles of roads classified by type:

- Local access
- Urban collector
- Minor arterial
- Principal arterial

Most of Mukilteo's roads are local access, approximately 12 miles are urban collectors, and 9 miles are classified as arterials. State facilities, including SR 525 and 526, make up approximately 7 miles of the network and are classified as principal arterials.

Figure 37: Roadway Network and Street Classifications



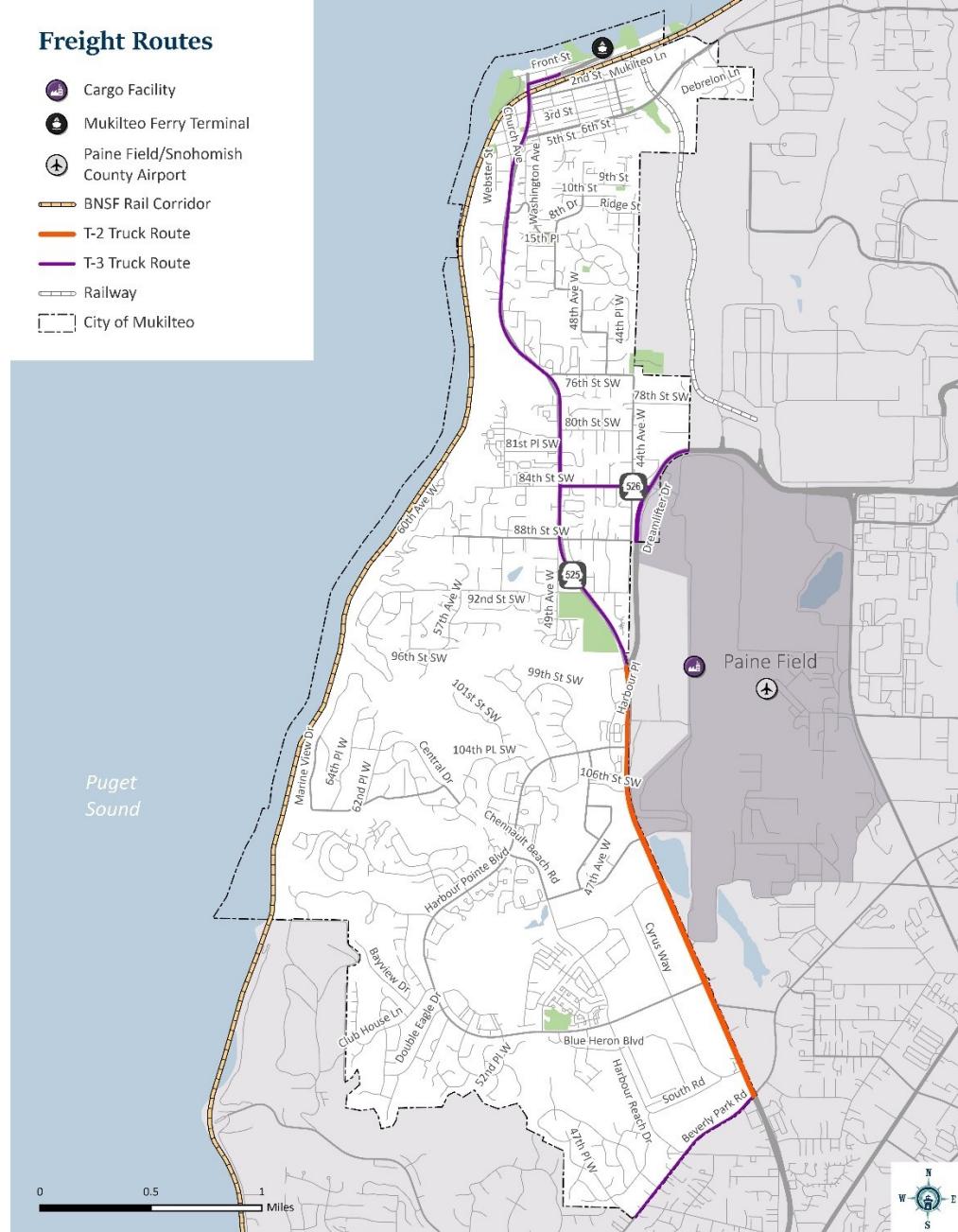
Source: City of Mukilteo, 2024.

Washington State Department of Transportation (WSDOT) classifies roadway corridors using the [Freight and Goods Transportation System](#) (FGTS), which is based on annual freight tonnage. Tier 3 routes in Mukilteo include:

- SR 526
- SR 525 from Mukilteo Ferry Terminal to Harbour Boulevard
- Portion of 84<sup>th</sup> Street SW connecting SR 525 and SR 526

SR 525 is a Tier 2 route from Harbour Boulevard to the southern city limit.

**Figure 38: Freight Route Classifications**

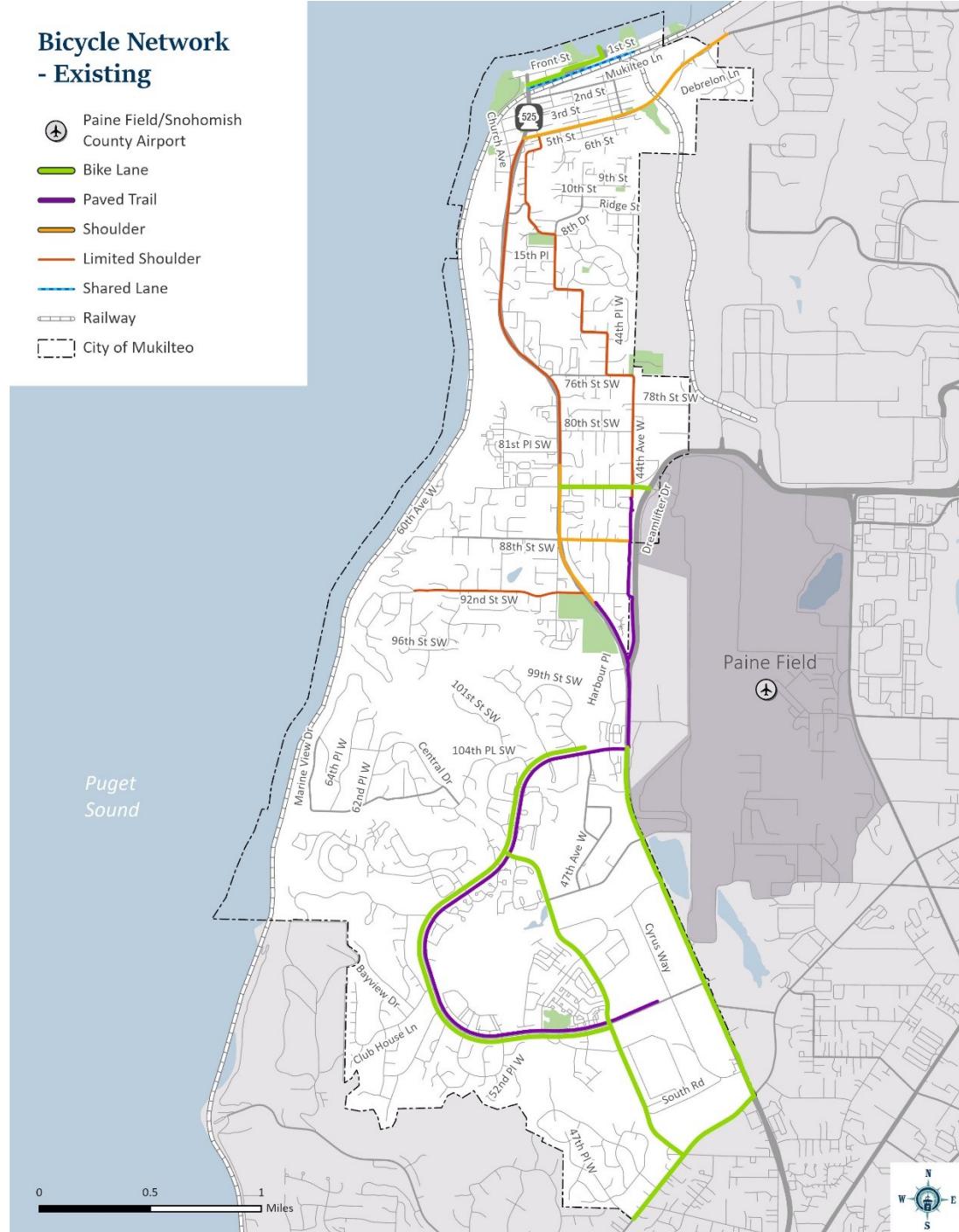


Source: WSDOT, 2024.

## Bike Network

The City of Mukilteo has been working to expand our bike network to provide safe and comfortable routes for bicycle riders of varying skill and interest levels. We currently have bicycle facilities on approximately 20 linear miles of roadway. This is a combination of bike lanes (nine miles), paved trails (one mile), and road shoulders and shared lanes.

*Figure 39: Existing Bike Network.*

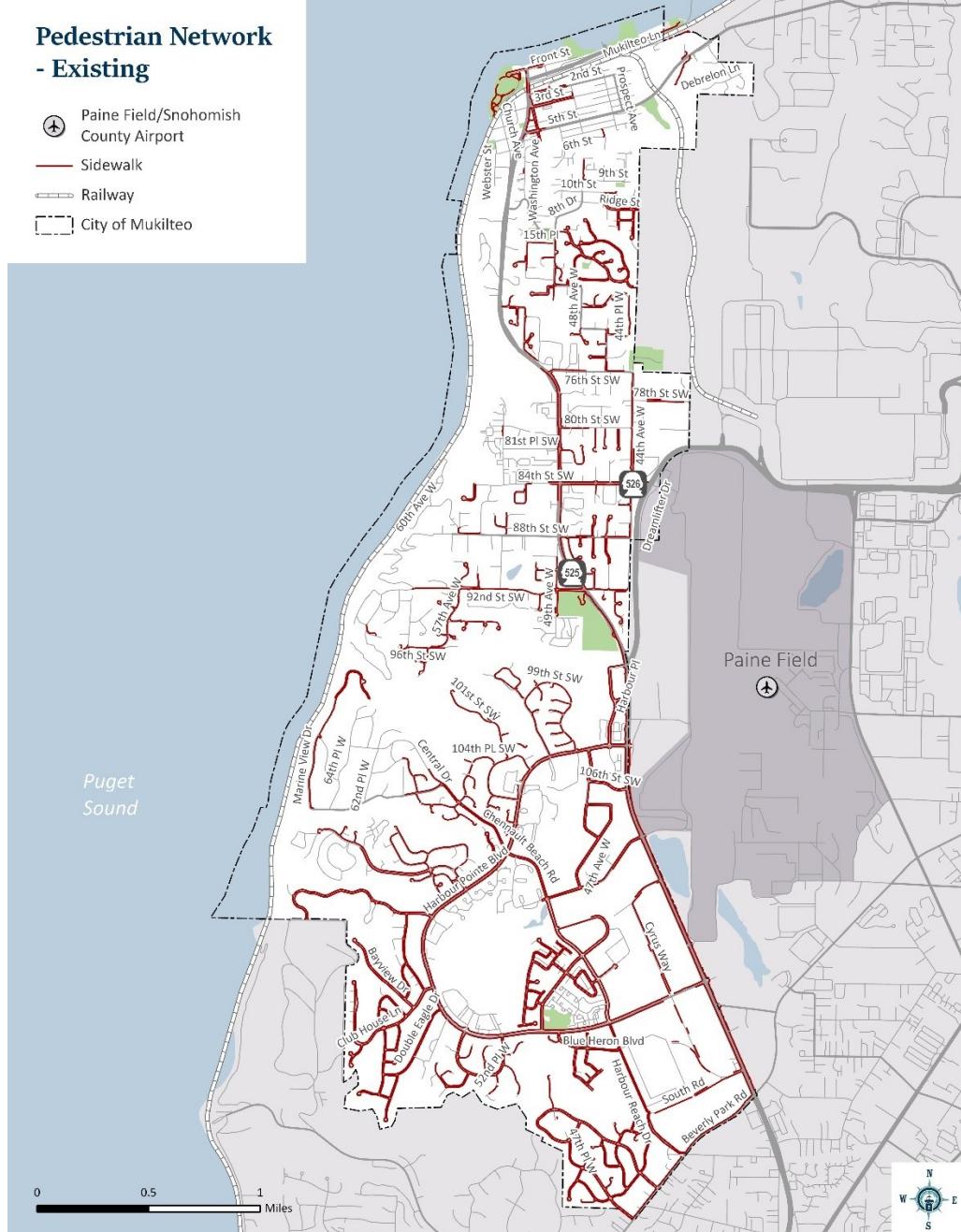


Source: City of Mukilteo, 2024.

## Pedestrian Network

Mukilteo has approximately 70 miles of sidewalks covering almost 56 miles of the road network. Although most streets within the city have sidewalks, the city's pedestrian network lacks a north-south corridor from the waterfront to the southern city limit. Pedestrian connectivity is hindered by SR 525, which community members have identified as uncomfortable to walk along and challenging to cross at many points along the corridor.

**Figure 40: Existing Sidewalk Network**



Source: City of Mukilteo, 2024.

## Transit Network

A robust transit system supports an inclusive and equitable community by making sure all residents and employees can access essential services and opportunities, regardless of background or circumstance.

Community Transit, Everett Transit, and Sound Transit operate rail and bus service in the city. Washington State Ferries operates ferry services. Community Transit currently runs four bus routes that connect Mukilteo to surrounding Puget Sound cities and Seattle. Everett Transit runs Route 18, connecting Everett to the Mukilteo Ferry Terminal. All routes in the city primarily operate on weekdays except for Community Transit's Route 113, which runs all week. Altogether, these routes serve around 100 bus stops in the city.

Sound Transit's stop at Mukilteo Station has two southbound trips in the morning, and two northbound trips in the evening. No service is provided on regular weekends. Although a valuable resource for commuters to specific locations, the limited frequency does not allow for many other types of trips.

The Mukilteo Ferry terminal opened at a new location on the waterfront in December 2020. The new location had minimal impact on travel patterns due to its close proximity to the previous terminal. In 2022, the ferry served approximately 3.4 million riders. The City of Mukilteo continues to monitor transportation needs adjacent to and around the Ferry Terminal, including along Mukilteo Lane.

Transit Routes in Mukilteo			
Route	Operator	Destination	Service Description
107	Community Transit	Lynwood to Seaway Transit Center	Every hour during weekday mornings
113	Community Transit	Mukilteo to Lynwood Transit Center	Every hour off peak and every 30 minutes during peak hours
417	Community Transit	Mukilteo to Seattle	Every hour during peak hours
880	Community Transit	Mukilteo to Northgate Station	Every 30 minutes during peak hours
18	Everett Transit	Mukilteo Ferry Terminal to Everett Station	Every hour during peak hour
N Line	Sound Transit	Seattle to Everett	Twice in AM and PM during on weekdays
Clinton Ferry	Washington State Ferries	Mukilteo to Clinton	Every 30 minutes all day

Sources: Community Transit, 2024; Everett Transit, 2024; Sound Transit, 2024; Washington State Ferries, 2024.

## Road Safety

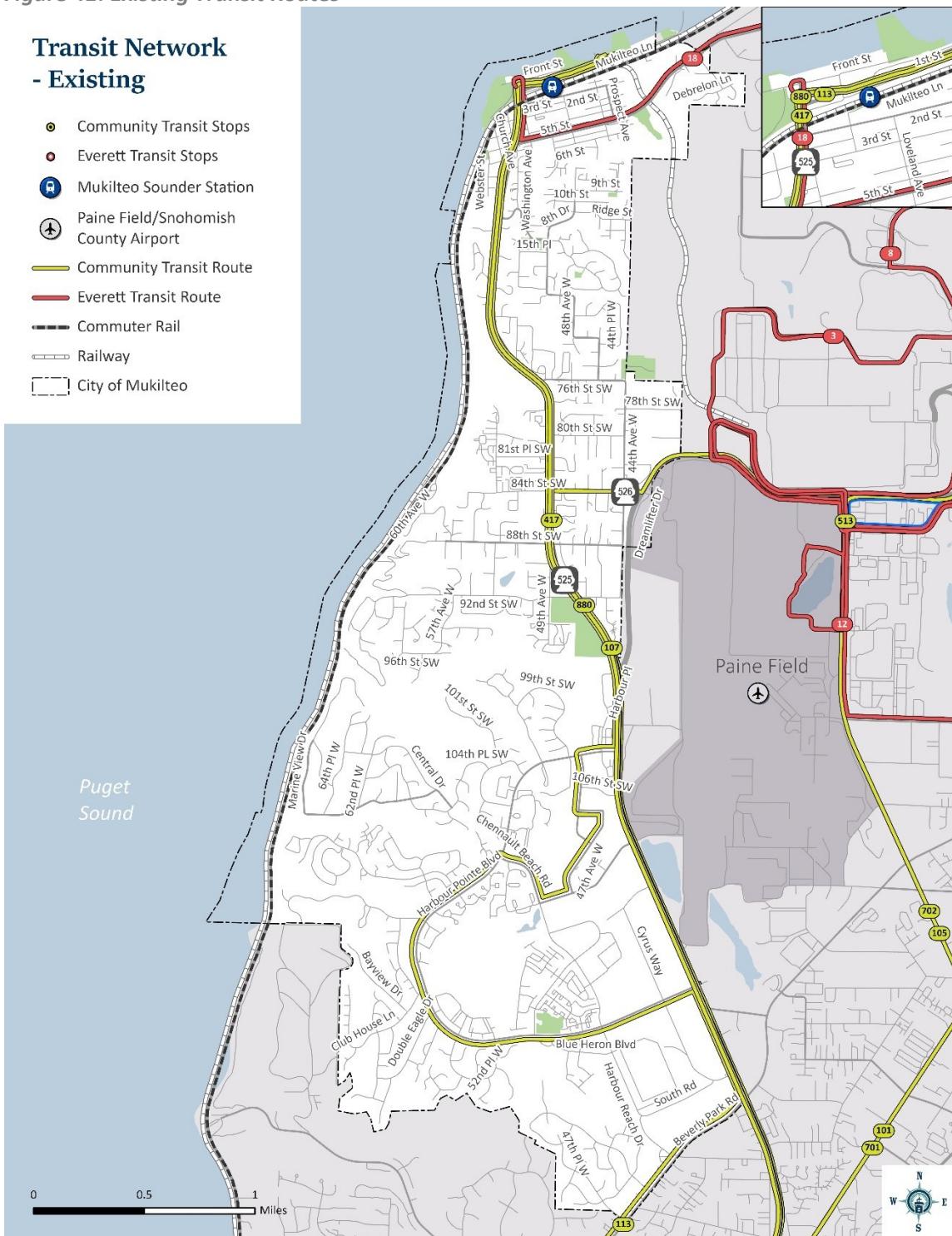
Collision data was obtained from WSDOT to identify overall collision trends throughout the city. Although SR 525 is controlled by WSDOT, it was included in the collision summary because it is a central at-grade thoroughfare in Mukilteo. Between January 2018 and December 2022, 979 collisions were reported on streets in Mukilteo. Of these collisions, 30 (3% of total collisions) involved pedestrians or bicyclists and 262 (27% of total collisions) resulted in injuries. 20 collisions resulted in serious injuries. No collisions were reported to involve fatalities.

State Route 525 had the highest density of collisions and was the location of half of the serious injuries recorded. The highest collision densities were observed at the SR 525/Beverly Park Road and SR 525/Harbour Point Boulevard SW intersections.

**Figure 41: Existing Transit Routes**

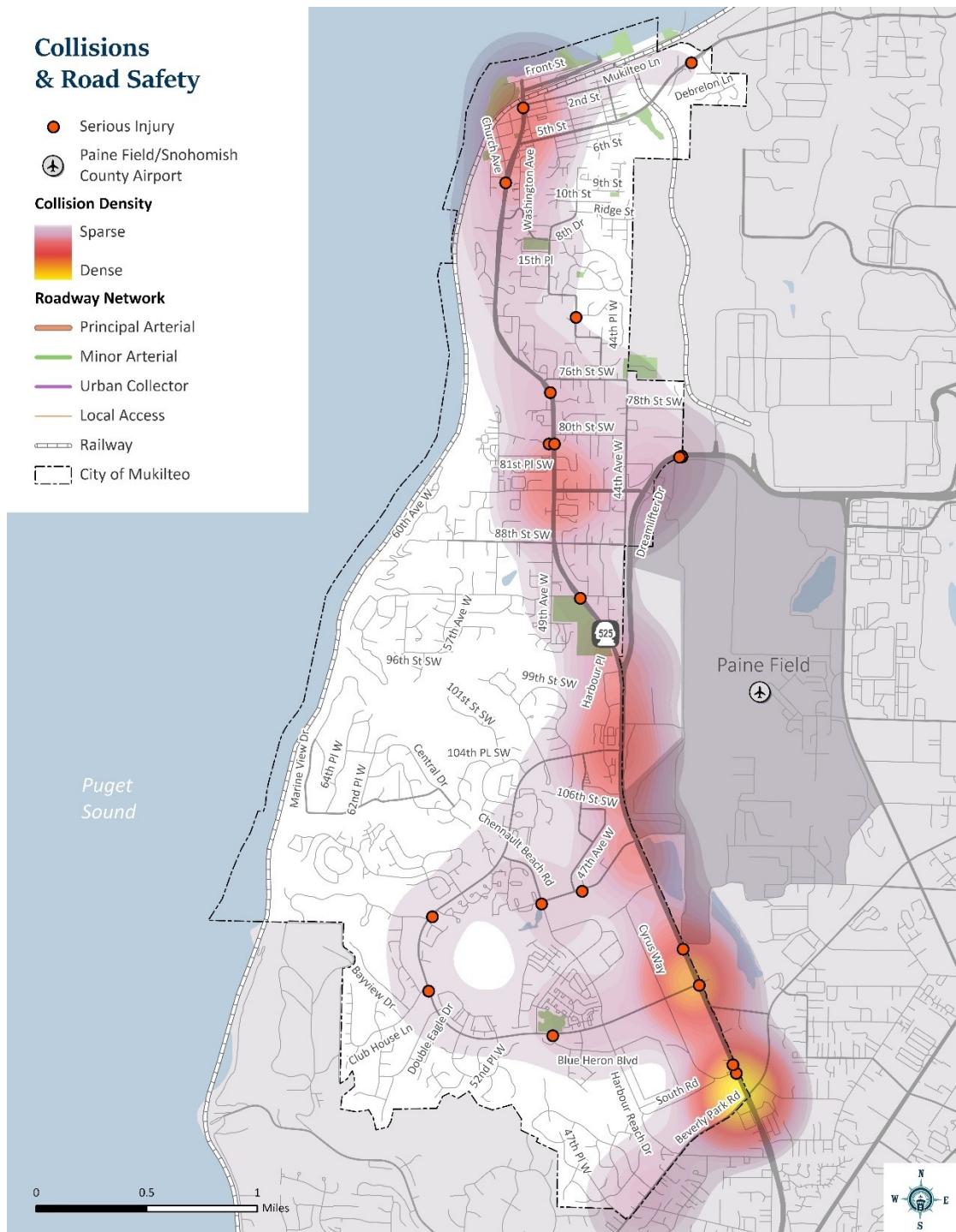
## Transit Network - Existing

- Community Transit Stops
- Everett Transit Stops
-  Mukilteo Sounder Station
-  Paine Field/Snohomish County Airport
-  Community Transit Route
-  Everett Transit Route
-  Commuter Rail
-  Railway
-  City of Mukilteo



Source: Community Transit, 2024. Everett Transit, 2024.

Figure 42: Collision Density and Collisions Involving Serious Injuries (2018-2022)



Source: WSDOT, 2023.

## Demographics

The maps in the introduction of this document show the geographic distribution of:

- People of Color
- Households with Limited English Proficiency
- People Under 18 Years of Age
- People Over 65 Years of Age
- People with a Disability
- Low-Income Households (Below the Federal Poverty Line)
- Workers Earning \$1,250 Per Month or Less

When making decisions, the city should prioritize investments that could improve equitable mobility access, such as prioritizing pedestrian and bike infrastructure in areas most likely to serve non-drivers and advocating for transit improvements to serve areas where low paying jobs are concentrated and employees may be more reliant in affordable transportation options.

## CONCURRENCY

A key goal of the Growth Management Act is concurrency – ensuring that transportation infrastructure can meet the demands of new development. This generally requires transportation improvements to be installed at the time of development or financial commitments put in place to complete improvements within six years.

### Existing Level of Service (LOS) Standards

Historically, Mukilteo has evaluated concurrency as it relates to vehicle congestion as level of service (LOS). Traffic LOS is a concept used to describe traffic operations from the driver's perspective, defined by intersection delay in seconds. Grades range from A to F, with LOS A having no congestion and little delay and LOS F having substantial congestion and delay.

LOS grades are defined by the 6th Edition Highway Capacity Manual (HCM) methodology, which measures delays differently for different types of intersections. Signalized intersections and all-way stops grade LOS based on the average delay for all vehicles entering the intersection. Two-way stop-controlled intersections grade LOS based on the delay from the most congested movement.

		Vehicle LOS Definitions		
Level of Service		Description	Signalized Intersection Delay (seconds)	Unsignalized Intersection Delay (seconds)
A	Free-flowing conditions		≤ 10	0-10
B	Stable flow (slight delays)		>10-20	>10-15
C	Stable flow (acceptable delays)		>20-35	>15-25
D	Approaching unstable flow (tolerable delay)		>35-55	>25-35
E	Unstable flow (intolerable delay)		>55-80	>35-50
F	Forced flow (congested and queues fail to clear)		>80	>50

Source: Highway Capacity Manual (HCM), 6th Edition

Highway Capacity Manual (HCM), 2000

The city implements capacity-increasing projects as needed to prevent LOS levels from dropping to unacceptable levels.

City of Mukilteo Vehicle LOS Standards	
Street/Intersection Type	Level of Service
Principal	E
Minor Arterial	E
Collector	D
Local	D

The city requires new development to pay for its proportionate share of the cost of infrastructure improvements necessary to accommodate growth and mitigate project-specific impacts. This generally takes the form of Transportation impact fees together with construction of new or improved facilities. If a project can't mitigate traffic impacts, that is grounds for denial.

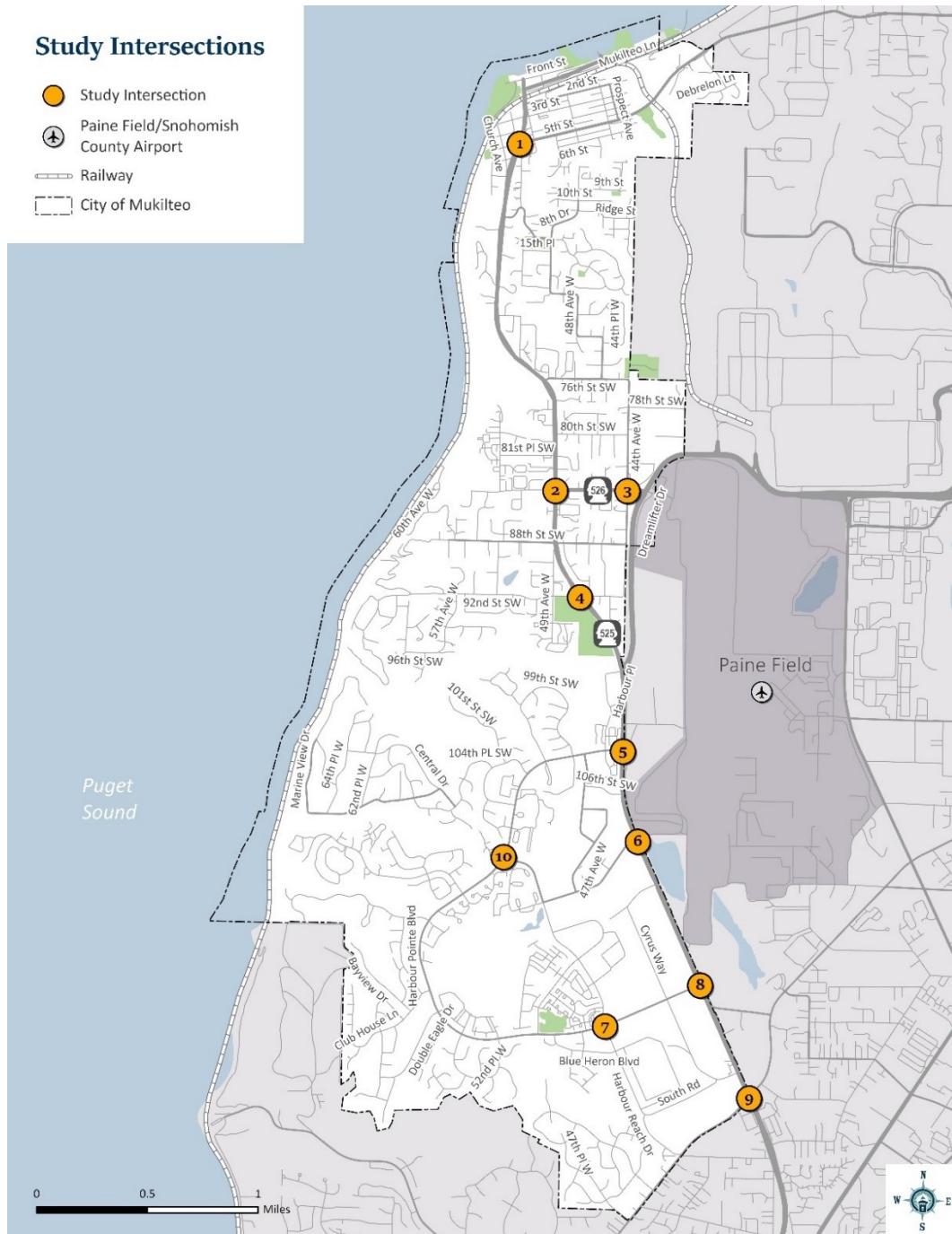
WSDOT maintains their own LOS standard for intersections along state routes and interstates, such as SR 525 (LOS D) and SR 526 (LOS D). Highways of Statewide Significance (including SR 525 and SR 526) are excluded from concurrency requirements. The city may not deny development based on impacts to SR 525 or SR 526.

While the city evaluates development projects for traffic impacts and consistency with concurrency standards, it's important to note that Mukilteo's most significant impacts come from sources other than city-based development.

## Existing Conditions

Existing Level of Service (LOS) was calculated using volumes collected in February 2024 during the PM peak hour (4 pm to 6 pm) at 10 intersections. The following map and table show which intersections were measured. The summary table shows that all study intersections meet the city's LOS standards.

**Figure 43: Study Intersections**



Source: Fehr & Peers

### Existing Vehicle LOS

	Intersection	LOS	Delay (seconds)
1	SR 525 & 5th Street	B	18
2	SR 525 & 84th Street SW	C	25
3	44th Ave W & 84th Street SW	B	15
4	SR 525 & 92nd Street SW	B	12
5	SR 525 & Harbour Pointe Blvd	D	47
6	SR 525 & Chennault Beach Rd	C	25
7	Harbour Reach Drive & Harbour Pointe Blvd SW	D	43
8	SR 525 & Harbour Pointe Blvd SW	C	32
9	SR 525 & Beverly Park Rd	E *	<b>58 *</b>
10	Harbour Pointe Blvd & Chennault Beach Rd	B	13

Source: Fehr & Peers, 2024.

\* **Intersection does not meet WSDOT standards.**

## Multimodal Level of Service

The City of Mukilteo is committed to expanding the multimodal network to provide people options for how to get around comfortably. As part of this update, the city is moving toward [measuring level of service from a multimodal perspective, rather than just considering vehicles](#).

The city plans to establish a multimodal level of service concurrency program and revise its impact fee program list to incorporate multimodal projects that advance the City's vision for safe and comfortable travel across all mode. Using a multimodal level of service (MMLOS) will allow the city to balance driver needs with the needs of pedestrians, bicyclists, and transit riders.



In 2017, the city published our [By the Way \(BTW\) Plan](#). It was an ambitious and aspirational plan that captured the city's vision for our future bike, pedestrian, and transit network. See the map from that plan to the left. It represents a connected system where people can access multiple modes of transportation. The BTW Plan serves as the basis for our multimodal level of service networks. The city plans to do a community-based review and update of that plan in 2026.

This comprehensive plan builds off the community conversations and input that went into the BTW Plan. Twenty-two of the 70 potential projects identified in that plan have been identified as priority projects for construction by 2044 based on feasibility, community support, and gaps that would most improve safety and connectivity. These prioritized projects are shown on the following table and reflected in the map of the city's future bike and pedestrian network.

The city's future transit network is expected to be similar to the existing network, with slightly adjusted service allocations and alignments. As part of the Sound Transit expansion, routes in Mukilteo will be re-aligned to integrate with and expand frequent connections to future Light Rail stations at Ash Way, Everett Station, and the SW Everett Industrial Center. Community Transit's long range plan identifies frequency improvements, including improved 15-minute service throughout the day along Mukilteo Speedway between 84th Street SW and Beverly Park Road. Everett Transit plans to provide connecting service to light rail stations from the Ferry Terminal.

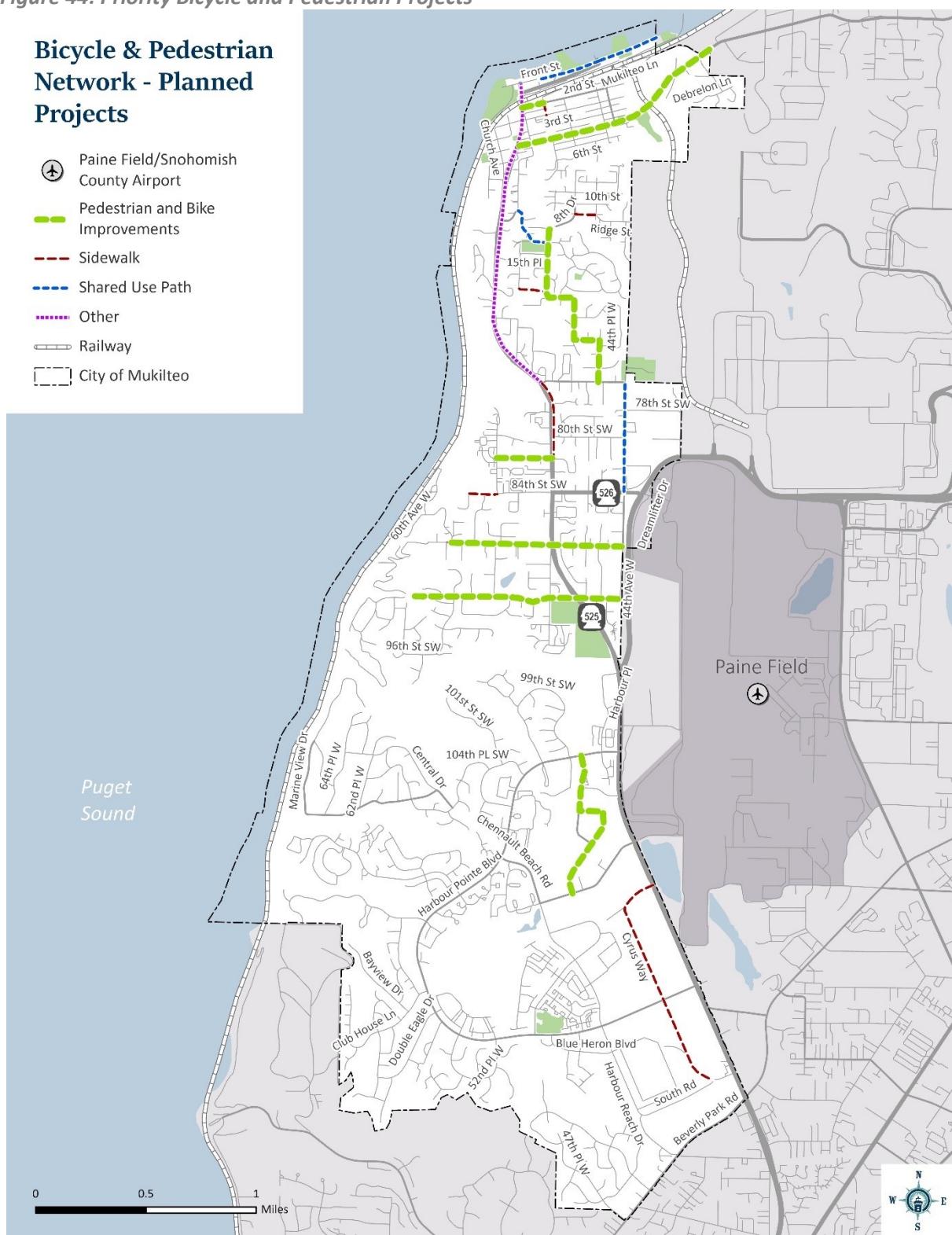
**Priority Projects from By the Way Plan to Construct by 2044**  
*Not Ranked or Numbered by Priority*

	Description	Location
1	SR 525 Sidewalks	81st Place to 76th Street
2	Waterfront Promenade	Waterfront from Edgewater to LHP
3	44 <sup>th</sup> Shared-Use Path	84 <sup>th</sup> Street to 76 <sup>th</sup> Street SW
4	2nd Street Sidewalks	SR 525 to Park Ave
5	Cyrus Way Sidewalks	Evergreen Drive to South Road
6	SR 525 Corridor Study	76 <sup>th</sup> Street to Font Street
7	47th Pedestrian & Bike Improvements	Harbour Pointe Boulevard N. to Chennault Beach Drive
8	Goat Trail Path & Bike Markings	Goat Trail Loop Road to Washington Ave
9	Stairstep path and Bike Markings	76th Street SW to 8th Drive
10	5th Street Bike & Ped Improvements	SR 525 to City Limits
11	88th Street Sidewalks & Bike Markings	SR 525 to 47th Street
12	81st Place SW SRTS	SR 525 to 53rd Avenue West
13	11th Street Sidewalk	Loveland Avenue to Campbell Avenue
14	Possession View Lane Sidewalks	Washington Avenue to Goat Tail Road
15	Park Ave Sidewalks	2nd Street to 3rd Street
16	92nd Street Sidewalk & Bike Markings	SR 525 to 91st Place SW
17	84th Street Sidewalks	Nakeeta Lane to 53rd Avenue West
18	92nd Street Sidewalk & Bike Markings	SR 525 to 44th Avenue West
19	88th Sidewalks & Bike Lanes	48th Place West to 44th Avenue West
20	Cyrus Way Sidewalks	Harbour Pointe Boulevard to Evergreen Drive
21	Cyrus Way Sidewalks	Harbour Pointe Boulevard to SR 525
22	88th Street Sidewalks & Bike Facilities	SR 525 to 47th Street Markings

Figure 44: Priority Bicycle and Pedestrian Projects

## Bicycle & Pedestrian Network - Planned Projects

- Paine Field/Snohomish County Airport
- Pedestrian and Bike Improvements
- Sidewalk
- Shared Use Path
- Other
- Railway
- City of Mukilteo

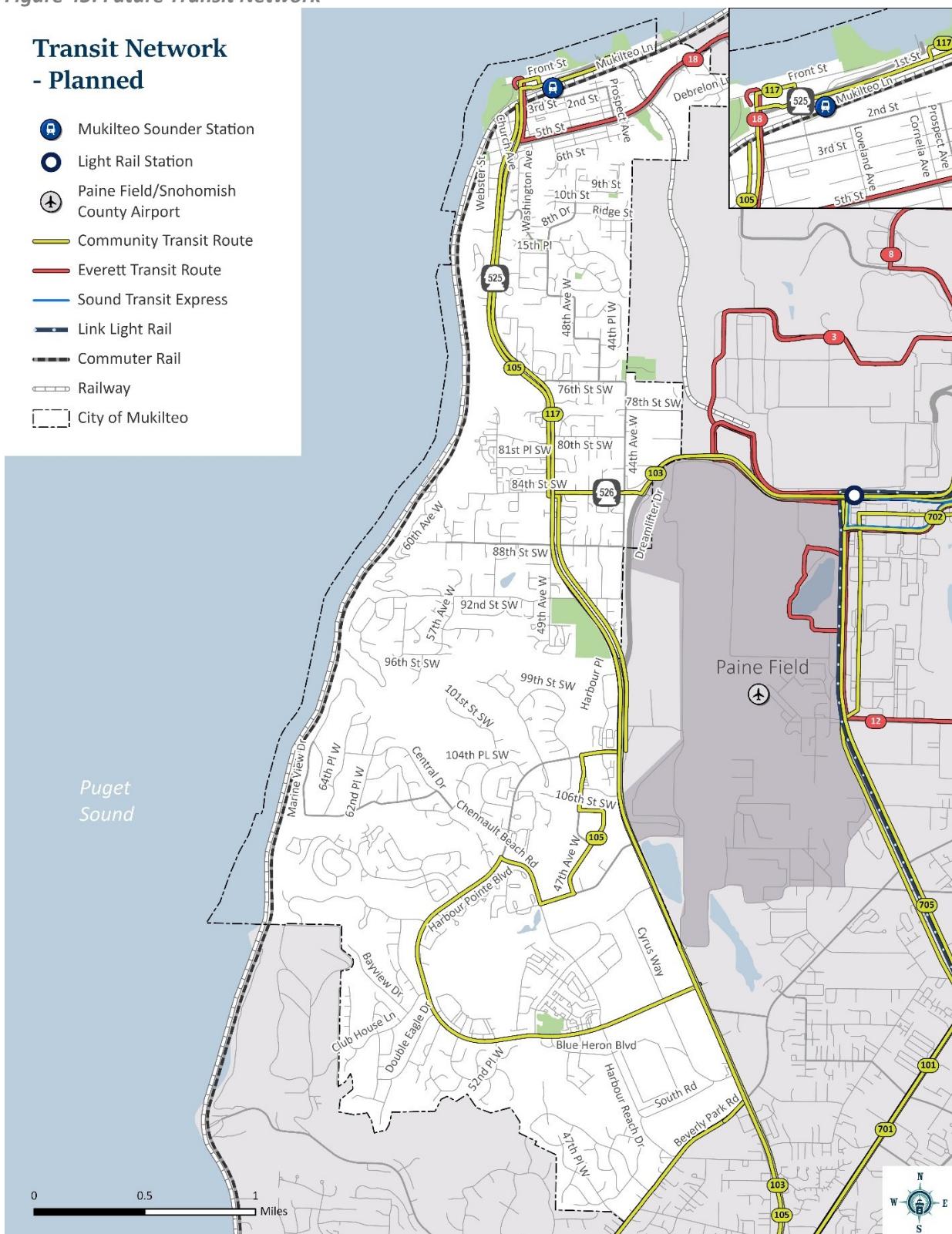


Source: City of Mukilteo, 2024.

**Figure 45: Future Transit Network**

## Transit Network - Planned

-  Mukilteo Sounder Station
-  Light Rail Station
-  Paine Field/Snohomish County Airport
-  Community Transit Route
-  Everett Transit Route
-  Sound Transit Express
-  Link Light Rail
-  Commuter Rail
-  Railway
-  City of Mukilteo



Source: Community Transit, 2024. Everett Transit, 2024.

## FUNDING IMPROVEMENTS

Transportation infrastructure and maintenance projects are funded through several sources, including:

- City Budget Funds
  - Real Estate Excise Tax (REET) I & II
  - Transportation Benefit District (0.1 Sales Tax)
- Private Development Contributions
  - Transportation impact fees
  - Developer-funded improvements such as sidewalks, curbs, and gutters along frontage
  - Local Improvement Districts
  - Other privately funded transportation impact mitigations
- Grants and Partner Agency Contributions

Over the last five years, city budget funds averaged approximately \$1,190,000 per year in contributions to transportation infrastructure and maintenance projects. We anticipate the city budget funds will remain stable over the next 20 years, resulting in approximately \$23,800,000 in funding for transportation projects.

Transportation impact fees fluctuate slightly from year to year based on the type and amount of development that occurs, but the city has averaged approximately \$140,000 per year since 2020 (omitting 2021 fee anomalies primarily due to the effects of the COVID-19 pandemic). Based on this yearly average, we estimate \$2.8 million in transportation impact fee revenue over the next 20 years.

The city currently charges a transportation impact fee of \$1,875 per peak hour trip. We will continue to monitor and evaluate our transportation impact fee program to identify if adjustments are needed to keep up with construction costs and to adequately fund planned projects. We anticipate doing a review of our impact fees and comparison with nearby jurisdictions as early as 2025.

Estimated 20-Year Funding Sources		
Source	Yearly Estimate	20-Year Projected Estimate
City Budget	\$1,190,000	\$23,800,000
Transportation Impact Fees	\$140,000	\$2,800,000
<b>TOTAL</b>		<b>\$26,600,000</b>

Private development contributions to prioritized projects are hard to predict, but it is likely that some contributions toward constructing or funding identified prioritized projects will occur over the next 20 years.

The City of Mukilteo has been successful in securing grants and partner agency contributions that fund transportation projects. We recently won a WSDOT Safe Routes to School (SRTS) grant, Transportation Improvement Board (TIB) grants, Surface Transportation Program (STP) grant, and Move Ahead Washington funding. Grant opportunities will be monitored and applied for over the next 20 years to help fund transportation improvement projects.

Potential Grant Resources to Fund Future Projects	
Grant	Awarding Agency
Pedestrian & Bicycle Program	WSDOT
Safe Routes to School Program	WSDOT
Multiuse Roadway Safety Account	WSDOT
Transportation Demand Management Grants	WSDOT
Urban Sidewalk Program (USP)	Transportation Improvement Board
Urban Active Transportation Program (UATP)	Transportation Improvement Board
Urban Arterial Program (UAP) (RCW 47.26.010)	Transportation Improvement Board
Complete Streets Program	Transportation Improvement Board
Washington Traffic Safety Commission's School Zone Grants	Washington Traffic Safety Commission
HSIP	USDOT
Federal Transportation Alternatives Program	USDOT
Congestion Mitigation and Air Quality	USDOT
Active Transportation Infrastructure Investment Program (ATIIP)	USDOT
Safe Streets for All	USDOT

The [2017 By the Way \(BTW\) Plan](#) is Mukilteo's primary transportation planning document. It represents the city's vision for our future bike, pedestrian, and transit network. The city has prioritized a list of projects from the BTW plan that is planned to be constructed by 2044. Mukilteo's adopted Transportation Improvement Program (TIP) and Capital Improvement Program (CIP) detail projects and funding plans for transportation projects for the next 6 years. These projects include maintenance projects, projects from the BTW plan, and transportation projects from the 20-year project list included in [Appendix A of the CIP](#).

The prioritized projects from the BTW Plan and the 20-year transportation project list from the Capital Facilities Plan have an estimated total cost of \$79M. The Park and Ride and Parking Facilities projects from the TIP are \$25M of that (nearly one-third) but will likely be funded largely by outside contributions from partner agencies and/or grants. The difference between the 20-year Project Cost estimate and the 20-year Estimated Funding Sources is \$52.4M but is reduced to \$27.4M when the Park and Ride and Parking Facilities projects are excluded.

This funding gap could be filled with additional funding sources such as grants and partner agency contributions, development improvements, or funding from the city budget or Transportation impact fees higher than the above estimations.

It is almost always less expensive to maintain facilities rather than letting them deteriorate to the point where they must be rebuilt. This is especially true with street pavement. The city will continue to implement a pavement maintenance program that assesses the condition of pavement throughout the city and plans for area-based maintenance on a rotating schedule.

To maintain the system in a cost-effective way, the city will:

- Routinely update Capital Improvement Plan and Transportation Improvement Plan
- Condition development as needed to implement consistent system improvements

- Update transportation impact fees when project costs increase
- Regularly review grants and funding sources available for planned projects
- Seek opportunities to partner with other cities and agencies on transportation projects

## FUTURE FORECASTS

Driving is currently the dominant mode of travel in Mukilteo and is anticipated to continue to be so in the future. To forecast future traffic conditions, future congestion was forecasted using the PSRC travel demand model updated to reflect 2044 conditions. The PSRC model's future year network incorporates improvements that are most likely to be implemented by 2044 in the Puget Sound region.

The PSRC travel demand model (updated to 2024 and 2044 land use conditions) was used to develop traffic volume forecasts. The PSRC model generates traffic volume estimates for roadways (primarily arterial and collector roadways) given a set of land use updated to the 2044 condition. The land use conditions in the travel demand model reflected adopted growth targets, with approximately 2,200 additional households, and 2,400 additional jobs over the 20-year period.

While there are [some transportation capacity projects included in the city's capital projects planning](#), Mukilteo's transportation infrastructure is mostly developed and the primary focus for the future will be on making the most efficient use of what we have. This will require:

- Switching our focus from the movement of vehicles to the movement of people
- Using transportation demand management to build capacity rather than more roads
- Implementing sustainable maintenance program and adopting adequate impacts fees
- Thinking regionally and partnering with key players within and beyond city limits

### Future Vehicle LOS

We used a regional travel model to understand how our roadways are likely to operate in 2044 – accounting for how regional growth and in-city growth would be accommodated by the city's street network. Most of the inputs in the Mukilteo model are consistent with the assumptions from Puget Sound Regional Council (PSRC). The model anticipates traffic volumes to increase by about 10% over the next 20 years. The growth is attributed to an increase in employment in the city's downtown area, around SR 525, and assumed increase in households in western Mukilteo. In addition to increasing vehicle traffic volumes growth in the percentage of transit, walk, and bike trips is expected. It is important to note several factors that will influence future travel behavior in Mukilteo:

- Assumed changes in the underlying household demographics (older/smaller households) that result in lower average trip generation rates
- Increased future travel costs, including regional tolling and the growing cost of parking around the region will serve to slow growth in traffic
- Regional investments in public transit
- Disruptive trends like work from home, online shopping, and lower auto-ownership rates

Future forecast modeling shows all of the study intersections meet the city's adopted standards, but the intersection of SR 525 and Beverly Park Road continuing not to meet the adopted WSDOT standard.

2044 Estimated Vehicle LOS					
	Intersection	LOS - Existing	Delay – Existing (seconds)	LOS - Future	Delay – Future (seconds)
1	SR 525 & 5th Street	B	18	C	21
2	SR 525 & 84th Street SW	C	25	D	37
3	44th Ave W & 84th Street SW	B	15	B	15
4	SR 525 & 92nd Street SW	B	12	B	13
5	SR 525 & Harbour Pointe Blvd	D	47	D	48
6	SR 525 & Chennault Beach Rd	C	25	C	26
7	Harbour Reach Drive & Harbour Pointe Blvd SW	D	43	D	38
8	SR 525 & Harbour Pointe Blvd SW	C	32	C	29
9	SR 525 & Beverly Park Rd	E *	58 *	E *	73 *
10	Harbour Pointe Blvd & Chennault Beach Rd	B	13	C	22

Source: Fehr & Peers, 2024. \* **Intersection does not meet WSDOT standards.**

## TRANSPORTATION DEMAND MANAGEMENT

Mukilteo's physical constraints force most vehicle trips onto arterials with limited capacity. When your belt stops fitting, you can buy a larger belt (increase capacity) or lose weight so that the belt fits again. Buying a new belt in this analogy means widening roads or acquiring right-of-way to build new roads. That's a very expensive way to build capacity and creates a lot of disruption for developed uses along existing arterials.

The weight loss approach is Transportation Demand Management (TDM) – focusing on strategies that alter the quantity and timing and mode of trips to reduce peak hour demands and fit within existing capacity.

TDM strategies include:

- Commute Trip Reduction programs
- Constructing safe and comfortable pedestrian and bicycle facilities
- Carpooling and transit incentives
- Showers and bike rack amenities
- Parking management/shared parking agreements
- Car sharing/ride matching/vanpool services
- Alternative work schedules and telecommuting
- Guaranteed ride home
- Education and promotion
- HOV preferential parking

### Making Alternatives More Appealing

Adapting existing streets to make transit, bicycling, and walking appealing and realistic options will help keep traffic flowing in Mukilteo by expanding the capacity of the system without actually needing to expand the right-of-way.

Pedestrians, bicyclists, and other active transportation users seek the most direct route. If routes are limited to streets, travel time between activity nodes can become too long for the routes to be useful and people opt for single-occupancy vehicles. Building a successful system for all users requires thoughtful consideration of:

- Key destinations (schools, commercial centers, and transit hubs)
- Connectivity barriers (missing sidewalks, inefficient routes)
- Safety issues (lack of ADA ramps, railroad crossings, traffic speeds)
- Amenities (lighting, bike parking, benches, wayfinding signs, weather coverings)

Improving connectivity to the Mukilteo waterfront – and creating a vibrant pedestrian environment at the waterfront – is essential for the city's land use vision. The city must plan for and collaborate with others to provide safe pedestrian and bicycle connections between Old Town and the waterfront that consider the challenging terrain, railroad crossings, and ferry traffic.

Aesthetics and design greatly influence the success and safety of transit and active transportation. Roadways developed with street trees, sidewalks, bus stops, and bike lanes make it clear that they are intended for all users, making them safer and adding vibrancy to the community. Adopting street standards that include these elements is essential for moving toward a system that measures success by its ability to move people, not cars, from one place to another.

This transition to people-centric instead of vehicle-centric transportation infrastructure design is significant, and some flexibility will be needed.

### Right-Sizing Parking

Parking plays a key role in any transportation system. The system gets people to and from destinations, but the parking lots or structures house their vehicles while they stay. Parking lots add expense to development projects and can create barriers to attractive and safe mobility of pedestrians and bicyclists. Parking requirements need to balance providing a sufficient number of spaces to make the system work and provide adequate capacity, but not so much that you needlessly add pavement and expense.

As alternate modes of transportation become more appealing, we expect transit and non-motorized transportation will become a growing percentage of trips within the city. Parking regulations and ratios should be periodically reviewed and revised. Encouraging joint use, shared parking, and other innovative techniques can help the city balance parking needs with other mobility objectives.

### Leveraging Regional Partnerships

Most vehicles on Mukilteo streets are single-occupancy drivers with a trip that starts or ends outside of the city, which means increasing the use of alternative modes of transportation needs to be a coordinated, regional effort. The way to increase the choice to walk, bike, roll, or ride transit is to make these modes easily accessible, cost-effective, efficient, and attractive.

People are less likely to use transit if doing so adds more than 15 minutes of travel time, if they need to transfer between routes/services, or if they must walk more than a quarter mile. Making transit an appealing alternative in Mukilteo will require collaboration with Community Transit, Everett Transit, and Sound Transit to

expand bus service on principal and minor arterial streets and to improve regional transportation linkages for all modes.

While route planning and service decisions are the responsibility of the transit agencies, the city can support the success of the regional transportation systems by:

- Planning for mixed use and higher densities where transit service is available;
- Notifying transit providers during the development review process
- Completing pedestrian and bicycle side street connections to transit corridors
- Establishing transit priority infrastructure
- Considering how land use and development decisions can support transit plans
- Evaluating the feasibility of public parking areas to serve key transit nodes

The Sound Transit commuter rail and Washington State Ferries are key partners in educating riders on the availability of connections. Everyone working together can increase the appeal, and usage, of alternatives to single-occupancy vehicles.

## TRANSPORTATION GOALS AND POLICIES

### **Goal T.1: Manage transportation system construction and preservation work thoughtfully to balance safety, community needs, and cost-effectiveness.**

- T.1.1: Periodically review project needs and funding. Use the Capital Improvement Plan (CIP) and 6-year Transportation Improvement Plan (TIP) to efficiently and cost-effectively schedule, fund, and construct street improvements.
- T.1.2: Evaluate available funding sources such as bonds, grants or loans from the Washington State Public Works Account, or Transportation Benefit District if applicable. Revised traffic impact fees as needed to balance project needs and costs.
- T.1.3: Prioritize safety when evaluating capital transportation projects and maintaining capacity level of service standards.
- T.1.4: Maintain transportation infrastructure by monitoring pavement conditions using a Pavement Management System (PMS) program to identify maintenance projects. Coordinated surface treatment projects and project scheduling with other work and needs within the right-of-way such as utility repairs, and ADA improvements.
- T.1.5: Facilitate and encourage neighborhood traffic calming through the continued implementation of the Traffic Calming Program.
- T.1.6: Consider the effect city led and city reviewed transportation projects will have on the environment. Implement strategies to protect or mitigate impacts to environmentally sensitive areas, stormwater, and the tree canopy.
- T.1.7: Review and identify areas with disadvantaged and historically underinvested populations and incorporate equity criteria considering disproportionate harm or benefit to identified populations in project prioritization.

*Note: The climate change element has additional policies related to greenhouse gas reduction, electrifying city fleet vehicles and encouraging the expansion of electric vehicular infrastructure.*

### **Goal T.2: Ensure transportation infrastructure keeps up with the pace of development.**

- T.2.1: Review and mitigate the projected traffic impacts of new development to ensure it doesn't cause level of service (LOS) to drop below these standards:

Street/Intersection Type	Level of Service
Principal	E
Minor Arterial	E
Collector	D
Local	D

- T.2.2: Require future development to contribute its proportionate share to the local transportation system through traffic impact fees, installation of improvements, and dedication of right-of-way where needed.
- T.2.3: When an existing road segment or intersection is built to maximum capacity but does not meet level of service (LOS) standards, allow development to mitigate their impacts by funding or building other capacity improvements that contribute to the level of service of the system as a whole.
- T.2.4: Adopt a multimodal level of service concurrency program to ensure that future development proceeds in line with capacity for multimodal facilities.

- T.2.5: Establish guidelines for multimodal level of service to enhance connectivity, comfort, and safety throughout the City for people walking, biking, and riding transit.
- T.2.6: Coordinate review of future development with WSDOT and regional transportation agency partners.

**Goal T.3: Manage and maintain transportation infrastructure for all users.**

- T.3.1: Adopt and implement street design standards for each street classification that improve connectivity and include provisions for transit facilities, pedestrians, bikes, and other active transportation users. Require approval from the Public Works Director for deviations from standards.
- T.3.2: Prioritize pedestrian, bike, and active transportation connections that:
  - Link schools with residential areas
  - Connect activity areas (such as parks and retail centers) together
  - Link residential areas to bus stops and regional transportation nodes
  - Support public transit, pedestrian, and bicycle access to the waterfront
  - Improve ferry loading efficiency and reduce conflicts between drivers and other users
- T.3.3: Make bicycle facilities an integral part of the city's transportation system by providing bicycle paths connections to major activity nodes, designing a safe riding environment for bike facilities located along highways and streets, and incorporating convenient and secure bicycle parking at transportation hubs and commercial centers.
- T.3.4: Implement the city's ADA transition plan to remove obstacles to accessibility.
- T.3.5: Evaluate and address barriers to transportation access for all community members, particularly low-income residents, seniors, people with disabilities, and those without personal vehicles.
- T.3.6: Protect the safety and reliability of freight movement along designated corridors.

**Goal T.4: Coordinate and leverage public and private partnerships that advance the city's interests.**

- T.4.1: Work with public and private generators of pass-through traffic impacts in Mukilteo (such as the Washington State Ferries and Boeing) to mitigate and share the costs of those impacts.
- T.4.2: Encourage inter-jurisdictional planning to secure funding and support for projects that advance the city's interest (such as improvements to the Mukilteo Speedway to make it more inviting for bicycles and pedestrians).
- T.4.3: Collaborate with BNSF Railway, Washington State Utilities and Transportation Commission, and other agencies to provide improved railroad crossings and pedestrian overpasses that enhance accessibility to the waterfront.
- T.4.4: Partner with BNSF and municipalities in the region to minimize impacts of railroad operations on residents by continuing "Train Horn Quiet Zone" designation and mitigating potential hazards associated with railroad freight movement.
- T.4.5: Actively participate in Paine Field airport planning to decrease current noise levels, mitigate traffic impacts on city streets, and generally preserve and protect quality of life in Mukilteo.

**Goal T.5: Make the most of transportation infrastructure by managing demand.**

- T.5.1: Periodically review off-street parking requirements to ensure the ratios are adequate but don't require more parking capacity than is truly necessary to meet demand.
- T.5.2: Encourage joint-use or shared parking and other innovative techniques to reduce the need for additional impervious surface area dedicated to parking.

- T.5.3: Encourage Washington State Ferries and all properties that employ more than 100 employees to implement transportation demand management (TDM) measures to reduce the demand on the transportation system during peak periods.
- T.5.4: Remove barriers to TDM initiatives by allowing shared parking agreements, working with local transit providers to expand bus service and improve regional linkages between modes, designing streets for all users, and encouraging land uses and development patterns that decrease dependency on the automobile.



# CLIMATE CHANGE

In 2023, a new law (HB 1181) added a goal to the Growth Management Act. The new goal requires cities to reduce greenhouse gas emissions and improve community resilience. This element is designed to comply with the new law. It also continues work done by the city's Climate Action Committee. In October of 2020, the committee suggested policies based on what would help the most and cost the least. We are continuing the work they started.

This element includes goals and policies to cut emissions, reduce the amount we drive, and make us more ready for extreme weather. It should be viewed in the larger comprehensive plan context – with a recognition that there are policies in other elements that impact emissions and resiliency.

## OVERVIEW

Climate change impacts the health, environment, and economy of our city. Extreme weather events are increasing in frequency, intensity, and duration. These events cause costly disruptions, damage property, increase insurance costs, and are particularly risky for the health of vulnerable populations such as children and the elderly.

Mukilteo is beautiful. It has miles of shoreline, abundant open space and gulches, and expansive tree canopy. These features are treasured by the community but also vulnerable to the impacts of extreme weather. In a time of uncertainty, we want to make sure we are taking action to protect a quality of life equal to or better than ours for future generations.

The goal of this element is to increase our preparedness for climate emergencies and invest in emission reduction strategies and adaptations that reduce climate impacts.

## HAZARDS AND RISKS

FEMA's [Washington State Enhanced Hazard Mitigation Plan](#) found that the most common natural hazard events in Washington are:

- Extreme weather
- Flooding
- Landslides
- Wildfires

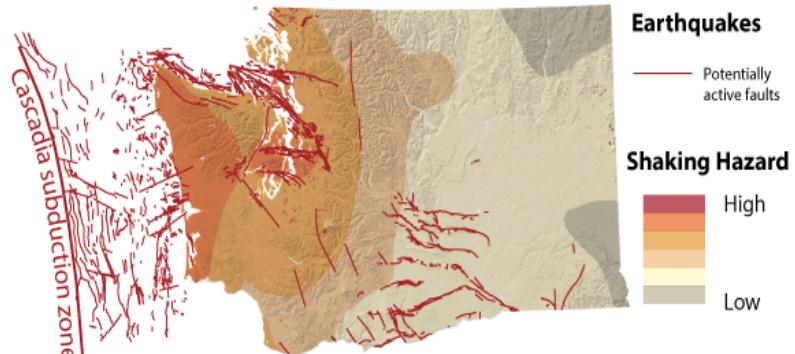


Figure 46: Seismic Risks in Washington State ([Source](#))

The Puget Sound and Northwestern region of our state are the most at-risk areas for extreme weather and flooding. These events used to be high frequency but low severity, but they are now becoming high frequency and high severity events. Earthquakes are also a significant risk in our region. The Department of Natural Resources estimates a 40-80% chance of an earthquake in the next 50 years.

Extreme weather includes:

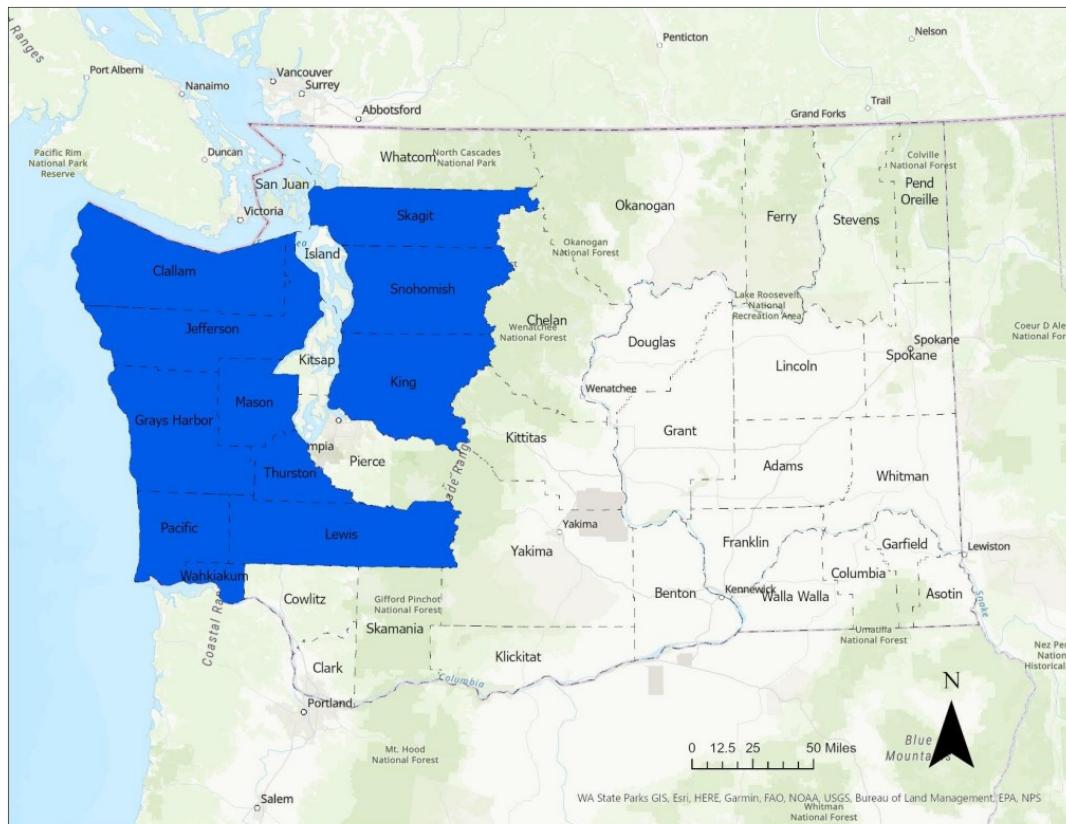
- Winds over 100 miles per hour
- Temperatures above 110 degrees or below -40 degrees
- Thunderstorms
- Rainfall over 14 inches in a day or 185 inches in a year
- Snowfall over 65 inches in a day or 300 inches in a year

The number of people and amount of development and infrastructure susceptible to extreme weather in our region makes the potential for damage and asset loss from these events high.

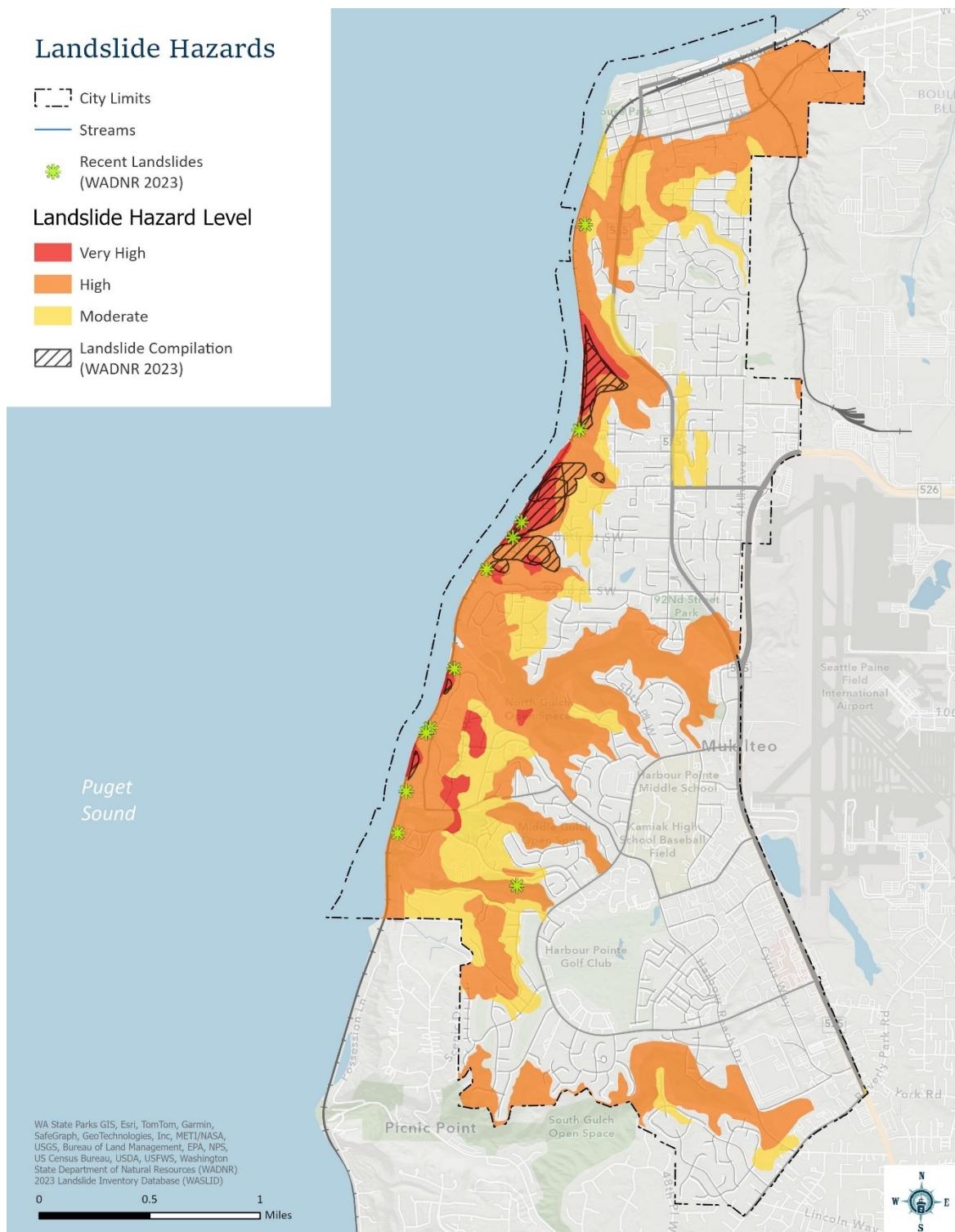
Snohomish County is an extreme weather hazard area (in the 75<sup>th</sup> percentile for weather-related disasters since 1980). FEMA estimates our region to have a 72% chance of an extreme weather-related disaster declaration each year and a 60% chance of a flood-related disaster declaration each year.

When heavy rain combines with steep slopes, this leads to a higher likelihood of landslides. In an earthquake, the risk of landslides is also high.

*Figure 47: Extreme Weather Hazard Areas*



**Figure 48: Landslide Hazards in Mukilteo**



## PLANNING FOR RESILIENCE

Change is inevitable; resilience is essential. Resilient communities are both tough and flexible. They anticipate, prepare for, and adapt so that they can withstand and recover quickly from disasters. Being prepared for disasters and emergencies requires us to consider our environment, our infrastructure, and our people.

### Environment

Mukilteo's critical areas include steep slopes, flood hazard areas, landslide and other geologically hazardous areas, wetlands, streams, and associated fish and wildlife habitat conservation areas. These features create both vulnerabilities and opportunities. Critical areas and the species who live in them are sensitive to changes in temperature and habitat conditions. Landslide risks increase when steep slopes are saturated by heavy rains.

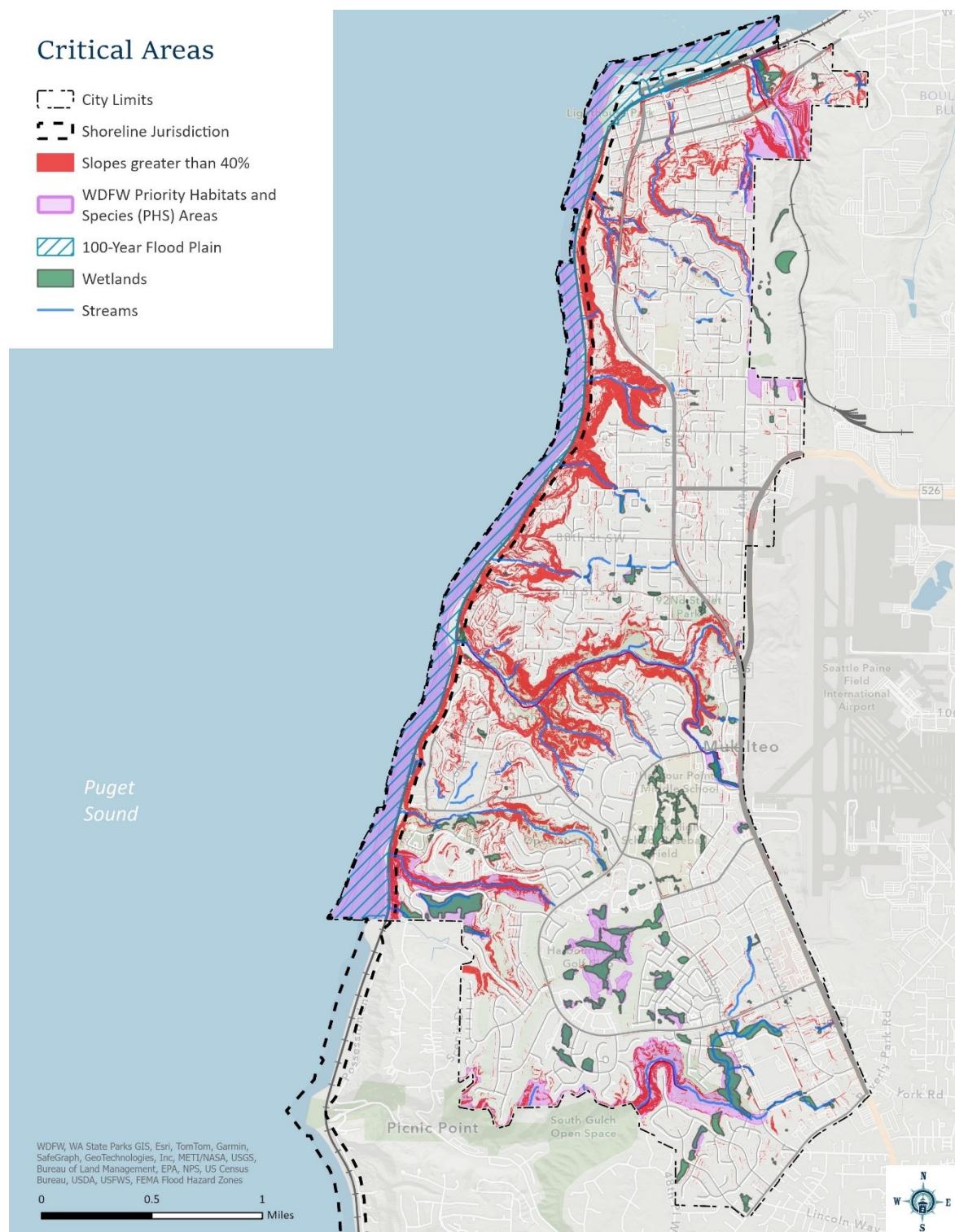
On the other hand, critical areas provide treasured open spaces and stormwater management functions that we would otherwise have to pay to build. Critical areas provide visual and noise buffers, recreation spaces, and aesthetic appeal in neighborhoods. Wetlands and streams serve as nature's stormwater management system – soaking up extra rainwater and preventing floods. They also trap carbon dioxide and provide cool places for animals to shelter during heat waves.

Mukilteo regulates development near critical areas and shorelines using the best available science to mitigate potential adverse impacts and keep these features a sustainable and celebrated part of quality of life in the city. The City of Mukilteo's [Critical Areas Mitigation Program \(CAMP\)](#) is one of the tools used to ensure no net loss of critical areas; the city's Shoreline Master Plan ([Title 17.B of the Mukilteo Municipal Code](#)) regulates development within 200 feet of the city's Puget Sound shoreline.

In addition to critical area and shoreline protection measures in our long-range plans and development regulations, preserving our tree canopy is a key strategy to build community resilience.

Trees mitigate the impacts of extreme heat and storm events. Urban areas, with their heat-absorbing infrastructure, can be up to seven degrees hotter than rural areas. Trees help counteract this by cooling the environment, controlling erosion, stabilizing slopes, and managing stormwater through their roots. Additionally, trees absorb greenhouse gases, making them valuable for reducing and mitigating climate change.

Figure 49: Critical Areas in Mukilteo



## Infrastructure

Quality construction, thoughtful design, and appropriate locations are important for minimizing the destruction to development caused by weather events and earthquakes. It's especially important to consider current and future conditions, such as sea-level rise and more intense weather events, when building community infrastructure. Capital facilities investments are expensive; it's important that they are designed to prevent harm to human life and successfully survive their intended lifespan.

Streets serve the everyday needs of the city but are also essential evacuation routes in the event of a natural disaster. Improving connectivity increases the chances residents will have a viable evacuation option if one or more roads are destroyed.

## People

Planning for resilience involves strategic infrastructure decisions, but strong infrastructure alone is not sufficient. Successful disaster recovery is almost always about the people:

- Decision makers acting collaboratively
- First responders having the training and skills they need
- Community members working together for the greater good; and
- Government workers efficiently and effectively allocating resources

We can't prepare for every emergency, but we can build connections that help us be more agile in the face of the unexpected. We can build and maintain networks of community members, business owners, and decision makers throughout Mukilteo, Snohomish County, and Washington State. These networks will enable us to support each other, solve problems, and respond effectively to any unpredictable events.

Being resilient also requires us to recognize that not all residents are impacted equally by changes or disasters. Residents with special mobility needs may have a harder time evacuating or getting help if needed. Residents living in poverty may struggle to afford the in-house heating and cooling solutions that mitigate the impacts of more extreme weather. Planning for health and human safety means keeping the specific needs and barriers of all residents in mind.

## REDUCING EMISSIONS

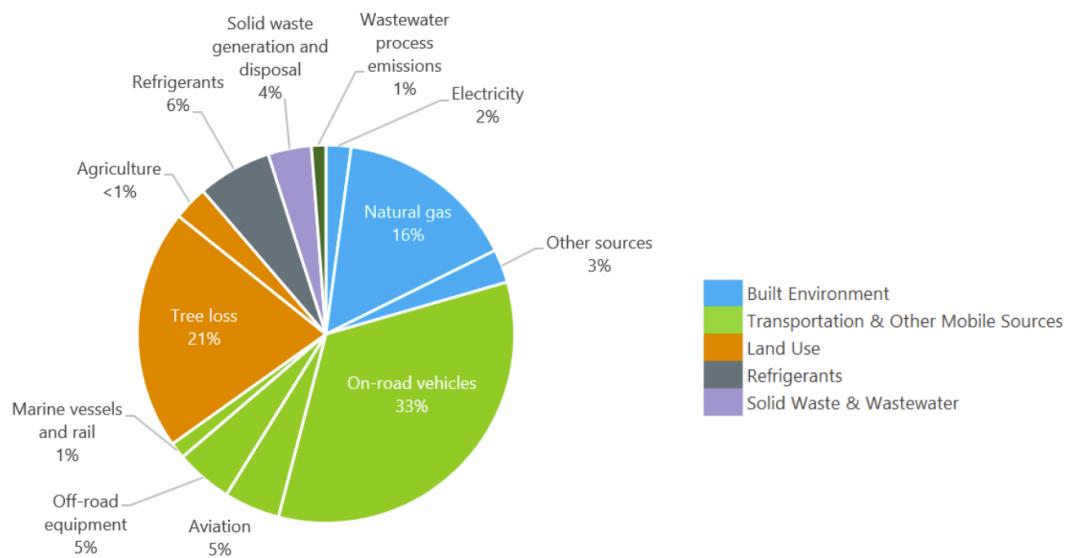
The Puget Sound Regional Council's VISION 2050 calls for reducing greenhouse gas emissions 80% below 1990 levels by 2050. The [Snohomish County Communitywide Geographic Greenhouse Gas Emissions](#) report estimates that without changes to existing federal, state, and regional policies, emissions will likely increase 20% by 2050. Government and individual action across all four counties in the region will be needed to achieve VISION 2050's targeted emissions decrease.

The largest GHG emissions sources in Snohomish County are:

- On-road transportation (33%)
- Tree loss (21%)

Reducing vehicle miles traveled and preserving the city's tree canopy are the two priorities that will make the biggest contribution to reducing emissions.

**Figure 50: Sources of greenhouse gas emissions for Snohomish County in 2019** ([Source](#))



## Reducing Vehicle Miles Traveled

[Washington State Department of Transportation estimates](#) 15,492,000 daily Vehicle Miles Traveled (VMT) in Snohomish County. Decreasing emissions requires driving fewer miles each day.

Ways agencies and municipalities can influence miles individuals travel include:

- **Making transit a viable alternative to driving.** This requires improvements to the frequency, coverage, and reliability of public transit service.
- **Promoting non-motorized transportation.** This requires infrastructure improvements like bike lanes, sidewalks, and pedestrian-friendly pathways that make it safe and easy to choose active transportation for short trips.
- **Developing mixed use areas.** Allowing a mix of residential, employment, and commercial uses within a reasonable distance of transit infrastructure can minimize reliance on cars.
- **Implementing parking management strategies.** Preferential parking for carpools, electric vehicles, or shared mobility services help to incentivize sustainable transportation choices.

The policies listed in the land use and transportation elements, along with those proposed here, aim to reduce emissions by encouraging more bus, bike, and walking trips.

The city can guide structural changes and infrastructure investments that improve and expand walking, biking, and transit alternatives that are more useful, safe, comfortable, and engaging. These changes will take time.

One thing the city can do in the near term is reduce emissions from our own employees and operations. While the actions of local governments make a very small impact on total city emissions, they are the portion we have the most control over. Snohomish County's [Sustainable Operations Action Plan](#) found that the combined

emissions from fleet vehicles and employee commutes accounted for approximately 75% of their government-generated emissions.

Through our Commute Trip Reduction (CTR) program, the city allows some workers to work from home one or two days per week to cut down on work commutes. We currently have 11 electric vehicles in our 99-vehicle fleet (11%). Continuing to allow flexible work schedules and additional investments in electrifying city vehicles could further reduce the emission impacts of municipal operations.

### Preserving the Tree Canopy

In addition to the resilience benefits of trees discussed above, preserving the tree canopy will help the city reduce emissions. Tree cover loss accounted for approximately 21% of Snohomish County's total communitywide GHG emissions in 2019. County-level data shows the rate of deforestation has been increasing since 2015. City-specific evaluation and monitoring of tree canopy data is needed to evaluate community-specific impacts. Forests store carbon in tree trunks, roots, leaves, branches, and soil. When tree cover is lost, carbon is released into the atmosphere. Keeping trees provides both aesthetic and environmental benefits.

## CLIMATE CHANGE GOALS AND POLICIES

*Policies from other elements that support climate change goals (such as land use policies that encourage mixed use and transportation policies related to transportation demand management) are not duplicated here.*

### **Goal CC.1: Reduce greenhouse gas emissions and daily vehicle miles traveled. \***

- CC.1.1: Convert half of the city's fleet to zero-emission vehicles by 2050.
- CC.1.2: Develop electric vehicle infrastructure at a pace and scale supported by utility provider and needed to support public demand.
- CC.1.3: Consider incentives, such as fee reductions or streamlined permitting processes, for solar panels and other green building measures that reduce building emissions.
- CC.1.4: Promote purchasing from local businesses to support economic development and reduce emissions associated with the transportation, production, and distribution of goods.
- CC.1.5: Incorporate requirements for secure and convenient bike parking in development regulations.

### **Goal CC.2: Minimize damage and disruption from climate events.**

- CC.2.1: Plan for sea-level rise and other climate hazards when developing near shorelines.
- CC.2.2: Factor in future climate conditions during siting and design of capital and essential public facilities to ensure they function as intended over their planned life cycle.
- CC.2.3: Implement wildland-urban interface standards, if adopted.
- CC.2.4: Improve street connectivity to expand evacuation route options.
- CC.2.5: Reduce stormwater impacts through low-impact development.
- CC.2.6: Periodically review impervious surface and lot coverage standards and adjust as needed to balance development needs, water quality standards, salmon recovery goals, and stormwater system capacity.
- CC.2.7: Educate residents about the importance of earthquake retrofitting for older homes.
- CC.2.8: Foster business and community connections to help make the local economy resilient to disruptions.
- CC.2.9: Adopt city-initiated programs that facilitate appropriate emergency and disaster preparedness training for local first responders and municipal employees.
- CC.2.10: Evaluate, and seek to mitigate, the particular health and safety risks for vulnerable populations such as children and the elderly.

### **Goal CC.3: Preserve and protect environmentally sensitive areas.**

- CC.3.1: Maintain and update critical area maps and periodically update the critical areas municipal code to reflect best available science.
- CC.3.2: Protect and delineate wetlands and other critical areas for their ecological value and contributions to the city's stormwater management program.
- CC.3.3: Use the best available science to manage and regulate development near critical areas and shorelines in a way that allows appropriate uses, mitigates adverse effects, and maximizes the climate resilience benefits they provide.
- CC.3.4: Periodically review and revise required steep slope setbacks to protect structures during their expected life.
- CC.3.5: Strictly enforce vegetation retention requirements on steep slopes.
- CC.3.6: Encourage critical areas education to avoid unauthorized work in wetlands or streams.

- CC.3.7: Evaluate the costs and benefits of using public funds to purchase properties with high value wetlands to preserve and protect their stormwater functions.
- CC.3.8: Investigate opportunities to partner with other agencies and jurisdictions to upgrade culverts to remove barriers to fish passage and ensure adequate capacity for future stormwater volumes.

**Goal CC.4: Maintain the city's tree canopy coverage.**

- CC.4.1: Establish standards for tree retention on new development sites.
- CC.4.2: Maximize tree canopy coverage in surface parking lots and along pedestrian routes.
- CC.4.3: Prioritize and incentivize retention of significant trees, native trees, coniferous tree groupings, and tree species of particular ecological or cultural value.
- CC.4.4: Collaborate with arborists and environmental experts to establish replanting and replacement ratios for when tree removal is necessary to balance development rights with long-term health of the city's tree canopy.
- CC.4.5: Plant a mix of drought-tolerant and diverse tree species that are appropriate for their location to promote resiliency and minimize damage to infrastructure.
- CC.4.6: Enforce unauthorized removal of trees.
- CC.4.7: Educate the public on the benefits of urban trees and the importance of their preservation. Involve the community in tree canopy preservation initiatives.
- CC.4.8: Update landscaping requirements to require a higher percentage of drought tolerant and native vegetation.

# APPENDICES

## APPENDIX A: GROWTH TARGET CAPACITY ANALYSIS

Summary of Housing Needs				
Income Category	Extreme Low	Very Low	Low	Moderate
AMI	0 – 30%	>30 – 50%	>50 – 80%	>80 – 120%
# existing units	108 (non-PSH)	473	1,018	3,548
# additional units needed	559 133 (emergency) 179 (PSH) 380 (non-PSH)	728	672	187
Capacity created through strategies below	599	748	698	243
Estimated Capacity Increases from Various Strategies				
	Extreme Low	Very Low	Low	Moderate
Allow PSH and emergency shelters in zones that allow residential uses and hotels	432			
Remove regulatory barriers to ADUs	167	251	418	
Density bonuses for affordable housing on religious properties		272		
Remove regulatory barriers to co-living units		20	20	
Height increases on portions of 525		200	250	121
Incentives for senior housing with >15% of units affordable		5	10	85
Allow duplexes in single-family zones				37

## Strategy Assumptions

### Allow PSH and emergency shelters in zones where residential uses and hotels are allowed

The table below shows zones where residential uses and/or hotels are allowed.

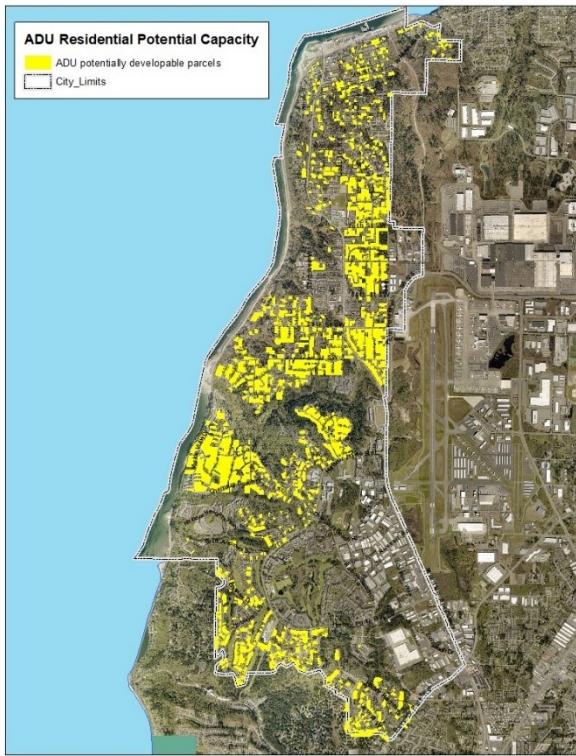
- Underdeveloped acreage means <50% of building envelope developed
- Likely to redevelop acreage means improvement to land value ratio is <50%

Zones	Total Acres	Underdeveloped Acres	Likely to Redevelop Acres
RD 12/5/RD 12.5(S0	714.24	231.22	159.2
RD 9.6/ RD 9.6(S)	287.99	91.97	105.85
RD 8.4	723.4	278.39	130.63
RD 7.5	1,213.21	215.56	273.5
RD 7.2	73.91	15.79	7.62
MRD	92.27	67.68	66.66
MR	246.86	214.75	3.93
CB(S)	66.9	39.19	13.84
PCB/PCB(S)	187.99	115.84	30
DB	22.73	14.96	5.53
CB	36.94	22.17	14.04
PCB	8.92	7.41	5.16
PCB(S)/MR	31.48	0	6.13
WMU	23.61	22.77	14.72
Available acreage:		1337.7 acres	836.81 acres
Likely unit capacity*:		267 units	165 units

\*Assumes conservative conversion rate (2% of available acreage) and modest intensity (10 units per acre):

	Underdeveloped	Likely to Redevelop
Available acres	1337.7	836.81
2% development rate	26.75 acres	16.54 acres
10 du/acre build out	267 units	165 units
Unit capacity created with this strategy:		432 units

## Remove regulatory barriers to ADUs



Characteristics that make ADUs feasible:

1. 50% or more of the buildable envelope is currently undeveloped
2. Double the minimum lot size of the underlying zone
3. Existing homes over 3,500 square feet that likely have space for an interior unit

City analysis shows 3,174 parcels in Mukilteo have at least one of the characteristics that make an Accessory Dwelling Unit (ADU) feasible (see parcels in yellow on map). There are 600 parcels that have two or more of these feasibility characteristics.

It's appropriate to assume that parcels with one characteristic are less likely to create an ADU than those with two or more characteristics. For the purpose of estimating capacity, the city assumed 15% of parcels with one characteristic would develop an ADU while 60% of parcels with two or more characteristics would develop an ADU. This would create capacity for 836 units.

Given the city's population age and income demographics, we think owners are most likely to develop an ADU when they have a family member who would benefit from the unit. Assuming 50% of the likely 836 units will be rented for low or no rent to adult children or aging parents is realistic while the remainder may be used to supplement income for property owner. The nature of ADUs – limited to 1,000 square feet and sharing a lot and yard with an existing home – makes it likely that rents will be slightly below market rate.

	# parcels	15% realized ADUs	60% realized ADUs	Total Capacity
One ADU characteristic	3,174	476 units	1,905 units	
Two+ ADU characteristics	600	90 units	360 units	836 units
		20% no rent	167 units	
		30% very low rent	251 units	
		50% low rent	418 units	

### Adopt density bonuses for affordable housing on religious organization properties

Approximately 27.21 acres of land within city limits is owned by religious institutions.

For our capacity analysis, we assumed:

- 10% of religiously-owned land (2.72 acres) will transition to use as affordable housing
- 4 stories or less with relatively small unit sizes
- No ground-level retail

We used representative density estimates based on standard structures meeting these specifications, assuming development somewhere along the spectrum of the Nia Apartments in White Center and studio apartment projects in Seattle's Roosevelt neighborhood that were featured in an [MRSC article on visualizing density](#). We expect the most likely conversion scenario to be adding affordable housing to existing church property on underutilized parking areas. We've assumed densities of 100 du/acre – similar to those achieved in the apartment structure for the Nia project and about half of that achieved in the Roosevelt neighborhood project.

	<b>Religious Property</b>
Total Acres	27.21 acres
Assuming 10% conversions	2.72 acres
Estimated density	100 du/acre
Unit capacity created with this strategy:	272 units



*Nia Apartments in White Center – 100 du/acre*

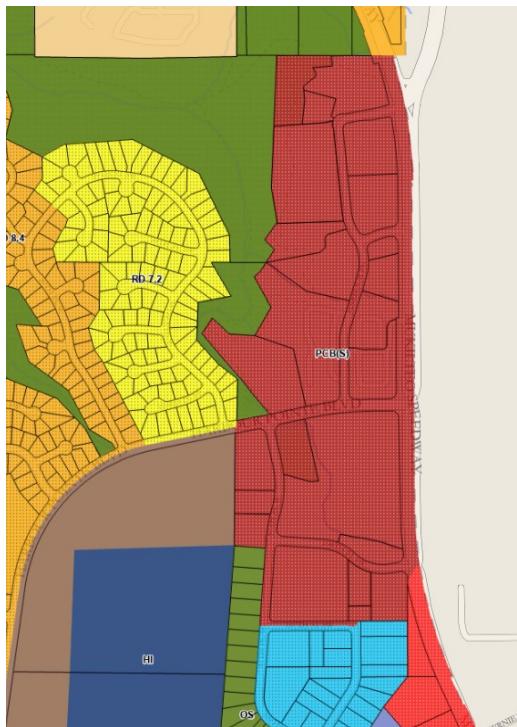


*Studio apartments in Roosevelt – 205 du/acre*

### Remove regulatory barriers to co-living units

This housing type does not yet exist in Mukilteo, so it is difficult to estimate what the market will provide once our code is amended to allow this type of housing. We suspect this type of housing may pair well with religious property development initiatives. Overall, we expect there will be at least one 40-unit project of this type developed over the planning horizon.

## Height increases to five stories within the PCB(S) zone along SR 525



There are 83.4 acres of PCB(S) zoned property along the Mukilteo Speedway (SR 525), most of which is underdeveloped or likely to redevelop.

	Acres
PCB(S) zoned property along 525	83.40
Underdeveloped PCB(S) property along 525 (> 50% of building envelope available)	57.48
Likely to redevelop PCB(S) property along 525 improvement to land value ratio is <50%)	14.01

Current regulations establish a maximum building height of 40 feet for the PCB(S) zone but defer to the MR zoning standards (with height limit of 35 feet) for residential developments.

While someone might technically be able to design a mixed-use structure with 2 stories of residential over one story of commercial, doing so under current height restrictions would be difficult and highly unlikely.

Presumably, this is why the [Snohomish County 2021 Buildable Lands Report](#) does not assume any residential development in this area.



Amending the regulations to allow up to 5 story mixed-use structures with apartments over ground level retail will increase the residential development capacity in this part of the city by approximately 20 du/acre.

If 40% of the 71.49 acres of underdeveloped/likely to redevelop PCB(S) property along 525 was converted to mixed use structures achieving 20 du/acre, this would create capacity for 571 units.

[Department of Commerce guidance](#) identifies low- and mid-rise apartments and condominiums as the housing type that best serves the needs of residents in the following income categories:

- Extremely low (0 – 30% AMI)
- Very low (>30 – 50% AMI)
- Low (>50 – 80% AMI)

However, we think it's unlikely that many units will meet the extremely low-income residents. We've relied on other strategies to supply those units and assumed the new capacity would be split between very low, low, and moderate income tenants, with units slightly weighted to the low-income market segment.

### Incentives for senior housing and projects with >15% of units affordable

Retirement apartments/housing as allowed in the following zones:

- MRD
- MR
- CB
- CB(S)
- PCB
- PCB(S)
- DB

However, current zoning regulations limit senior housing developments to 22 units per acre, with an increase to 30 units per acre with a public hearing before the Planning Commission. This process is a barrier to development of these units because it adds unpredictability to the process. Allowing increased density outright, without a public hearing, as long as 15% of units are made affordable would increase the capacity by 8 du/acre and ensure creation of affordable housing for seniors.

Zones	Total Acres	Underdeveloped Acres	Likely to Redevelop Acres
MRD	92.27	67.68	66.66
MR	246.86	214.75	3.93
CB(S)	66.9	39.19	13.84
PCB/PCB(S)	187.99	115.84	30
DB	22.73	14.96	5.53
CB	36.94	22.17	14.04
PCB	8.92	7.41	5.16
PCB(S)/MR	31.48	0	6.13
Available acreage:		482 acres	145 acres
Likely unit capacity*:		77 units	23 units

\*Assumes conservative conversion rate (2% of available acreage) with 8 du/acre capacity increase based on boosting base entitlement density from 22 du/acre to 30 du/acre.

	Underdeveloped	Likely to Redevelop
Available acres	482 acres	145 acres
2% development rate	9.64 acres	2.9 acres
8 du/acre base increase	77 units	23 units
Total unit capacity created with this strategy:		100 units
Affordable units* created with this strategy:		15 units

Assuming 5% affordable for “very low” income residents and 10% affordable for “low” income residents.

### **Allow duplexes in single-family zones**

There are 6,885 single-family zoned lots in city. Of those, 3,765 have 50% or more of their buildable envelope currently undeveloped. If 1% of those lots redeveloped with a duplex, that would create 37 new units.

Duplexes are likely to sell or rent at rates slightly but not significantly below single-family homes. We assume that duplexes will meet the housing needs of those with moderate incomes (>80 – 120% of AMI).

## APPENDIX B: POLICY ANALYSIS OF DISPARATE AND EXCLUSIONARY IMPACTS

The city reviewed our existing policies from the 2015 Comprehensive Plan using the following framework:

**Supportive (S) - Policy effectively addresses housing needs and tackles issues of racial disparity, displacement, and exclusion.** The following existing policies were found to fall in this category:

- 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.
- 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.
- 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.
- HO4b. The 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 houses.
- 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.
- HO6: When adopting new regulations and fees the city shall consider the economic implications they will have on the creation of new affordable housing.

**Approaching (A): The policy helps meet housing needs but may fall short in addressing racial disparity, displacement, or exclusion.** The following existing policies were found to fall in this category:

- HO1b. Programs that assist residents to age in place and stay in their dwelling units even after retirement should be investigated and supported.
- HO1a. Programs that support the rehabilitation and maintenance of older and/or historical housing stock should be investigated and supported.
- HO2: Housing policies, programs, and regulations designed to support and promote sustainability, and which minimize the impact on environmentally sensitive areas should be developed.

**Challenging (C): The policy may hinder meeting housing needs. Review its benefits and drawbacks to improve fairness and effectiveness.** The following existing policies were found to fall in this category:

- HO1: Retention of existing housing stock should be a city priority.

### **Actions taken to address non-supportive policies:**

Previous policies with the potential to cause disparate impacts were focused on retaining existing housing stock. While helping people age in place and maintaining older housing stock is important, owners staying in homes for decades can be a barrier to new owners being able to enter the market and sometimes language about prioritizing preservation of existing stock had been interpreted in ways that were a barrier to infill development.

Policy H.1.2 reads, “Support programs that help residents age in place and expand opportunities for ownership housing at a variety of income levels.” This is an attempt to link and balance the need to preserve housing stock and help residents age in place with the need for new owners to have opportunities to enter the market.

Policy H.1.4 reads, “Evaluate and amend bulk regulations and development standards as needed to ensure infill development in single-family neighborhoods is consistent with the scale and character of existing homes.” This is an attempt to make clear that infill can be done in a manner compatible with the scale of existing development.

Several new policies were introduced that are aimed specifically at increasing affordability which is the primary means of beginning to remedy cost burden disparities between racial groups. New policies related to affordability and reducing racial disparities include:

- H.1.3 Allow accessory dwelling units and duplexes in single-family zones.
- H.1.5: Expand the range of middle housing types (e.g., duplexes, cottages, townhomes, and apartments) allowed in residential and mixed-use zones.
- H.1.6: Encourage mixed use development to balance housing growth targets with community interest in more commercial options.
- H.1.7: Evaluate and eliminate regulatory barriers to achieve housing targets.
- H.2.1: Consider the economic impact of new regulations and fees on housing prices. Periodically review and revise regulations, such as parking ratios and height limits, that may be contributing to high home prices.
- H.2.4: Identify and amend local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.
- H.2.5: Work with local businesses to identify and meet the housing needs of their employees.
- H.2.6: Adopt standards for temporary and emergency housing.
- H.2.8: Evaluate housing units and affordability levels against targets a minimum of every five years and make policy and regulatory adjustments as needed to stay on track for targets.
- H.2.9: Establish ongoing channels for feedback from underrepresented communities to ensure their voices are heard and their housing needs are addressed.