

# Appendix 3-A

Land Use Capacity Analysis  
(LCA)

# MONROE — 2044 —



**Draft Land Use Scenarios**  
City Council  
November 28, 2023



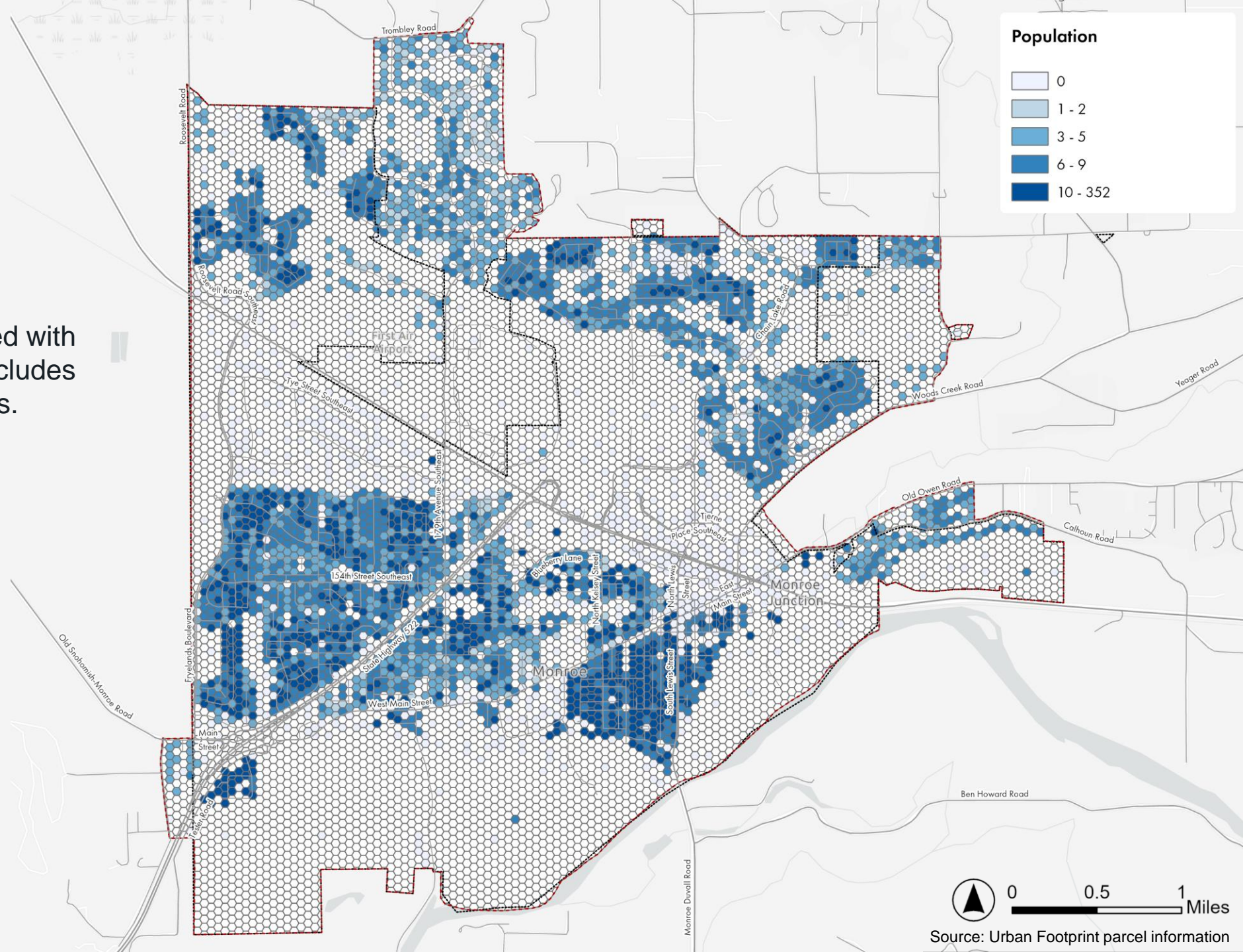
# Existing Population Density

## Population

Residential population associated with occupied dwelling units. This excludes people residing in group quarters.

\* Hexagons aggregate resident numbers for each parcel

\* A hexagon is approximately 1.23 acres



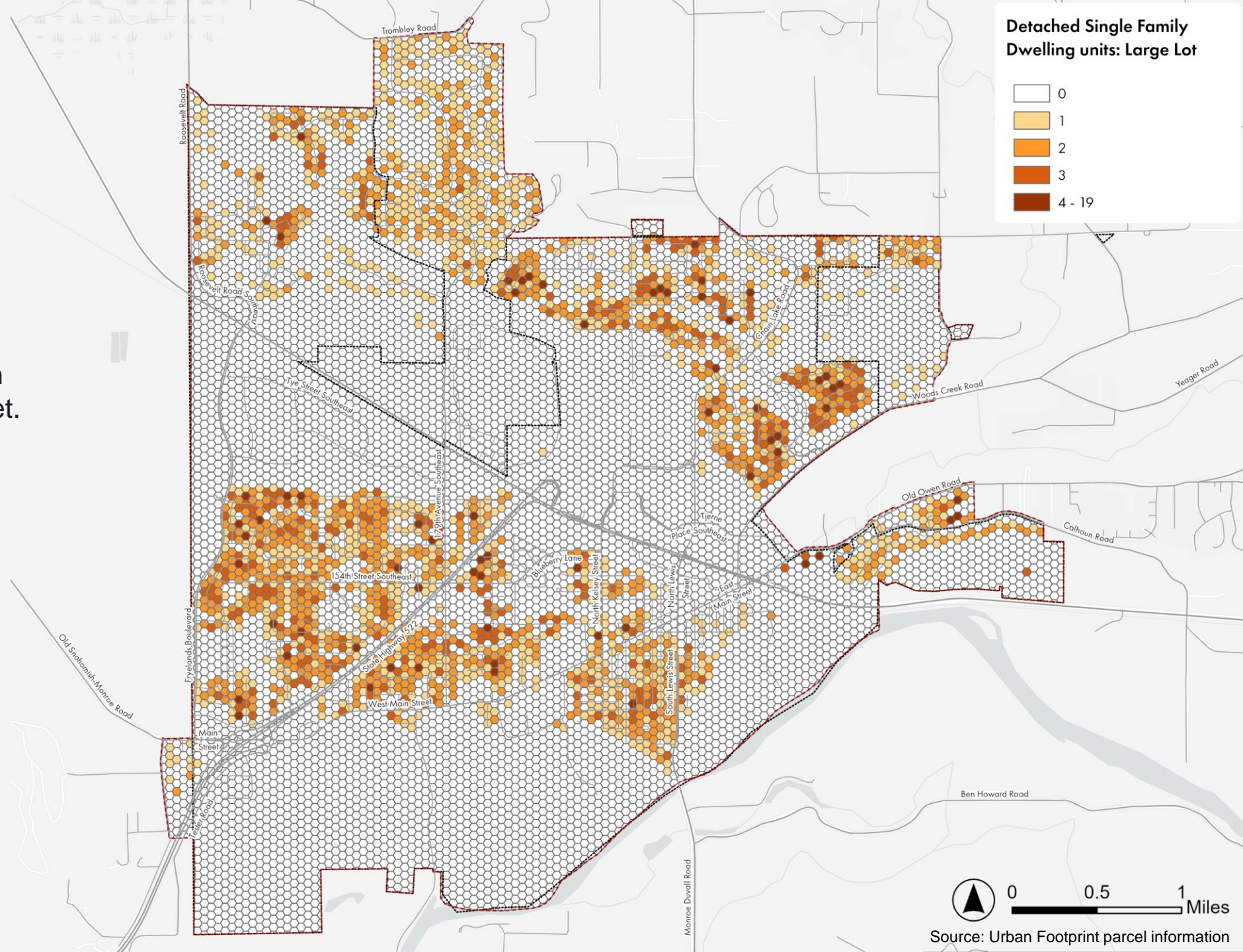


# Existing Residential Development

## Low density detached housing: Large Lot

Low density detached homes on lots larger than 5,500 square feet.

- \* Hexagons aggregate dwelling unit numbers for each parcel
- \* A hexagon is approximately 1.23 acres



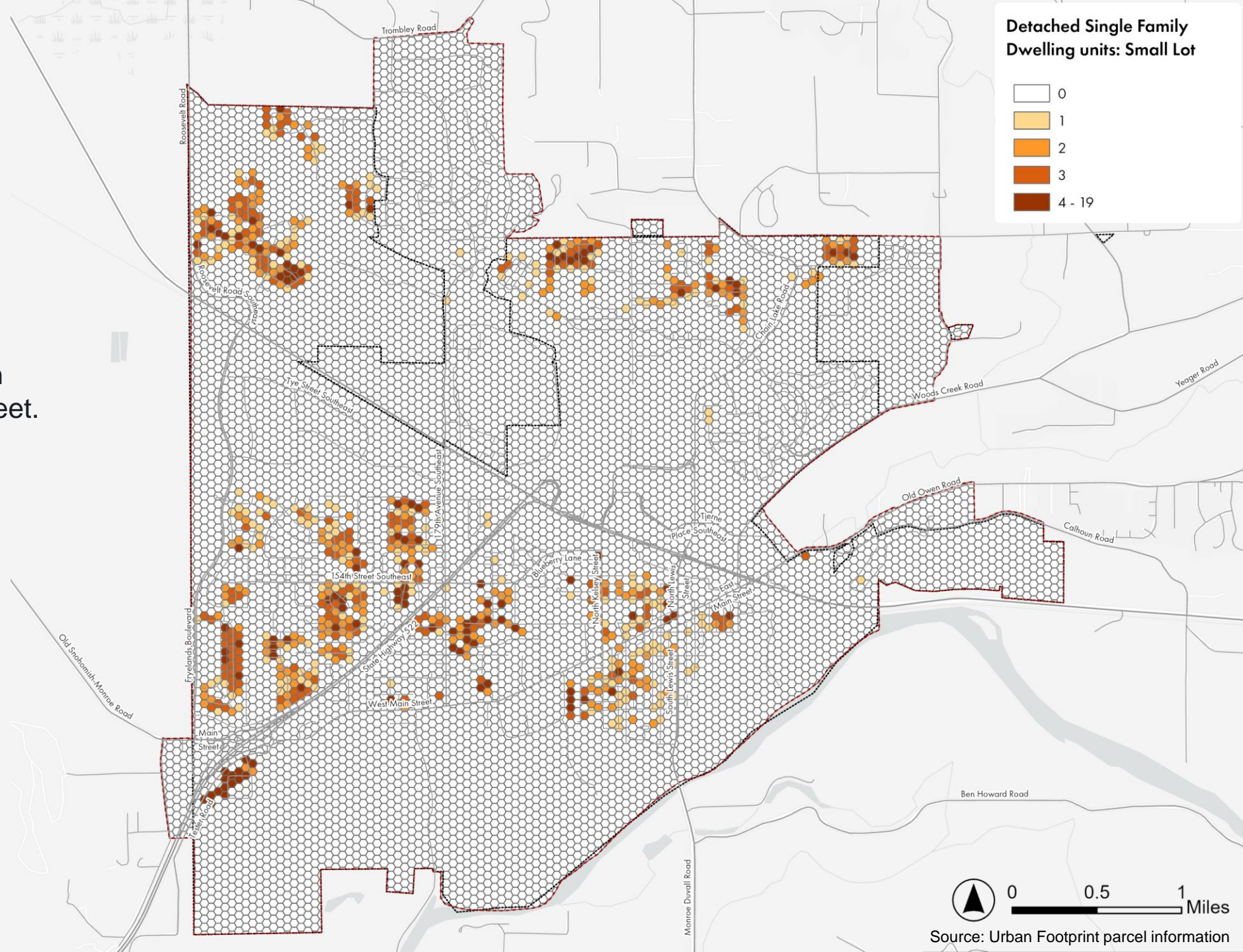


# Existing Residential Development

## Low density detached housing: Small Lot

Low density detached homes on lots smaller than 5,500 square feet.

- \* Hexagons aggregate dwelling unit numbers for each parcel
- \* A hexagon is approximately 1.23 acres



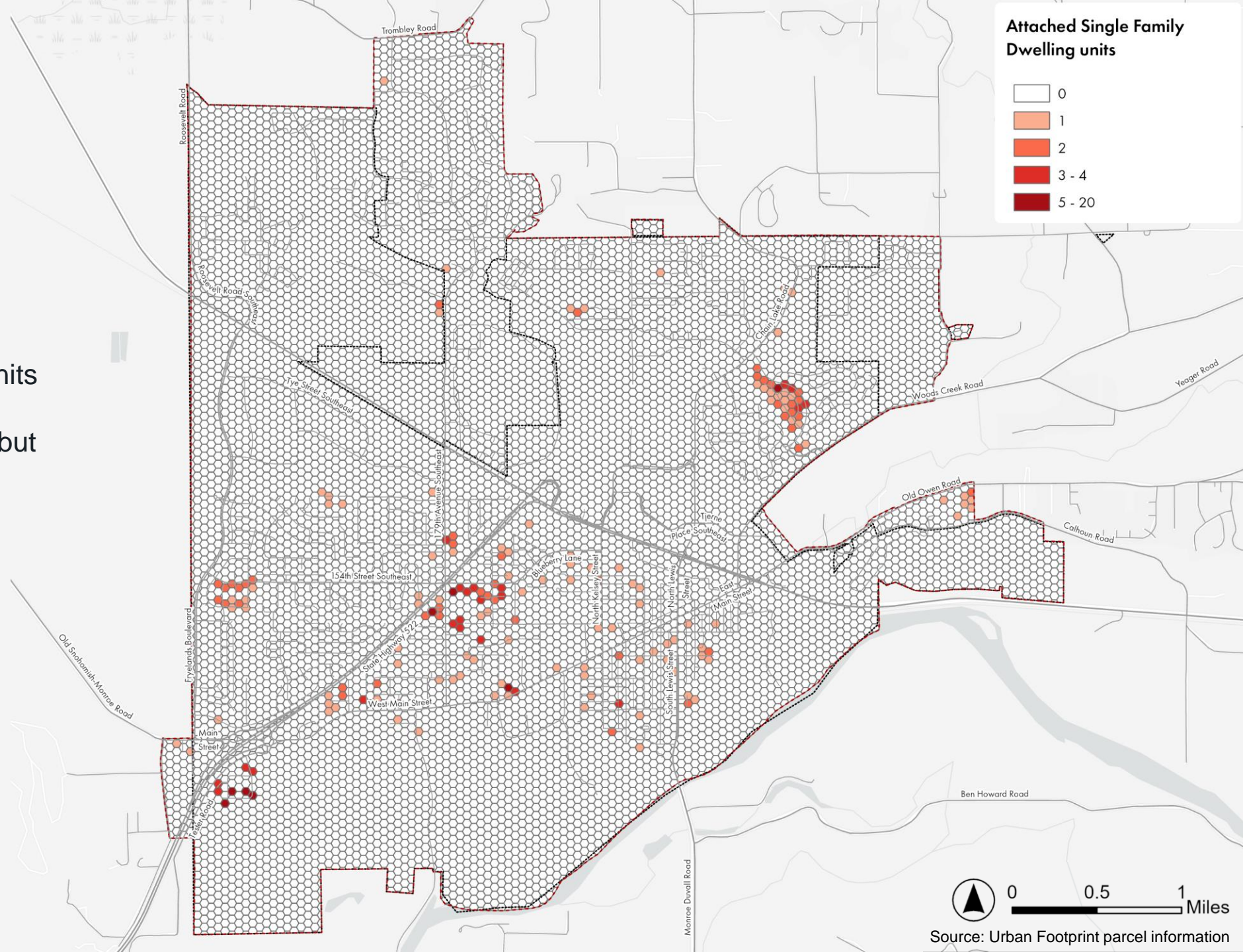


# Existing Residential Development

## Low density attached housing units

Low density attached housing units include townhomes, rowhouses, and other units that share walls but are not stacked vertically.

- \* Hexagons aggregate dwelling unit numbers for each parcel
- \* A hexagon is approximately 1.23 acres



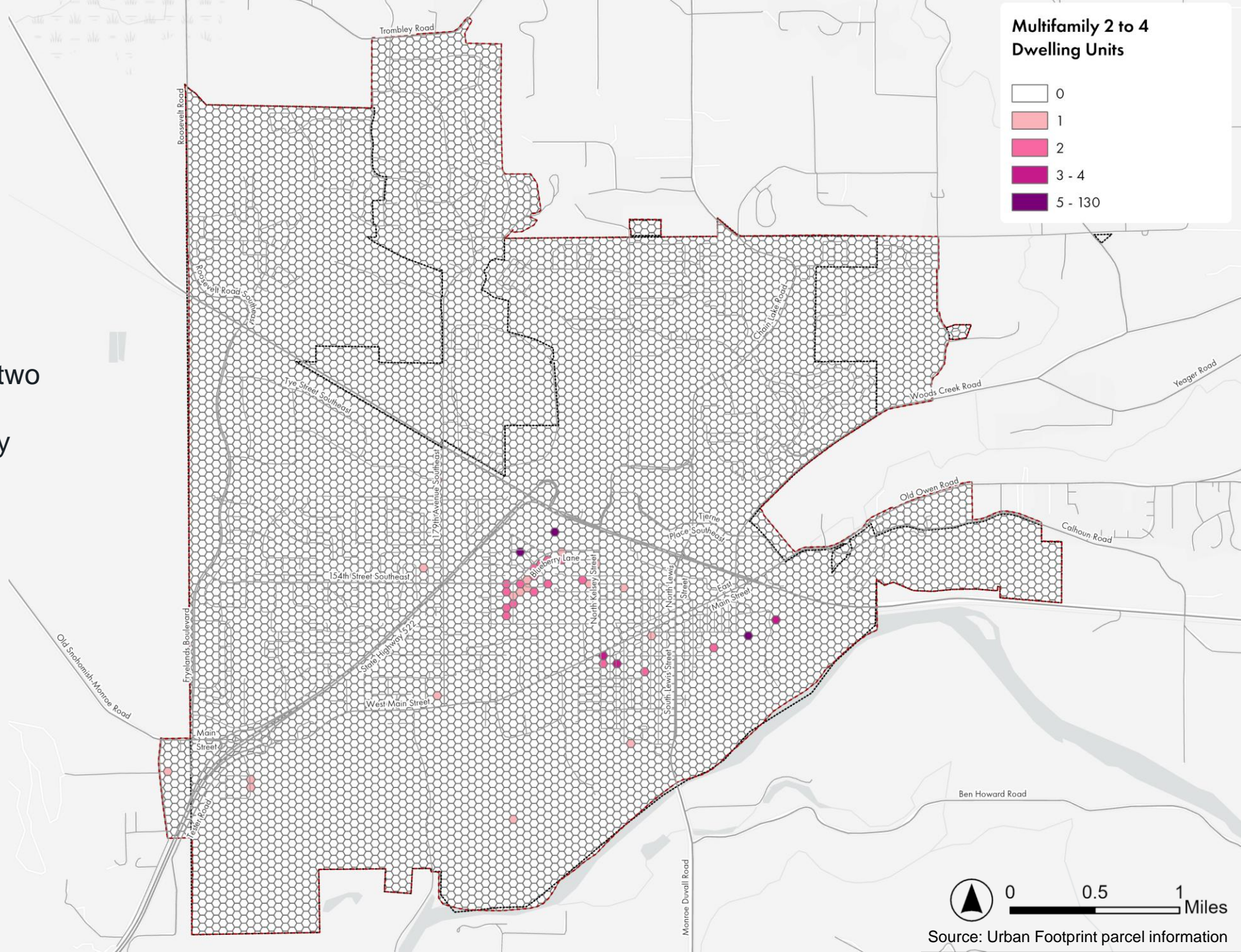


# Existing Residential Development

## Attached housing: Two to Four Dwelling Units

Homes in buildings that contain two to four housing units that are adjacent vertically, or horizontally with shared utility systems.

- \* Hexagons aggregate dwelling unit numbers for each parcel
- \* A hexagon is approximately 1.23 acres



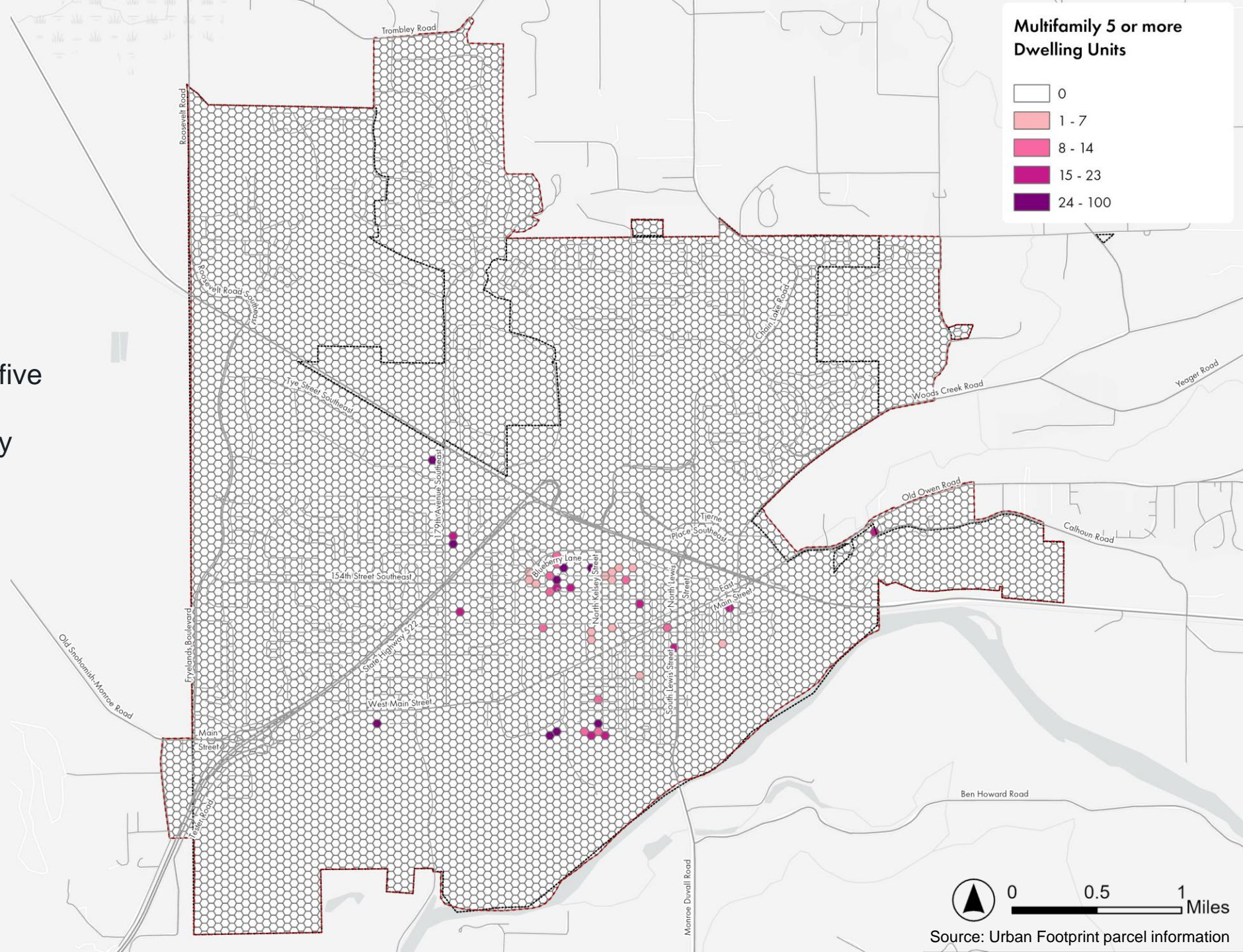


# Existing Residential Development

## Attached housing: Five or More Units

Homes in buildings that contain five or more housing units that are adjacent vertically, or horizontally with shared utility systems

- \* Hexagons aggregate dwelling unit numbers for each parcel
- \* A hexagon is approximately 1.23 acres



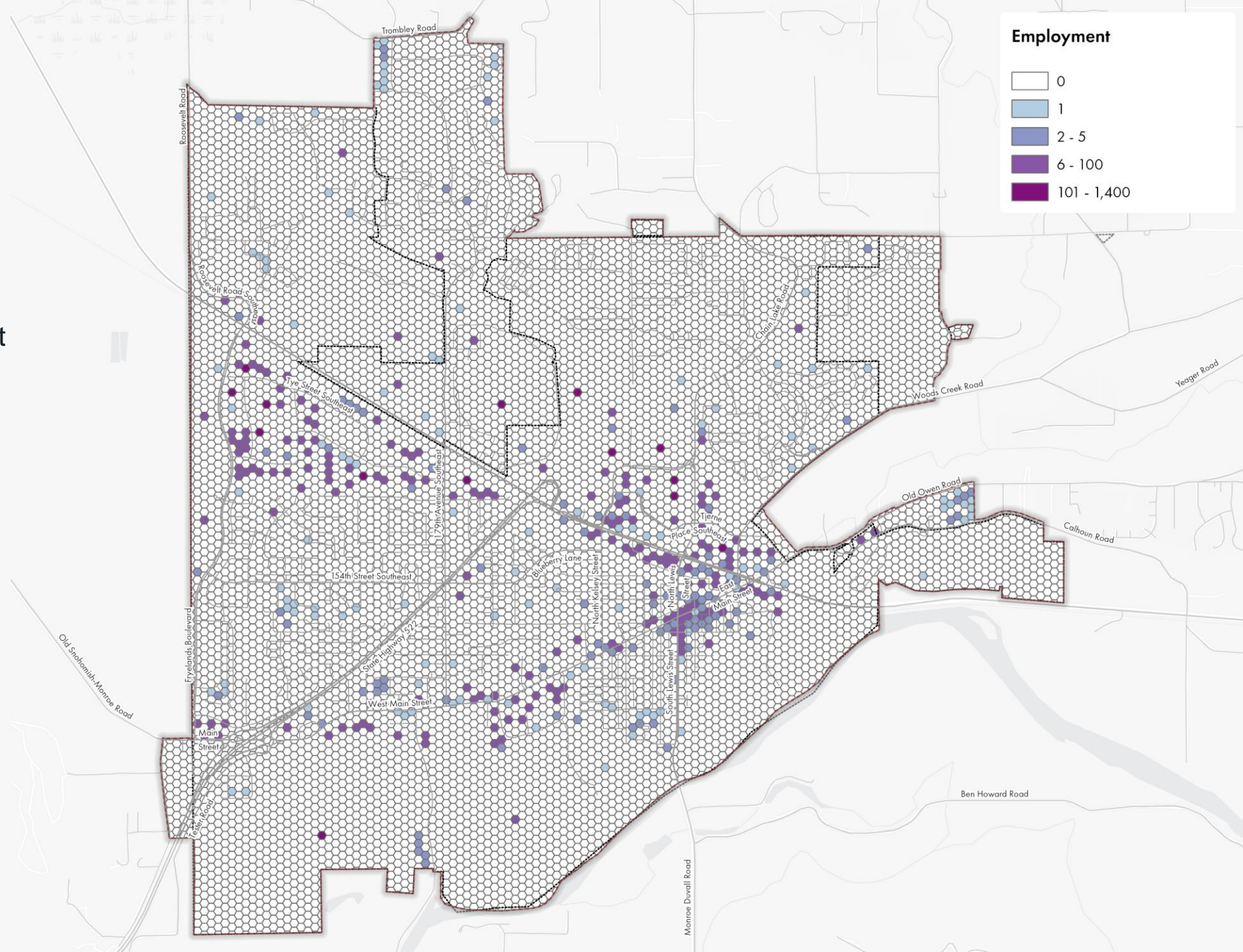


# Existing Employment Density

## Employment

Total jobs across all employment categories.




- \* Hexagons aggregate employment numbers for each parcel
- \* A hexagon is approximately 1.23 acres





# Buildable Lands (Current)

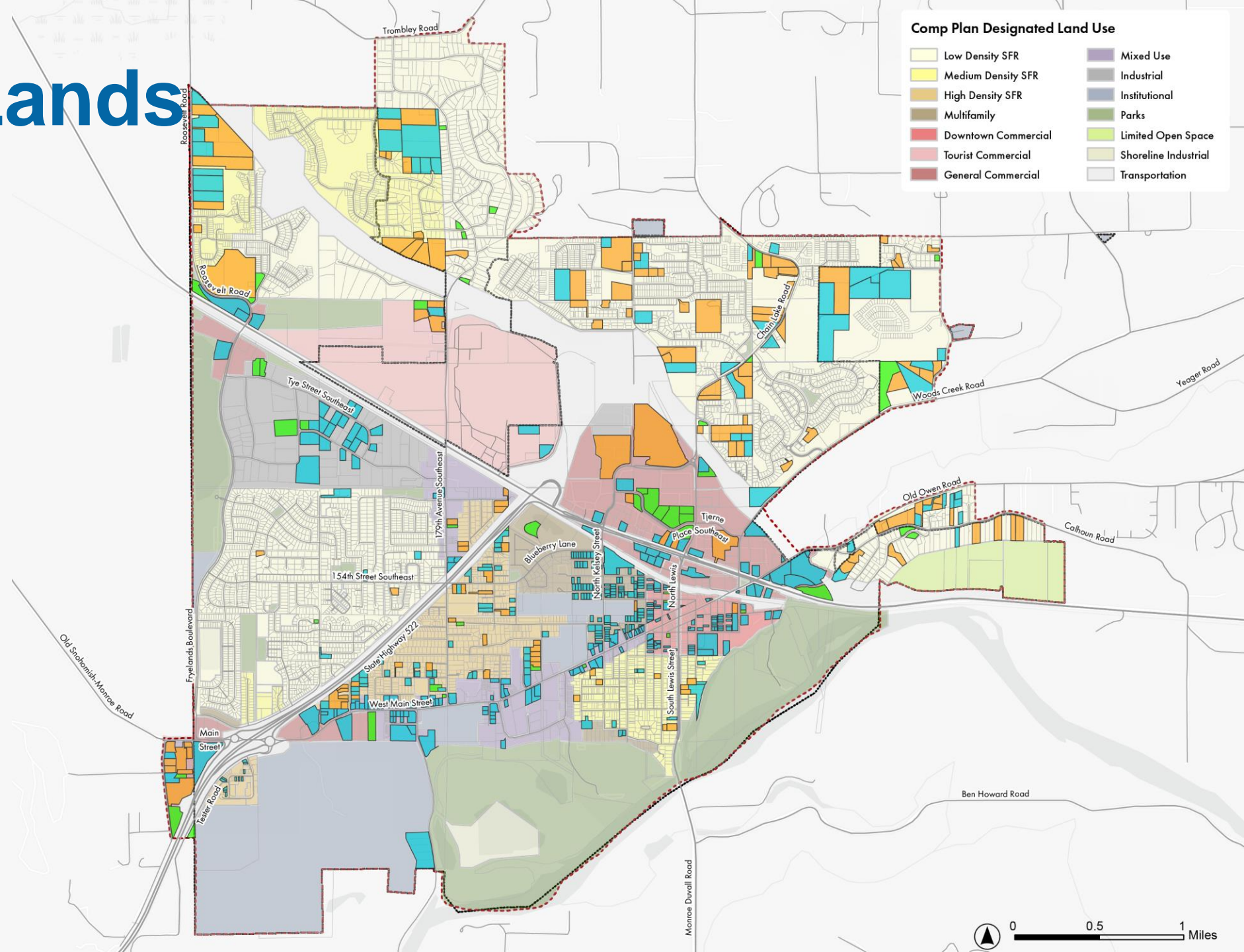
## Land Status

-  Vacant
-  Partially-Used
-  Redevelopable

Vacant, partially-used, and redevelopable parcels were used to create scenarios and estimate available housing and employment capacity based on potential changes in future land use designations.

**Comp Plan Designated Land Use**

 Low Density SFR	 Mixed Use
 Medium Density SFR	 Industrial
 High Density SFR	 Institutional
 Multifamily	 Parks
 Downtown Commercial	 Limited Open Space
 Tourist Commercial	 Shoreline Industrial
 General Commercial	 Transportation





# Unbuildable Land Areas

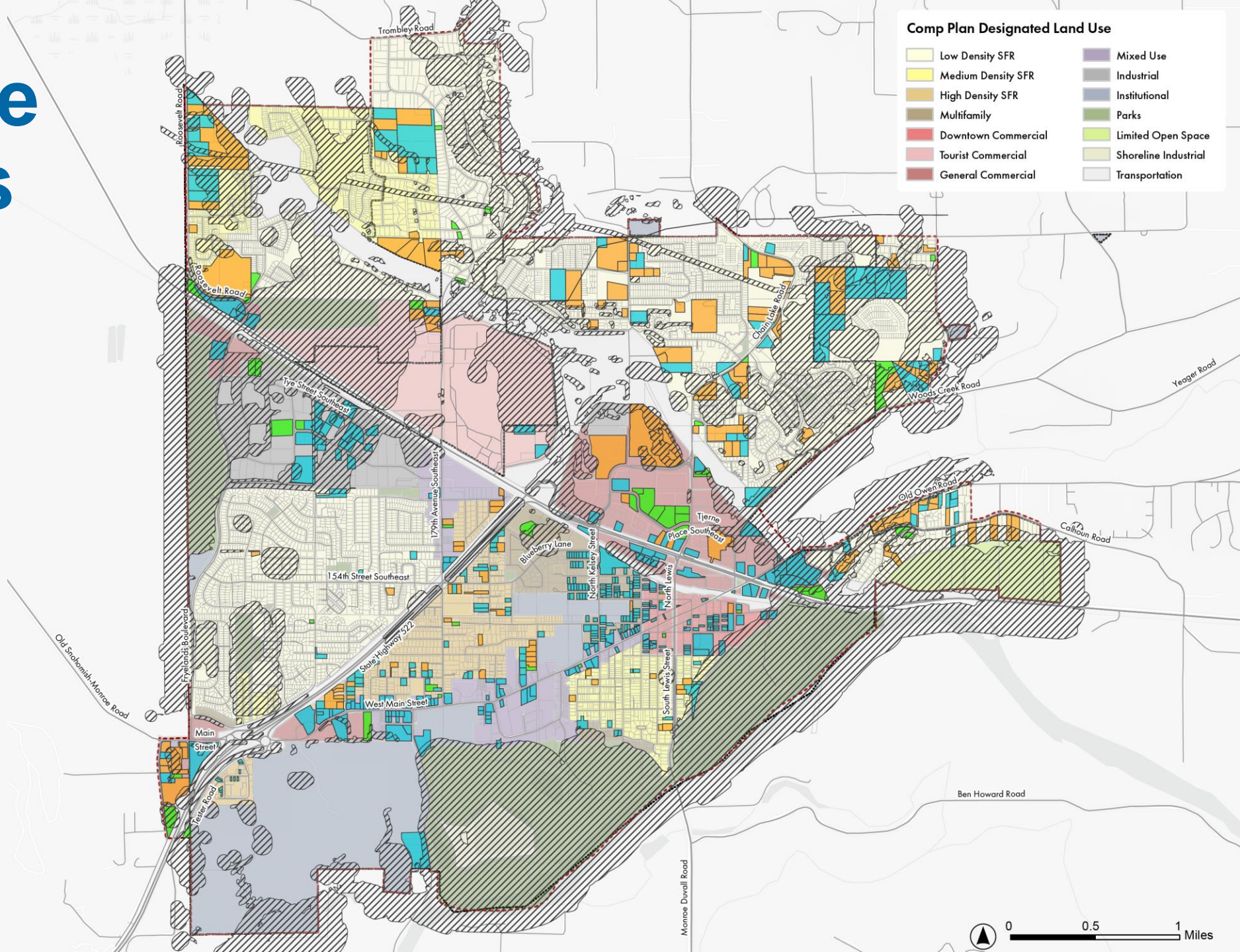
## Land Status

-  Vacant
-  Partially-Used
-  Redevelopable
-  Unbuildable land area\*

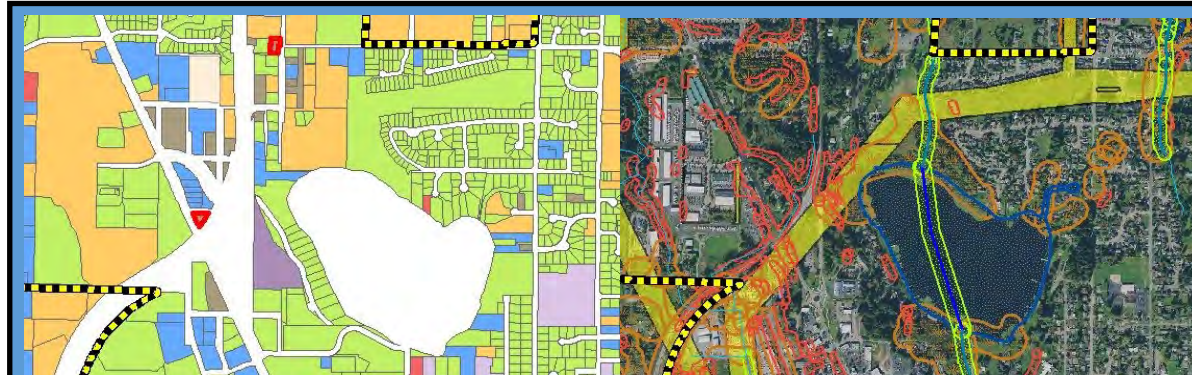
\* Unbuildable land area: Critical areas and buffers (steep slopes, wetlands, streams and lakes, frequently flooded areas); Major utility easements; future arterial rights-of-way and land needed for other capital facilities (schools, parks, etc.).

## Comp Plan Designated Land Use

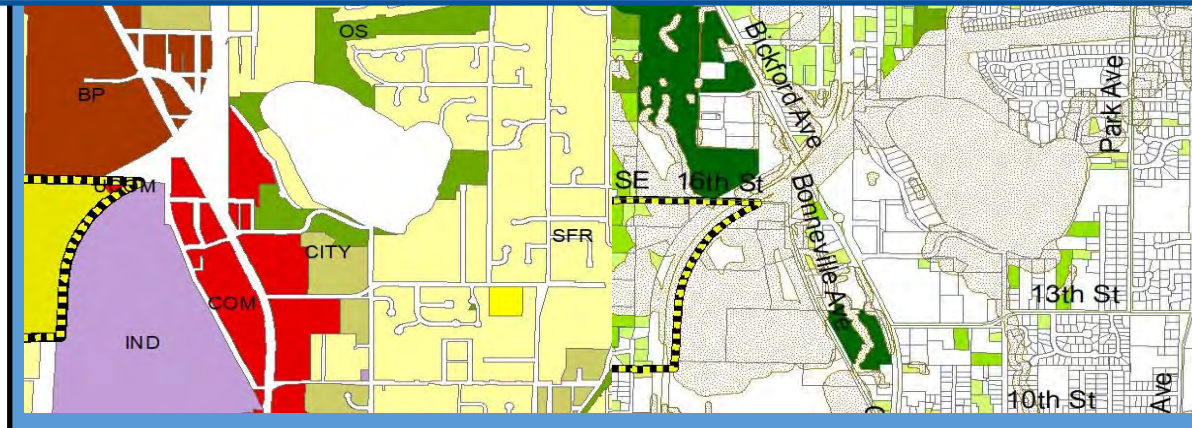
- |   |  |
|---|--|
|  Low Density SFR       |  Mixed Use              |
|  Medium Density SFR   |  Industrial            |
|  High Density SFR    |  Institutional        |
|  Multifamily         |  Parks                |
|  Downtown Commercial |  Limited Open Space   |
|  Tourist Commercial  |  Shoreline Industrial |
|  General Commercial  |  Transportation       |



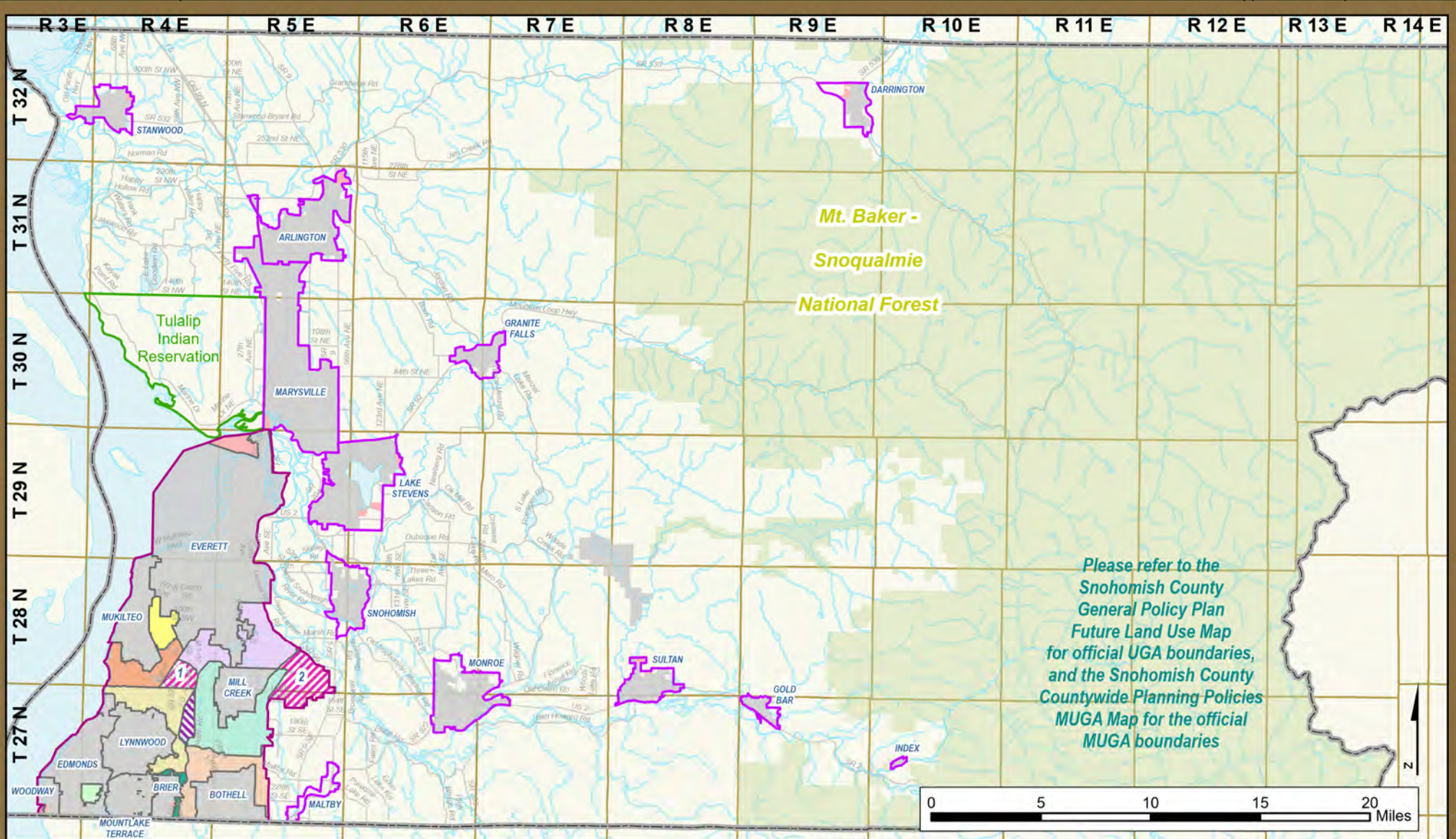




# Snohomish County 2021 Buildable Lands Report Supplemental Map Book







Please refer to the Snohomish County General Policy Plan Future Land Use Map for official UGA boundaries, and the Snohomish County Countywide Planning Policies MUGA Map for the official MUGA boundaries

### 2021 SCT Buildable Lands Report: Urban Growth Area Reference Map



- Snohomish County Boundary
- Southwest UGA Boundary
- Other UGA Boundary
- MUGA Boundary
- Tulalip Indian Reservation Boundary (Boundary Not Intended to Display Reservation Tidelands)
- City Boundary As of Dec. 13, 2012
- City Area Annexed Since Dec. 13, 2012
- National Forest Boundary

**MUGA Boundaries**

- Bothell MUGA
- Brier MUGA
- Edmonds MUGA
- Everett MUGA
- Lynnwood MUGA
- Mill Creek MUGA
- Mountlake Terrace MUGA
- Mukilteo MUGA
- Woodway MUGA
- Paine Field Area

- Overlap Area Claimed by 2 Cities (Larch Way Overlap)
- Gap Areas Not Claimed by Any City:
  1. Lake Stickney Gap
  2. Silver Firs Gap

**SNOHOMISH COUNTY DATA and MAP DISCLAIMER**

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Parcel lines and designation boundaries are adjusted to the Snohomish County Assessor Integrated Land Records Parcel Data Base as of November 2012.

This map is a graphic representation applied from the Snohomish County Geographic Information System. It does not represent survey accuracy. This map is based on the best available information as of the date shown on the map.

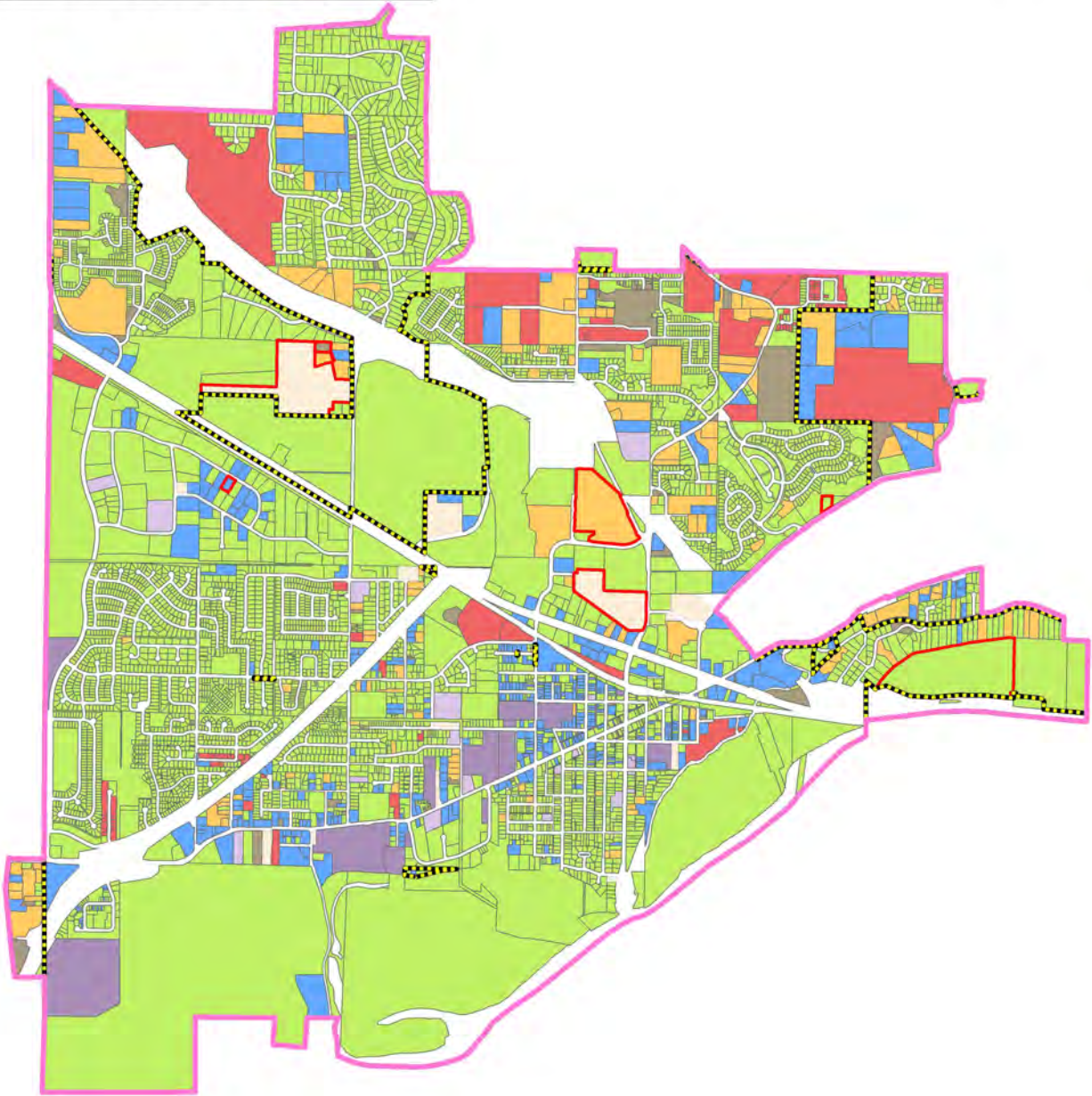
For the purposes of land use application review, final determination of future land use designations will be made by the County during the review process.





# Land Status

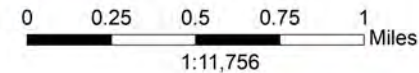
# Monroe UGA

Land Status determined as of April 1, 2019



## Legend

-  UGA Boundary
-  City Boundary
-  Market Ready
- Land Status**
-  Religious Use
-  Constant
-  Partially-Used
-  Pending
-  Redevelopable
-  School
-  Special
-  Vacant



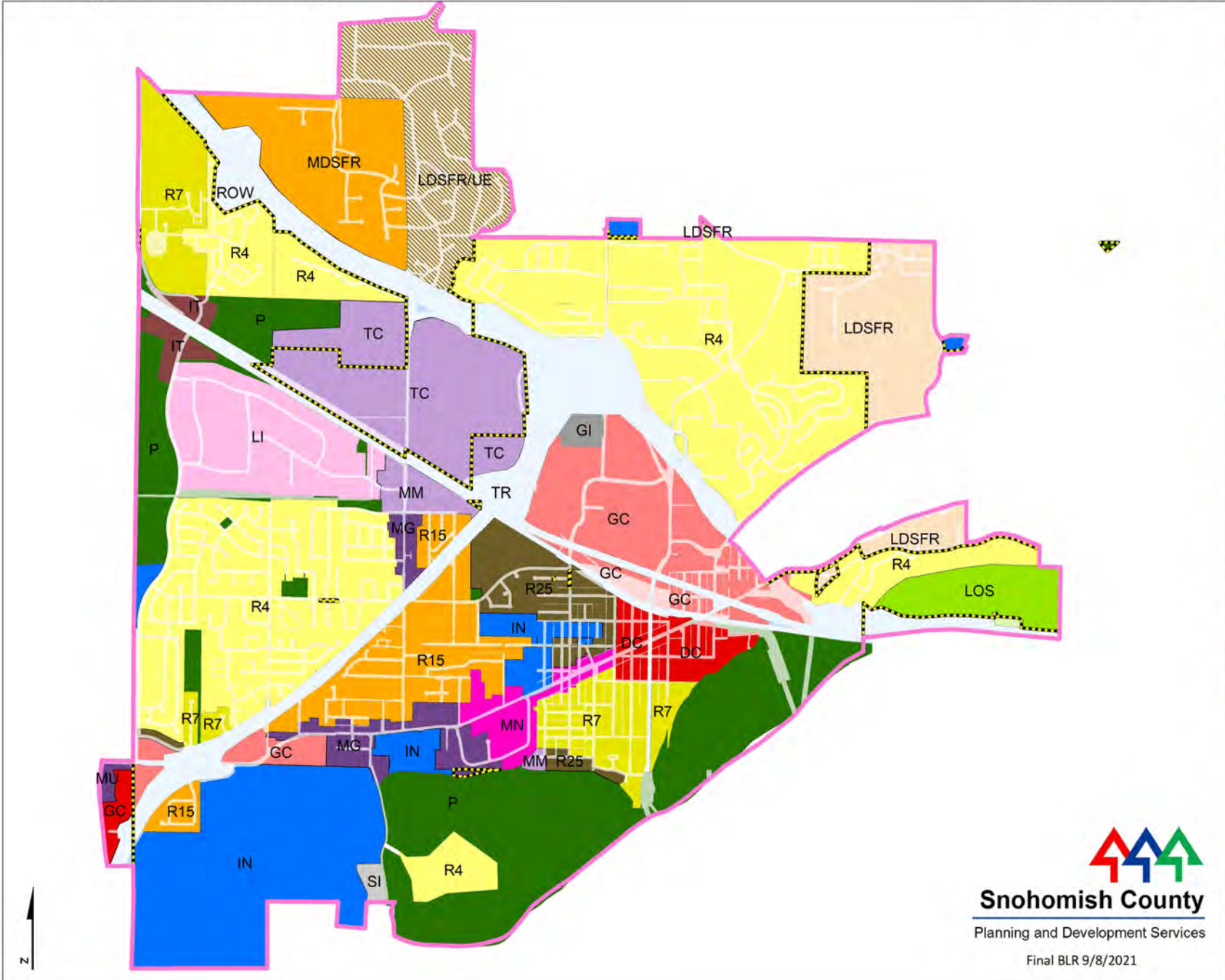
**Snohomish County**

Planning and Development Services

Final BLR 9/8/2021

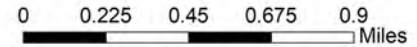
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### Legend

- UGA Boundary
- City Boundary
- Zone**
- DC *Downtown Commercial*
- GC *General Commercial*
- GI *General Industrial*
- IN *Institutional*
- IT *Industrial Transition*
- LI *Light Industrial*
- LOS *Limited Open Space*
- MG *Mixed Use General*
- MM *Mixed Use Medical*
- MN *Mixed use Neighborhood*
- P *Park*
- R15 *Single Family Residential 15 units/acre*
- R25 *Single Family Residential 25 units/acre*
- R4 *Single Family Residential 4 units/acre*
- R7 *Single Family Residential 7 units/acre*
- SI *Shoreline Industrial*
- TC *Tourist Commercial*
- TR *Transportation*
- FLU**
- GC *General Commercial*
- LDSFR *Low Density Single Family Residential*
- LDSFR/UE *Low Density SFRI - Unsewerable Enclave*
- MDSFR *Medium Density Single Family Residential*
- MU *Mixed Use*
- ROW *Right-of-Way*
- SI *Shoreline Industrial*
- TC *Tourist Commercial*



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## Snohomish County

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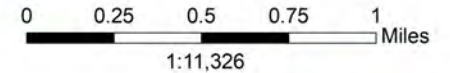
# Critical Areas, Buffers, and Easements

# Monroe UGA



## Legend

-  UGA Boundary
-  City Boundary
- Stream Classification**
-  S
-  F
-  Np
-  Ns
-  U
-  100 year Floodplain
-  Snoco Landslide Hazard Areas
-  Slopes >33% w/25 ft Buffer
-  Stream Buffers as Modeled
-  Wetlands w/110 ft Buffer
-  Waterbody
-  Utility or NGPA Easement




**Snohomish County**  
 Planning and Development Services  
 Final BLR 9/8/2021

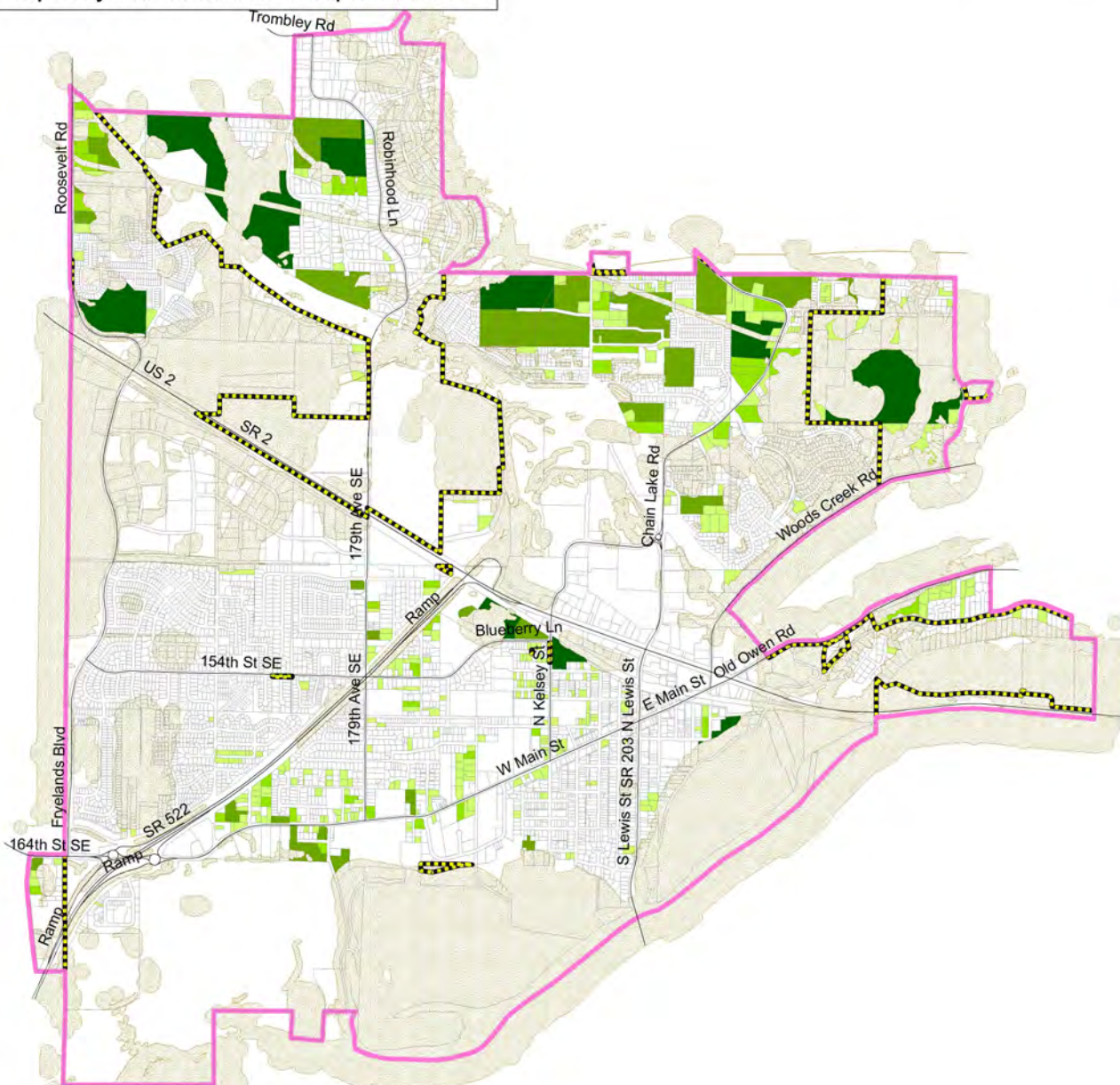
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# Additional Housing Unit Capacity

# Monroe UGA

Additional capacity calculated as of April 1, 2019



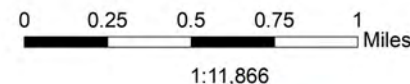
## Legend

- Major Roads
- UGA Boundary
- City Boundary
- Critical areas, buffers, and easements

## Additional Housing Unit Capacity

- 0
- 1-5
- 6-10
- 11-50
- 51+

Capacities of individual parcels are generalized into low-to-high color ranges for map display purposes only. Exact capacity values for individual parcels are available upon request.



**Snohomish County**

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Final BLR 9/8/2021

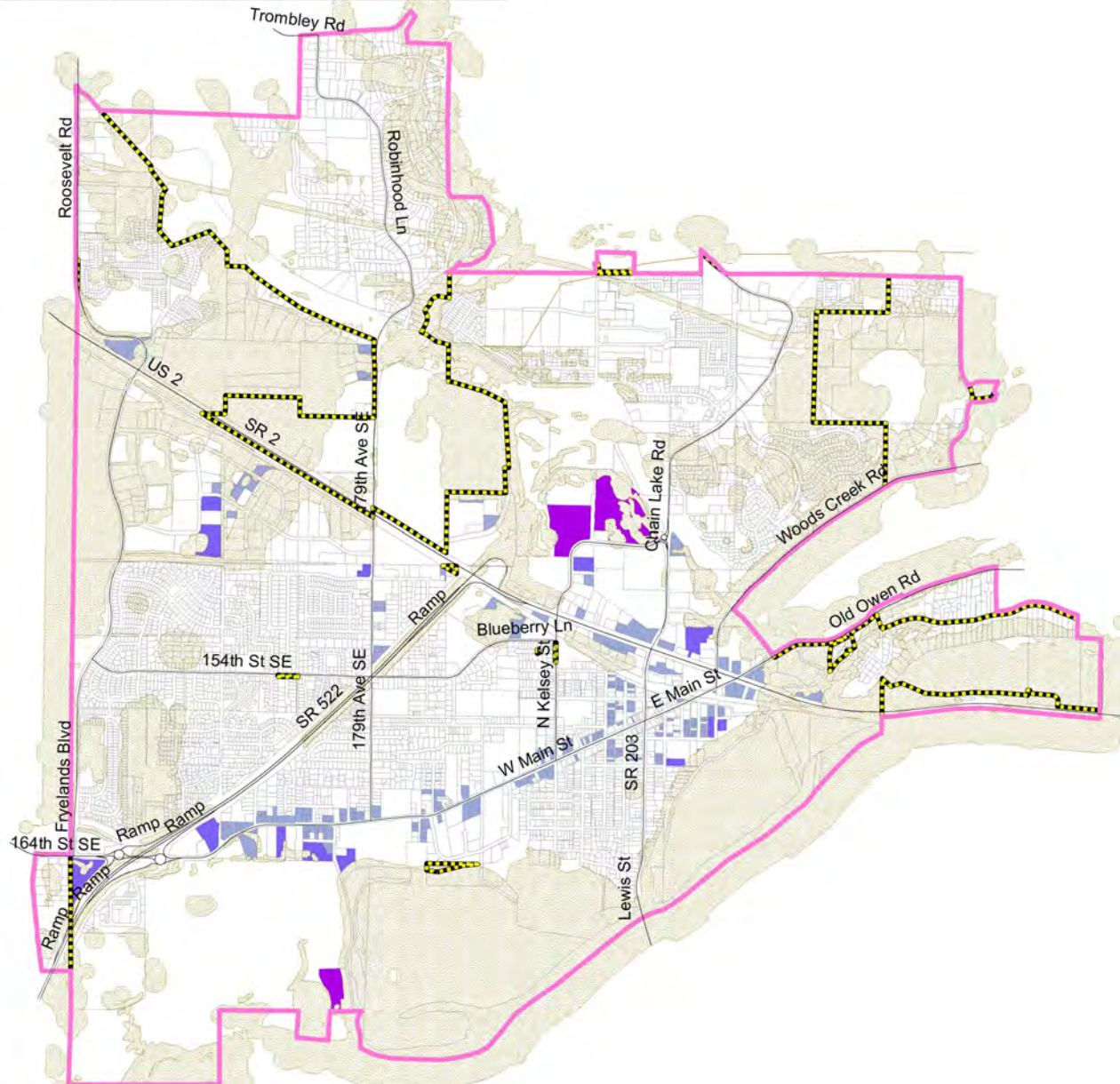
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# Additional Employment Capacity

# Monroe UGA

Additional capacity calculated as of April 1, 2019



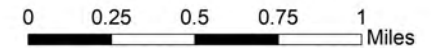
## Legend

- Major Roads
- UGA Boundary
- City Boundary
- Critical areas, buffers, and easements

## Additional Employment Capacity

- 0
- 1-25
- 26-100
- 101-500
- 501+

Capacities of individual parcels are generalized into low-to-high color ranges for map display purposes only. Exact capacity values for individual parcels are available upon request.



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**Snohomish County**

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# Monroe 2044 Comprehensive Plan Update

## TECHNICAL MEMORANDUM: HOUSING AND EMPLOYMENT CAPACITY ANALYSIS

### Introduction

This memorandum describes the process to determine land use capacity for Monroe, WA within the City Limits and Urban Growth Area (UGA). The project team developed land use scenarios to test various development alternatives built upon the 2021 Snohomish County Buildable Lands Inventory (BLI), community input about the location and intensity of desired types of land uses, and the use of scenario planning software to test specific building typologies and capacity based on existing and future zoning and site design requirements for parcels.

The Growth Management Act (GMA) requires local governments to identify “sufficient capacity of land” for projected housing needs over the twenty-year planning horizon for comprehensive plan updates (RCW 36.70A.070(2)(c) and WAC 365-196-310(4)(b)(ii)(E)). Under the GMA, local governments must conduct a Land Capacity Analysis (LCA) to measure and document capacity for new housing development on vacant, partially used, or under-developed lands. This analysis considers the potential for land within a community's boundaries to accommodate new housing growth, given what is allowed under current (or planned) zoning and development regulations and what can reasonably be anticipated based on past development and factors that may cause trends to change in the future. House Bill 1220 (HB 1220) updated the GMA to require cities to “plan for and accommodate” housing for all income levels.<sup>1</sup> The Washington State Department of Commerce (Commerce) provides guidance for local governments to update their comprehensive plan housing elements. Specifically, HB 1220 Book 2 Guidance for Updating Your Housing Element provides detailed methods for how local governments can conduct an LCA for all income levels, including emergency housing and shelters.<sup>2</sup> The methods for the Monroe LCA closely follow the Commerce guidance.

### Growth Targets and Buildable Lands Inventory

Snohomish County and the City of Monroe collaborated on developing growth targets for housing and employment to be accommodated as part of the 2044 Monroe Comprehensive Plan. Table 1 describes the growth targets to be accommodated. These were finalized in 2021 and were the basis for the City’s capacity assessments. The growth allocations were also updated in 2023, primarily modifying employment-related growth outside of the City Limits, but inside of the UGA.

Each jurisdiction is required to analyze and assess whether it has sufficient land capacity to provide for these housing types. Monroe must be able to accommodate approximately 2,216 housing units within

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<sup>1</sup> House Bill 1220. <https://lawfilesexternal.wa.gov/biennium/2021-22/Pdf/Bills/Session%20Laws/House/1220-S2.SL.pdf?q=20211209114015>

<sup>2</sup> HB 1220 Book 2 Housing Element Update. <https://deptofcommerce.app.box.com/s/1d9d517g509r389f0mjpowh8isjpirlh>



its City Limits by 2044. HB 1220 requires providing housing for various levels of area median incomes (AMI), including emergency housing and permanent supportive housing. The specific income segments include extremely low (0–30 percent AMI), very low (30–50 percent AMI), low (50–80 percent AMI), moderate (80–120 percent AMI), and above moderate (greater than 120 percent AMI). Table 2 describes the housing needed by income bracket by 2044, per Snohomish County.

**Table 1. 2044 Growth Allocations**

	Population in 2020	Population by 2044	Increase
<b>Monroe City</b>	19,699	24,302	4,603
<b>Unincorporated UGA</b>	1,567	1,974	407
<b>Total</b>	21,266	26,276	5,010
	Housing units in 2020	Housing units by 2044	Increase
<b>Monroe City</b>	6,163	8,379	2,216
<b>Unincorporated UGA</b>	551	758	207
<b>Total</b>	6,714	9,138*	2,424*
	Employment in 2020	Employment by 2044	Increase
<b>Monroe City</b>	10,096	12,420	2,324
<b>Unincorporated UGA</b>	164	241	77
<b>Total</b>	10,260	12,660*	2,400*

Source: Snohomish County Buildable Lands Report, 2021 and 2023

\* Totals may be different due to rounding

**Table 2. Housing Need By Income Bracket (2044)**

Income level	Income Band (AMI)	Category	Implementing Zone	Projected housing need
<b>Extremely Low</b>	0-30% PSH	Low-Rise, Mid-Rise Multifamily	R25, DC, MN, MG	154
	0-30% non-PSH			319
<b>Very Low</b>	31-50%			243
<b>Low</b>	51-80%			0
<b>Moderate</b>	81-100%	Moderate Density, ADUs	R15, DC, MN, MG	0
	101-120%			381
<b>Above Moderate</b>	>120%	Low Density	R4, R7, DC, MN, MG	1,118
<b>Total</b>				2,215

Source: Urban Footprint, MIG Analysis



# Buildable Lands Inventory and Permitted Projects

The LCA provides an update to the Monroe Buildable Lands Inventory (BLI) results from the 2021 Snohomish County Buildable Lands Report. The 2021 BLI identified parcels in the following categories:

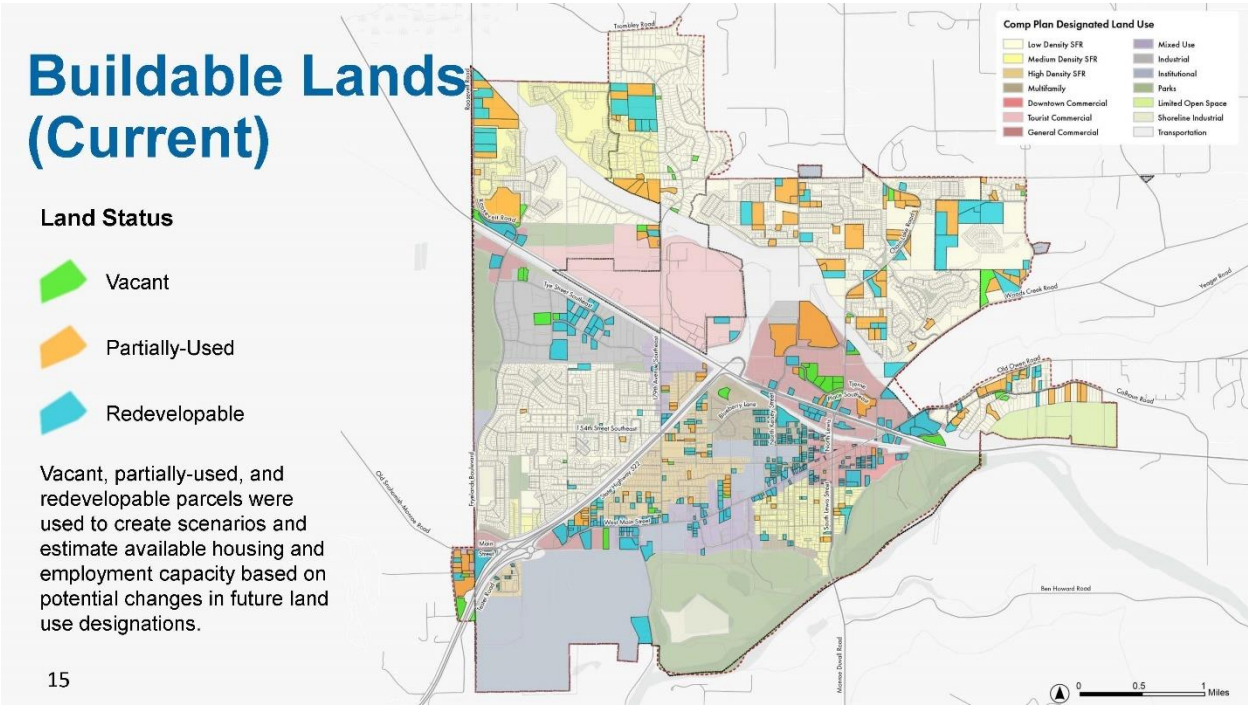
- Vacant
- Partially Used
- Undevelopable

This LCA used the same methods as the Snohomish County BLI to determine which previously vacant parcels (from 2021) are now built out/undevelopable or have been permitted but are not yet projects. Underutilized parcels from the 2021 BLI were assumed to still be underutilized unless City staff indicated otherwise, based on recent development activity. Parcels that were identified as permitted were assumed to be built out for this update.

Since completion of the BLI in 2021, the City of Monroe has approved residential development projects that would remove parcels identified for development. The project team reviewed permit data to understand the scale of permitted projects and determined that approximately 1,000 units of primarily detached residential development has been approved since the BLI was completed. Updated BLI parcels are shown in Figure 1.

While permitted development can count towards the City meeting its housing targets, the expectation is that it would not meet income band targets and additional Future Land Use Map modifications would

**Figure 1: Buildable Land Inventory with 2015 Future Land Use Designations**





still be required to address State requirements. Therefore, these permitted projects were not incorporated into the income band analysis but were identified in final housing as an additional amount of development that is anticipated in the city (see Table 8, page 14).

## Land Use Scenario Development

The City of Monroe and Snohomish County coordinated to develop a buildable lands inventory for the Monroe City Limits and land outside of the City Limits, but inside of the Urban Growth Area, as described in Table 1. The project team used this information as the basis of the initial community outreach to identify potential ways the Monroe community would want to accommodate future growth. The City hosted an in-person event and online survey to identify the location, type, and intensity of growth. Using that information, the project team developed two scenarios to test future growth options, with assumed density ranges necessary to meet growth targets. Land use scenarios are illustrated in Figures 2 and 3.

For each scenario, the updated BLI was included to identify which parcels are available for development and/or redevelopment. Potential development types were applied to those parcels, based on existing and desired development patterns and community input. Capacities for each of the scenarios was developed to understand the potential ramifications related to growth and urban form. Results of the scenario analysis is shown in Figure 4. Note that Snohomish County growth targets used to complete the scenario development and analysis shown in Figure 4 reflect the targets at the time, but were updated after this task was complete. Table 3 identifies final targets and are what was used to calculate capacity for the Future Land Use Map and housing by income bracket.

**Figure 2: Center Growth and Neighborhood Nodes Scenario**

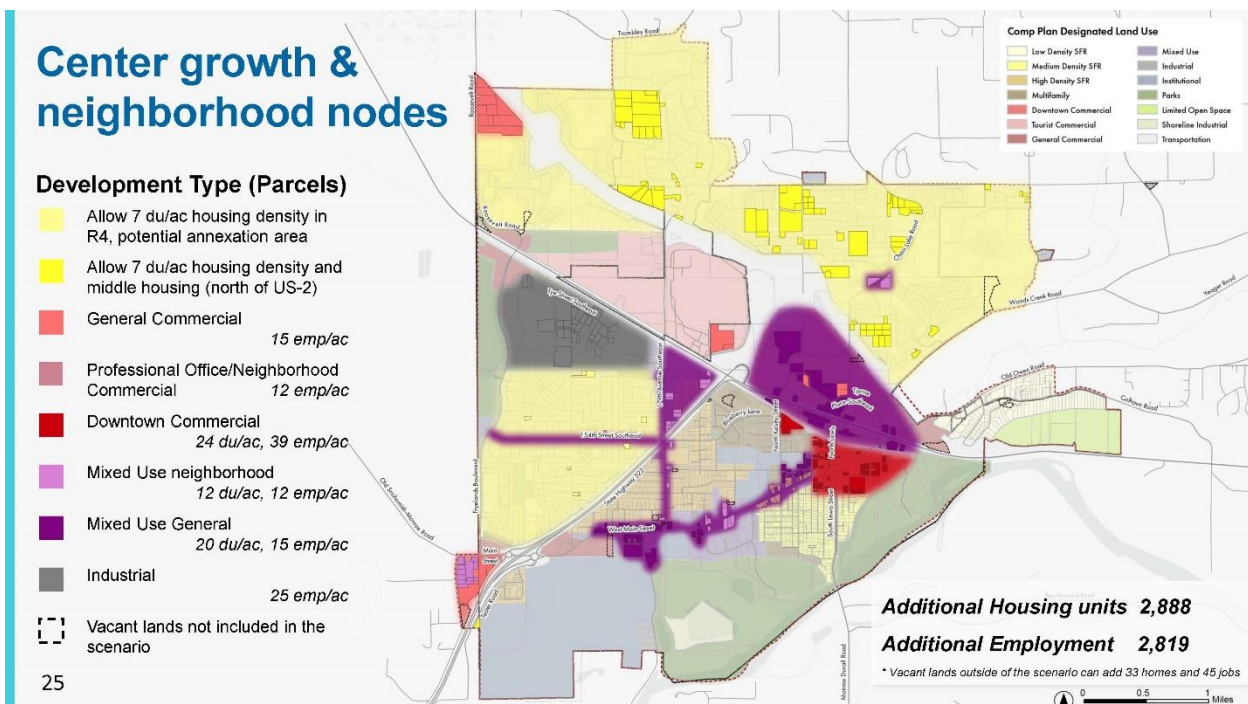




Figure 3: Center-Focused Growth

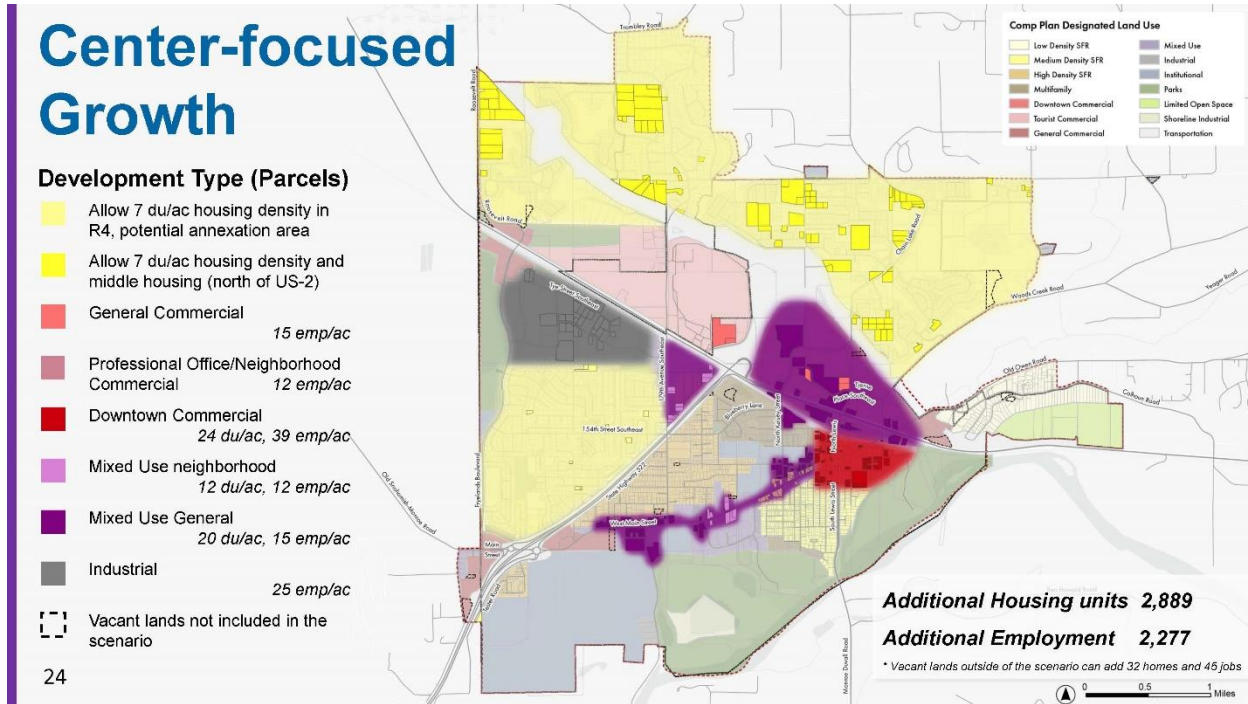


Figure 4: Scenario Analysis Result

## Land Use Scenario results

### 2044 Growth Targets\*

Housing units Needed	City of Monroe	1,934
	Unincorporated UGA	178
	<b>Total Monroe UGA</b>	<b>2,112</b>

Employment Needed	City of Monroe	2,324
	Unincorporated UGA	77
	<b>Total Monroe UGA</b>	<b>2,401</b>

### Land Use Scenarios

	Scenario #1 Center-focused Growth	Scenario #2 Center growth and Neighborhood nodes
Housing unit Capacity	City of Monroe	<b>2,480</b>
	Unincorporated UGA	<b>409</b>
	<b>Total Monroe UGA</b>	<b>2,889</b>

Employment Capacity	City of Monroe	<b>2,277</b>
	Unincorporated UGA	<b>0</b>
	<b>Total Monroe UGA</b>	<b>2,277</b>

\* 2044 growth targets indicate the total housing units and employment needed, in addition to what is currently developed, to meet the adopted Snohomish County countrywide 2044 planning policies for the Monroe UGA (see also Slide 4).



# Alternatives Tested

Using the information gathered in the scenarios analysis, City staff, the Community Advisory Committee, Planning Commission, and City Council combined specific elements of each scenario into a Proposed Action, which was analyzed as part of a Supplemental Environmental Impact Statement (SEIS). The alternatives evaluated are described below and summarized in Table 3.

**Table 3. Additional Housing and Jobs Capacity Under the No Action Alternative and Proposed Action**

Capacity	2035 BLR Total Capacity	CPPs 2044	No Action Alternative	Proposed Action
<b>HOUSING</b>				
City	1,833	2,216	975	2,471
Unincorporated	596	207	493	479
<b>Total Monroe UGA</b>	<b>2,429</b>	<b>2,424</b>	<b>1,468</b>	<b>2,950</b>
<b>EMPLOYMENT</b>				
City	1,609	2,324	2,330	2,741
Unincorporated	1	77	0	109
<b>Total Monroe UGA</b>	<b>1,610</b>	<b>2,400</b>	<b>2,330</b>	<b>2,850</b>

BLR = Snohomish County Buildable Lands Report, 2021. CPPs = Snohomish Countywide Planning Policies, 2023. SOURCE: Developed by MIG 2024

## NO ACTION ALTERNATIVE

The No Action Alternative continues the current plan for growth in the City and unincorporated areas of Monroe’s Urban Growth Area (UGA), including (1) the adopted zoning and planning designations in the 2015 Comprehensive Plan and the 2015 Future Land Use Map, and (2) the use of existing tools already in use by the City to meet housing-related state mandates. The No Action Alternative assumes the following:

- High-density attached housing growth would occur in areas already designated attached housing or mixed use. The 2015 Comprehensive Plan also encourages increases in residential densities within the areas designated for mixed use development, south of Main Street, within the SR 522/US 2 interchange area, and North Kelsey Subarea.
- Detached dwellings would be added on vacant lands and on partially developed lands where large lots can be further subdivided. These include areas that were rezoned as part of the 2015 Comprehensive Plan for increased residential density, including portions of the Foothills and



Roosevelt Roads, and Roosevelt Ridge areas. The 2015 Comprehensive Plan also rezoned properties in the Tester Road area, near the SR 522/US 2 interchange, and east of SR 522 from Medium Density Residential to High Density Single-Family Residential (SFR). Additional capacity includes areas identified in the Snohomish County Buildable Lands Report (BLR) (Snohomish County 2021).

Under the No Action Alternative, the City would have capacity for 1,468 new housing units, 975 housing units within the City and 493 housing units in the unincorporated UGA (Table 3). This capacity of 975 new housing units within the City is 858 units below the 2019–2035 housing allocation established in the Snohomish County BLR (2021). The No Action Alternative would have capacity for 2,330 new jobs (Table 3) in the City, which is 721 jobs above the 2019–2035 employment allocation established in the Snohomish County BLR. Similarly, for the UGA, housing capacity under the No Action Alternative is lower than the capacity that was reported in Snohomish County BLR (2021). Job capacity for the UGA is higher under the No Action Alternative analyzed in this SEIS compared to the Snohomish County BLR (2021).

The Snohomish County Countywide Planning Policies (CPPs) identify 2044 housing unit growth allocations for Monroe as 2,216 for the City and 207 for the unincorporated UGA, for a total of 2,424 housing unit growth (Snohomish County 2023). The Snohomish County CPPs identify 2044 employment growth allocations for Monroe as 2,324 for the City and 77 for the unincorporated UGA, and a total of 2,400 employment growth. Housing units and jobs under the No Action Alternative are less than adopted growth allocations for the UGA as a whole. The No Action Alternative does not meet employment capacity allocations primarily because employment growth outside of the City is constrained by critical areas. The No Action Alternative would also not meet other new planning requirements, such as providing affordable housing across income bands and a range of housing types.

## **PROPOSED ACTION**

The Proposed Action would allow more housing and jobs and a greater diversity of housing types. The Proposed Action would add capacity for an additional 2,950 housing units (2,471 in the City and 479 in the unincorporated UGA) (Table 3), which is 255 more units of housing capacity than the CPP allocation for Monroe and 1,482 more units of housing capacity than the No Action Alternative.

Job capacity would increase with the Proposed Action, adding space for an additional 2,850 jobs (2,741 in the City and 109 in the unincorporated UGA), which is space for 450 more jobs than the CPP allocation for Monroe and 520 more jobs than the No Action Alternative.

To increase the number of housing units, meet new state requirements to permit middle housing (higher density attached housing such as duplexes, triplexes, and townhomes), increase opportunities for housing and multiple income levels, and support existing and future neighborhoods, the Proposed Action would:

- Allow middle housing in all residential areas north of US 2.
- Add commercial development in the northwest corner of the City.
- Rezone all areas currently zoned Residential 4 Units per Acre (R4) to Residential 7 Units per Acre (R7) in annexation areas and infill areas in-City (e.g., the residential area north of SR 522 and south of the Tye Street SE industrial area).
- Add mixed use and neighborhood-serving commercial uses near Monroe High School.



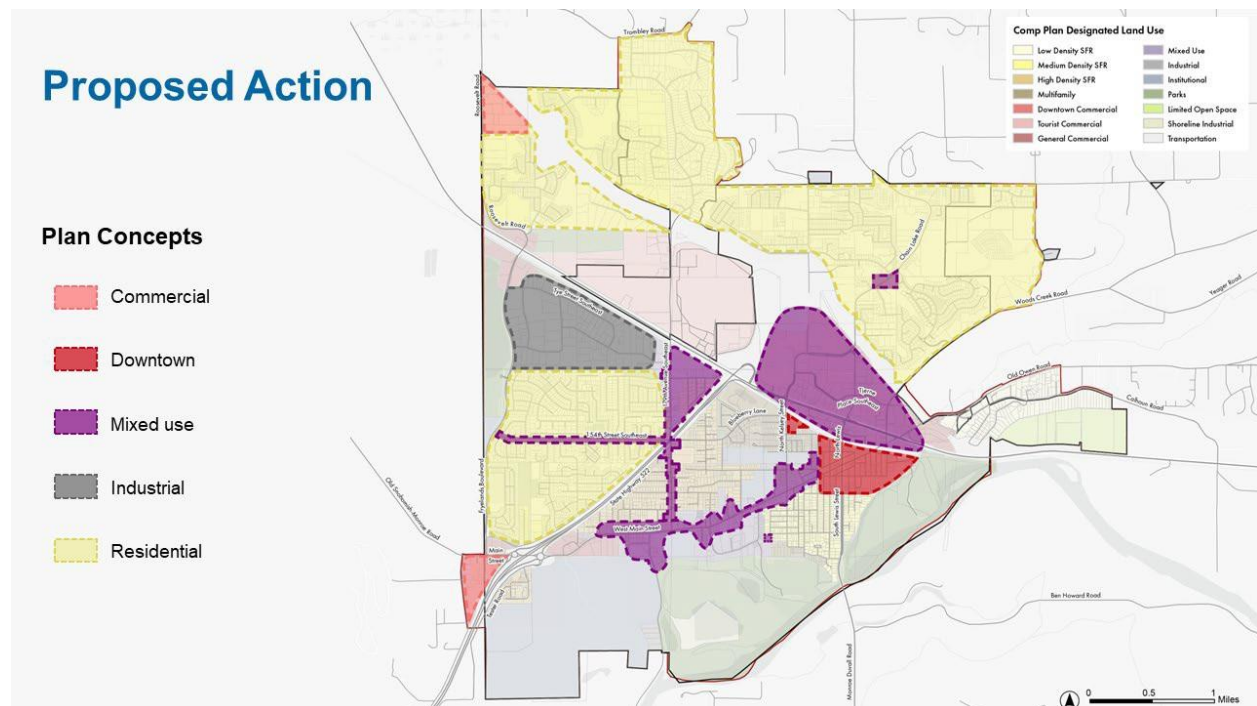
- Allow mixed use in high-density residential areas and along 179th Avenue SE, 154th Street, and W Main Street to increase housing (and employment) options.
- Increase housing density Downtown through higher density mixed and residential uses.

To increase jobs capacity, the Proposed Action would:

- Increase industrial densities to allow varied uses in the industrial area south of US 2 surrounding Tye Street SE.
- Increase the intensity of development through infill on Main Street, including allowing mixed use on Main Street east of Dickinson Street.
- Add mixed-use development along Main Street, west of Dickinson Street.
- Allow for the addition of commercial services in the area near North Kelsey Street.
- Add mixed use to the existing commercial services in the area east of the SR 522/US 2 interchange.

Figure 4 shows conceptual proposed development types under the Proposed Action.

**Figure 4: Conceptual Proposed Development Under the Proposed No Action**



# Future Land Use Map Capacity Analysis

The Monroe Planning Commission and City Council determined that that Proposed Alternative analyzed in the SEIS is consistent with the community’s future land use vision (Figure 5). There were no significant public comments that would require modifications to the assumptions. Additionally, the Proposed Action meets growth targets and income band requirements for housing types. Table 4 describes the future land use capacity for housing and employment, showing that there is sufficient capacity to meet both targets. Table 5 describes the residential and employment densities assumed by zone. In addition, there is additional assumed capacity for housing if permitted residential projects are constructed. The majority of those residential units would be detached residential products.

**Table 4. Future Land Use Capacity**

	Housing units in 2020	Housing units by 2044	Increase	Future Land Use Capacity
<b>Monroe City</b>	6,163	8,379	2,216	2,357*
<b>Unincorporated UGA</b>	1,567	758	207	479
<b>Total</b>	6,714	9,138	2,424**	2,836**
	Employment in 2020	Employment by 2044	Increase	Future Land Use Capacity
<b>Monroe City</b>	10,096	12,420	2,324	2,626
<b>Unincorporated UGA</b>	164	241	77	109
<b>Total</b>	10,260	12,660	2,400**	2,735**

\* The City of Monroe is responsible for meeting housing unit allocations within the Monroe City limits. These numbers do not include pending and permitted projects, which roughly total 1,000 units.

\*\*Totals may be different due to rounding

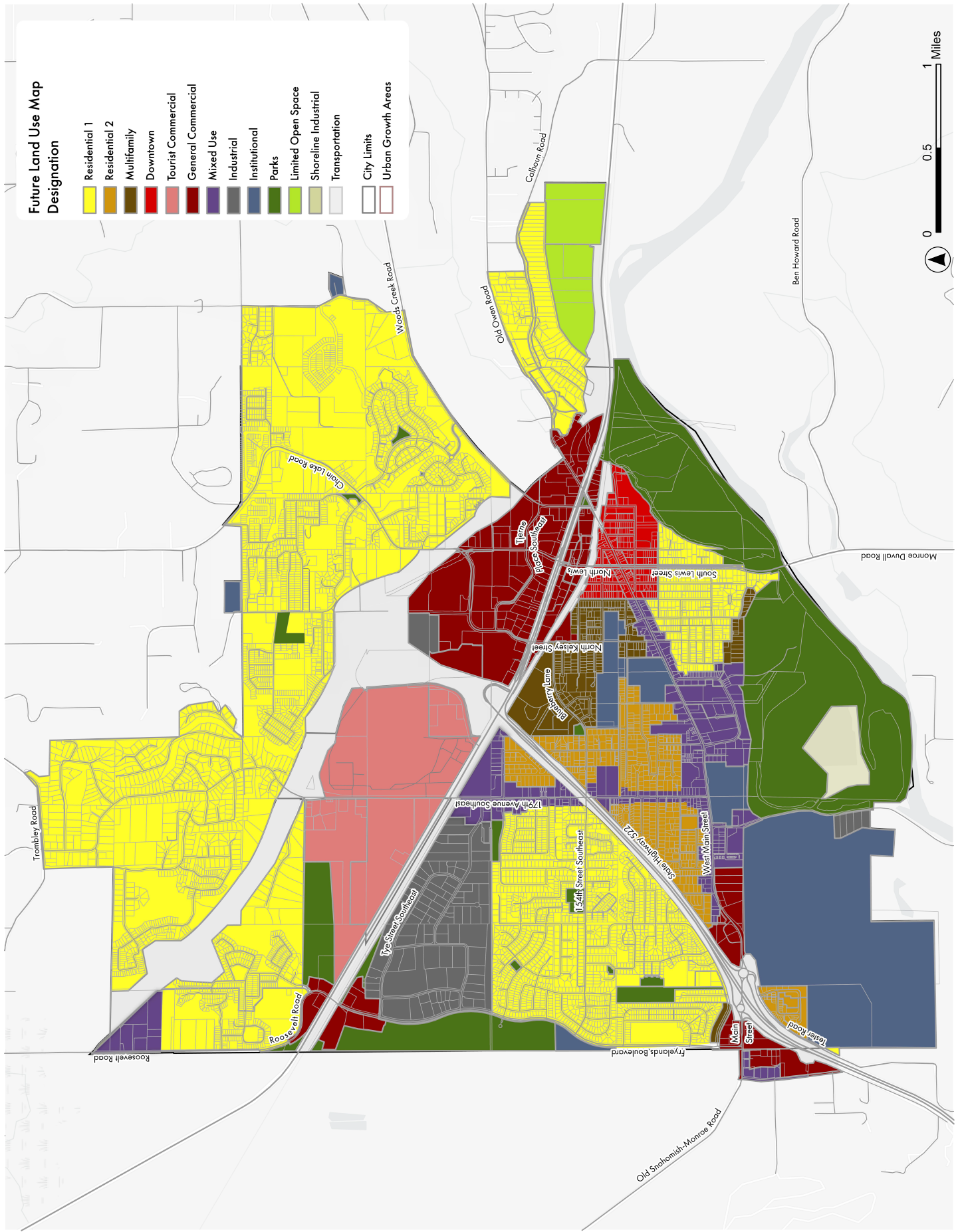
Source: Snohomish County Buildable Lands Report, 2021 and 2023, MIG



**Table 5. Zoning Density by District**

<b>Land use zone</b>	<b>Assumed Density</b>
Single-Family Residential (R4)	4 du/acre
Single-Family Residential (R7)	7 du/acre
Single-Family Residential (R15)	15 du/acre
Multifamily Residential	25 du/acre
Downtown Commercial	24 du/acre, 39 emp/acre
Downtown - Historic Main	20 du/acre, 39 emp/acre
Downtown – East Downtown	20 du/acre, 39 emp/acre
Mixed Use – General	20 du/acre, 15 emp/acre
Mixed Use – Neighborhood	12 du/acre, 12 emp/acre
General Commercial	15 emp/acre
Industrial	25 emp/acre
Limited Open Space	0.2 du/acre

**Figure 5. Future Land Use Map (FLUM)**





# Land Capacity Analysis by Income Band

The Department of Commerce HB 1220 Book 2 provides detailed guidance for conducting an LCA and explains how to compare land capacity to housing needs by income band. The following section applies the Commerce methodology to Monroe's LCA.

## 1. PERFORM ANALYSIS OF LAND CAPACITY BY ZONE

This step was completed by updating Monroe's BLI from the Snohomish County 2021 BLI, as previously discussed. However, the Commerce guidance also provides steps to calculate capacity for accessory dwelling units (ADU). MIG used Snohomish County's assumption that 58.3 percent of residential parcels could potentially accommodate ADUs.

1. To identify ADU capacity, MIG calculated ADU capacity using Snohomish County's assumptions that approximately 2,704 parcels in the R4 and R7 zones could support ADU construction. However, several factors such as existing building placement, site constraints, and setback requirements could affect how many ADUs could actually be constructed. Commerce's HB 1220 Book 2 suggests a "participation factor" between 1% and 10% (i.e., number of eligible properties that will add an ADU). Since 2018, only five ADUs have been approved in Monroe. At that rate, Monroe would add approximately 20 ADUs by 2044, less than 1 percent of the total eligible parcels.
2. Given the passage of HB 1337 in 2023 (requires cities to allow two ADUs per lot), the construction of additional ADUs could increase. In accordance with new state rules, the City must allow at least two ADUs per lot. Given the low percentage of ADUs among single-family lots in Monroe to date, we assume that construction of two ADUs per lot would occur, but at a lower rate than assumed by the Department of Commerce and were not assumed to be a significant determining factor in meeting income bracket targets.
3. Future development of ADUs were not assumed as part of the capacity analysis due to a low number that have been developed in Monroe, although they are permitted per State requirements.

## 2. CLASSIFY ZONES BY ALLOWED HOUSING TYPES AND DENSITY LEVELS

The Commerce guidance provides the following examples for how to classify zones by housing types, which informed our zoning-to-housing categorization for Monroe (Table 6).

**Table 6. HB 1220 Book 2 example of categories for classifying zones by housing types allowed**

Zone category	Typical housing types allowed*
Low Density	Detached single-family homes
Moderate Density	Townhomes, duplex, triplex, quadplex
Low-Rise Multifamily	Walk-up apartments or condominiums (up to 3 floors)
Mid-Rise Multifamily	Apartments or condominiums in buildings with ~4-8 floors (~40-85 feet in height)
High-Rise/Tower**	Apartments or condominiums in buildings with ~9 or more floors (>85 feet in height) and requiring steel frame construction

\* Manufactured homes are not listed as a housing type because by law they should be allowed in all zones.

\*\* High-Rise/Tower zones are likely to be relevant only in major metropolitan cities.

For the purposes of this LCA, Table 7 describes Monroe’s residential zones by category.

**Table 7. Zoning districts that allow residential development and their assigned categories**

Land use zone	Housing types allowed	Max density allowed	General Description	Assigned zone category
Single-Family Residential – 4 Units per Acre	Detached dwelling unit, Duplex	4 du/acre	Low density single-family residential zoning district with a maximum residential density of 4 dwelling units per acre	Low Density
Single-Family Residential – 7 Units per Acre	Detached dwelling unit, Duplex	7 du/acre	Medium density single-family residential zoning district with a maximum residential density of 7 dwelling units per acre	Low Density
Single-Family Residential – 15 Units per Acre	Detached/Attached dwelling unit	15 du/acre	High density single-family residential zoning district with a maximum residential density of 15 dwelling units per acre; some attached housing is permitted	Moderate Density



Land use zone	Housing types allowed	Max density allowed	General Description	Assigned zone category
Multifamily Residential – 25 Units per Acre	Attached dwelling units, Group Homes	Min 12, Max 25 du/acre	Multifamily residential zoning district with a minimum residential density of 12 dwelling units per acre and a maximum residential density of 25 dwelling units per acre	Mid-Rise Multifamily
Downtown Commercial – Residential	Detached/Attached dwelling unit	11 du/acre	The residential neighborhood frames the western edge of the historic main area and contains existing single-family houses, multifamily buildings, and some commercial uses.	Moderate Density
Downtown - Historic Main	Attached dwelling unit	20 du/acre	The goal for this area is to continue to have a high concentration of retail, dining, and entertainment functions, while accommodating professional services and some residential housing	Low-Rise Multifamily
Downtown – East Downtown	Attached dwelling unit	20-28 du/acre	The goal for this neighborhood is to promote an “urban village” character that contains pedestrian scale amenities and high-quality mixed use and high-density residential development.	Mid-Rise Multifamily
Mixed Use – General	Attached dwelling unit	Min 12, Max 25 du/acre	Mixed use district that integrates a combination of commercial, office, light industrial, and institutional land uses as well as attached residential units; the uses may be located either inside a single building or in separate buildings on the same property; the minimum residential density allowed is 12 dwelling units per acre and the maximum residential density allowed is 25 dwelling units per acre	Mid-Rise Multifamily

Land use zone	Housing types allowed	Max density allowed	General Description	Assigned zone category
Mixed Use – Neighborhood	Attached dwelling unit	Min 8, Max 16 du/acre	Mixed use district that integrates a combination of residential, commercial, and office land uses; the uses may be located either inside a single building or in separate buildings on the same property; the minimum residential density allowed is 8 dwelling units per acre and the maximum residential density allowed is 16 dwelling units per acre	Low-Rise Multifamily
Limited Open Space	Detached Dwelling Units	0.2 du/acre	Very low density single-family residential zoning district with a maximum residential density of 1 dwelling unit per 5 acres; also provides for recreational facilities and linkages to existing or proposed trails and open space systems	Low Density

\* Downtown Commercial Zoning District is divided into four neighborhoods.

For details on the housing types allowed in Monroe’s Future Land Use Classifications and corresponding zoning districts, see Chapter 3 of the Monroe 2044 Comprehensive Plan. ADUs are assumed to be permitted in all residential zones.



### 3. RELATE ZONE CATEGORIES TO POTENTIAL INCOME LEVELS SERVED

The Commerce guidance provides the following examples for how to relate zone categories to housing types and income categories (Table 8).

**Table 8. Commerce example of relating zone categories to housing types and income levels**

Zone category	Typical housing types allowed	Lowest potential income level served		Assumed affordability level for capacity analysis
		Market rate	With subsidies and/or incentives	
Low Density	Detached single family homes	Higher income (>120% AMI)	Not typically feasible at scale*	Higher income (>120% AMI)
Moderate Density	Townhomes, duplex, triplex, quadplex	Moderate income (>80-120% AMI)	Not typically feasible at scale*	Moderate income (>80-120% AMI)
Low-Rise Multifamily	Walk-up apartments, condominiums (2-3-floors)	Low income (>50-80% AMI)	Extremely low and Very low income (0-50% AMI)	Low income (0-80% AMI) and PSH
Mid-Rise Multifamily	Apartments, condominiums	Low income (>50-80% AMI)	Extremely low and Very low income (0-50% AMI)	Low income (0-80% AMI) and PSH
ADUs (all zones)	Accessory Dwelling Units on developed residential lots	Low income (>50-80% AMI)	N/A	Low income (>50-80% AMI) – Group with Low-Rise and/or Mid-Rise Multifamily

Table 9 shows how each zone category for Monroe relates to assumed affordability levels. For a more detailed description of how zones, zone categories, and housing types relate to affordability levels, see the classification tables in the Appendix to this memo.

**Table 9. Housing Need By Income Bracket (2044)**

Zone Category	Implementing Zone	Income level	Income Band (AMI)
Low-Rise, Mid-Rise Multifamily	R25, DC, MN, MG	Extremely Low	0-30% PSH
			0-30% non-PSH
		Very Low	31-50%
		Low	51-80%
Moderate Density	R15, DC, MN, MG	Moderate	81-100%
			101-120%
Low Density	R4, R7	Above Moderate	>120%
ADUs (all zones)	Accessory Dwelling Units on developed residential lots	Moderate/ Above Moderate	81-120+%

## 4 AND 5. CAPACITY BY ZONE AND PROJECTED NEED

Table 10 shows the estimated housing capacity by income band for the Future Land Use Classifications and implementing zoning district for the Future Land Use Map. The City has the capacity to meet all income brackets through its future land use map and modification to underlying zoning to permit more housing types. This includes increasing opportunities for more walkable neighborhoods in Monroe’s north and southwestern part of the city that is currently vacant or underdeveloped as well as increased housing and employment opportunities in the Downtown and North Kelsey areas. Multifamily housing and a small portion of mixed-use development in other zones (DC, MN, and MG) is assumed to meet low-income housing needs.

**Table 10. Project Housing Capacity By Income Bracket**

Income level	Income Band (AMI)	Category	Zone	Projected housing need	Aggregated Housing need	2044 Future Land Use Capacity	
						Total capacity	Surplus or deficit
<b>Extremely Low</b>	0-30% PSH	Low-Rise, Mid-Rise Multifamily	R25, DC, MN, MG	154	716	850	134
	0-30% non-PSH			319			
<b>Very Low</b>	31-50%			243			
<b>Low</b>	51-80%			0			
<b>Moderate</b>	81-100%	Moderate Density, ADUs	R15, DC, MN, MG	0	381	385*	4
	101-120%			381			
<b>Above Moderate</b>	>120%	Low Density	R4, R7, DC, MN, MG	1,118	1,118	1,122*	4
<b>Total</b>				2,215	2,215	2,357*	142

*\*Housing units in Mixed use zones (DC, MN, MG) are allocated to multiple income categories (50% Low income, 40% Moderate income, 10% for Above Moderate income).*

*Source: Urban Footprint, MIG Analysis*