

Appendix E: Reasonable Measures Analysis

Background

GMA attempts to promote compact urban growth by requiring that reasonable measures are implemented prior to expanding the urban growth boundary. A list of reasonable measures has been developed by the State (CTED), and adopted as an “Interim” list by Snohomish County Tomorrow pursuant to direction in Countywide Planning Policy UG-14. The list is reprinted below with an attached discussion on whether the measure has been implemented and how, or if it is inappropriate for Stanwood.

Reasonable Measures Matrix

The following matrix contains a summary of the reasonable measures adopted by Snohomish County Tomorrow. Where the measure is implemented, it is shown by the code and section of the development regulation(s) that implement it.

Table APE-1 Matrix of Reasonable Measures

Reasonable Measure	Summary Description	Implemented by policy or code section(s)	Determination of Sufficiency
Measures to Increase Density			
Measures that Increase Residential Capacity			
Permit Accessory Dwelling Units	Communities use a variety of terms to refer to accessory dwellings: “mother-in-law” or “granny” flats, among others. All of these terms	Implemented, in single family	Available on 800-1200 acres of

<p>(ADUs) in single family zones.</p>	<p>refer to an independent dwelling unit that shares, at least, a tax lot in a single-family zone. Some may be incorporated into the primary structure; others may be in accessory structures. Accessory dwellings can be distinguished from “shared” housing in that the unit has separate kitchen and bathroom facilities.</p>	<p>residential zones; SMC Sections 17.30.020; 17.35.020; 17.40.020</p>	<p>land, but liable to be fairly limited as private covenants may restrict. Best for older neighborhoods.</p>
<p>Provide Multifamily Housing Tax Credits to Developers</p>	<p>Local governments can provide tax credits to developers for new or rehabilitated multi-family housing. Tax credits provide an incentive by reducing future tax burden. This policy encourages multifamily housing, primarily in urban centers. Primarily applicable in larger cities and typically offered for projects that meet specific criteria. Local governments can partner with land trusts and other nongovernmental organizations to leverage limited public resources in preserving natural resource lands.</p>	<p>No. Usually applied in larger cities.</p>	<p>Not effective.</p>
<p>Provide Density Bonuses to Developers</p>	<p>The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This policy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones.</p>	<p>Yes, in alternative code for Traditional Neighborhood Developments; SMC Sections 17.95.010 – 17.95.070</p>	<p>Good potential for increasing density up to 12 du/ac – available on some 400 acres of land.</p>
<p>Transfer/Purchase of Development Rights</p>	<p>Intended to move development from sensitive areas to more appropriate areas, development rights are transferred to “receiving zones” and can be traded. The zoning code identifies both sending zones (zones where decreased densities are desirable) and receiving zones (zones where increased densities are allowed). Can protect rural resource lands, reduce sprawl outside UGAs, protect critical areas. They encourage more efficient use of land. Can be used to preserve open space, including farmland and forests, or to mitigate</p>	<p>No.</p>	<p>Not effective on small scale, though city will monitor possible participation in model County program.</p>

	development in areas where natural hazards exist.		
Allow Clustered Residential Development	Clustering allows developers to increase density on portions of a site, while preserving other areas. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review. Clustering may allow more efficient use of land. The technique also encourages a neighborhood feeling. It allows critical areas to be protected while still permitting both urban and rural development.	Yes, in alternative code for Traditional Neighborhood Developments; also new PRD ordinance. SMC Sections 17.95.010 – 17.95.070; 17.95.445-.460	PRD ordinance has good potential for use; expanded program allows for use in most SF zones. TND code more specialized.
Allow Co-housing	Co-housing communities balance the traditional advantages of home ownership with the benefits of shared common facilities and connections with neighbors. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. It provides another choice in a variety of housing options. Can be used to preserve particular tracts of land, preserving open space. Can also be used as an affordable housing option.	No.	
Allow Duplexes, Townhomes, and Condominiums	Can increase overall density of residential development and encourage a higher percentage of multi-family housing. Implemented through the zoning code and lists these housing types as outright allowable uses in appropriate residential zones. Can increase overall density of residential development. They provide additional affordable housing options and allow more residential units than would be achieved by detached homes. They allow residents to downsize their residences while staying in their communities as they age.	Yes, in higher density residential zones. SMC Sections 17.45.020 and 17.50.020	Excellent source of increased density, allowed in SR 5.0 and MR zones (as well as TND alternative code).
Increase Allowable Residential	This approach increases holding capacity by increasing allowable density. Gives developers the option of building to higher densities.	Yes, approximately 400	Increased residential

<p>Densities</p>	<p>Implemented through the local zoning or development code. Higher densities increase residential land holding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective. Smaller lots can yield more housing options for low-income residents.</p>	<p>acres of 3.5 du/ac has been redesignated to allow 4 du/ac. Also, increased densities in alternative code for Traditional Neighborhood Developments and PRD Cottage Code; SMC Sections 17.95.010 – 17.95.070; 17.95.450</p>	<p>densities allowed in TND code and PRDs for cottage development. Both specialized with moderate opportunities.</p>
<p>Mandate Maximum Lot Sizes</p>	<p>Places an upper bound on lot size and a lower bound on density. A residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre. Ensures minimum densities in residential zones by limiting lot size. Places bounds on building at less than maximum allowable density. Promotes appropriate urban densities, efficiently use limited land resources, reduce sprawl development, and reduce cost of delivering urban services to very low-density neighborhoods.</p>	<p>No.</p>	
<p>Mandate Minimum Residential Densities</p>	<p>Typically applied in single-family zones and places a lower bound on density. In SR zones, minimum residential densities are typically implemented through maximum lot sizes. In MF zones they are usually expressed as a minimum number of dwelling units per net acre. Implemented through zoning code provisions. Increases land holding capacity. Reduce sprawl, eliminate underbuilding in</p>	<p>No.</p>	

	residential areas, and make provision of services more cost effective.		
Reduce Street Width Standards	Intended to reduce land used for streets and slow down traffic. Most commonly applied on local streets in residential zones. Make more land available to housing. They slow neighborhood traffic and increase livability. They are more pedestrian friendly, enhance the sense of neighborhood, and can lower capital and maintenance costs. Land used for streets and other public facilities ranges from 15% to 30% or more depending on the type of development. Narrow streets can reduce land used for streets by 25% resulting in a decrease 5%-10% in total land consumption.	Yes, in alternative code for Traditional Neighborhood Developments; SMC Sections 17.95.010 – 17.95.070	Aids in more efficient use of land.
Allow Small Residential Lots	Small residential lots are generally less than 5,000 sq. ft. Allows individual small lots within a subdivision or short plat. Allowed outright in the minimum lot size and dimensions of a zone, or implemented through the subdivision or planned unit development ordinances. Intended to increase density and lower housing costs. Small lots limit sprawl, contribute to the more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types.	Yes, in higher density residential zones and PRDs for cottages. SMC 17.45.040 and 17.50.040	Moderately good source of increasing density.
Encourage Infill and Redevelopment	Maximize use of lands that are fully-developed or underdeveloped. Make use existing infrastructure. Can reduce sprawl development by reusing land within developed areas and where services are already provided, contributing to more efficient use of land. Infill and redevelopment can increase density of development, but does not always have that effect. Infill can achieve a number of community objectives, such as redevelopment of blighted areas, creation of a vital and viable business district, increased housing densities, and broader shopping opportunities.	Yes. 400 acres in UGA redesignated to SR 4 du/ac, with option for higher intensity traditional neighborhoods.	Comprehensive Plan Land Use and Economic Development Policies
Enact an inclusionary zoning	Inclusionary zoning requires developers to provide a certain amount of affordable housing in developments over a certain size.	Yes, in alternative code	Will aid in affordability; but

ordinance for new housing developments	Inclusionary zoning is applied during the development review process. Provides affordable housing on an incremental basis. Can reduce the need for government-assisted housing. Encourages affordable housing types to be dispersed throughout the community. It would provide another housing option for a variety of demographics within a community.	for Traditional Neighborhood Developments; SMC Sections 17.95.010 – 17.95.070	fairly specialized applicability.
Plan and zone for affordable and manufactured housing development	This policy would add manufactured housing as an outright use in specified residential zones. This policy ensures that land is available for this housing type. Affordable and manufactured housing tends to be smaller than other housing types, and can be built to a higher density. Manufactured housing is an affordable housing type for many households. The policy expands housing choices for low-income residents. As an outright use in the zoning code, potential NIMBY issues with manufactured housing can be avoided.	Yes, manufactured homes allowed in all residential zones.	Moderate: Not historically used much, and availability limited in new subdivisions due to private covenants.
Measures that Increase Employment Capacity			
Develop an Economic Development Strategy	An economic development strategy (1) identifies desired types of businesses, and (2) identifies the land needs of those businesses. Can be incorporated into the economic element of local comprehensive plans, or can be stand-alone policy documents. An economic development strategy can identify potential future business growth in the community, allowing planners to encourage clustering of appropriate businesses, which improves land use efficiency. A good strategy will help implement the community vision, consistent with resource considerations.	Yes.	Economic Development Element of Comprehensive Plan
Create Industrial Zones	Industrial zoning is intended to limit uses on specific sites to appropriate industrial uses. Some cities have ordinances that specify what types of industries can locate on specific sites. This measure is implemented through the local zoning ordinance. These limits help ensure that industrial land can be saved for future industrial needs.	Yes. SMC 17.72 and 17.75	Very effective: New lands available for development, which typically

	Local governments can also plan for more efficient land use. Creating industrial zones can reduce conflicts between land uses and allow planning for appropriate infrastructure to serve industrial sites.		brings 22 employees/ acre.
Zone areas by building type, not by use	A local jurisdiction can alter its zoning code so that zones define the physical aspects of allowed buildings, not the uses within those buildings. This zoning approach recognizes that many land uses are compatible and locate in similar building types. For example, a manufacturing firm may have similar space requirements as a print shop. Zoning areas by building type can ensure continuity in the types of structure and provides flexibility to building owners in leasing. A more flexible zoning code can make development easier, furthering economic development goals.	No.	
Develop or strengthen local brownfields programs	Provide policies or incentives to encourage the redevelopment of underused industrial sites, known as brownfields. Implemented through provisions in zoning that provide incentives such as expedited permitting or reduced fees, or through targeted public investments. Brownfields provide redevelopment opportunities. Moreover, many brownfields are large sites that can be master planned in ways consistent with other policies. Redevelopment of industrial sites to more productive uses, reducing need for greenfields, thus limiting sprawl.	No.	Not applicable to Stanwood.
Measures that Support Increased Densities			
Encourage the Development of Urban Centers and Urban Villages	An urban center or urban village provides mixed uses. Residences are near retail, parks, schools, and urban amenities. Create integrated, more complete, and inter-related neighborhoods. Often implemented through specific area or downtown plans and may require public investment. Provide locally-focused shopping and urban amenities together with increased densities which reduce dependence on SOVs. They are a more efficient use of land,	Yes, in downtown zones and mixed use overlay. SMC 17.60; 17.65; 17.79	Currently underused, but provides excellent opportunity for increased density.

	encourage more transportation or mobility options (due to connected streets), and provide for urban services more cost-effectively.		
Allow Mixed Uses	Zoning code would specifically allow multiple uses in a zone, instead of all residential, or all commercial. Mixed uses can be vertical (i.e., multiple uses within a single building) or horizontal (i.e., multiple uses in a given geographic area). Provide a broader variety of housing options, allowing people to live, work, and shop in nearby areas. Encourage more pedestrian and transit-friendly access, make goods and services accessible to non-drivers, and reduce peoples' dependence on vehicles for mobility.	Yes, in downtown zones and mixed use overlay. SMC 17.60; 17.65; 17.79; also in Traditional Neighborhood Code.	Excellent opportunity for more intense use of existing land.
Encourage Transit-Oriented Design	The goal of transit-oriented development is to create development patterns that complement transit. Transit-oriented development allows people to more easily use transit systems and helps businesses near transit stations be more accessible. When done well, the result will be desirable urban neighborhoods. Transit allows denser development with less traffic, reduces dependence on SOVs, and provides transportation options for broader segments of the population who cannot drive (elderly, disabled, children, low-income without vehicles, etc.).	Yes, in Transit Overlay (East End of Downtown). SMC 17.77.	Moderate opportunity as applied on limited acreage.
Downtown Revitalization	Downtown revitalization includes redevelopment of blighted areas, developing a viable business district, and improving retail opportunities. It provides housing and employment options, reduces sprawl development by reusing land within developed areas and where services are already provided, increases economic opportunities, and contributes to more efficient use of land.	Yes. Downtown Sub-Element and Economic Development Element of Comprehensive Plan	Moderate: highly encouraged in comprehensive plan but limited programs to implement.
Require Adequate Public Facilities	Require developers to provide adequate levels of public services, such as roads, sewer, water, drainage, and parks, as a condition of development. Ensures that public facilities are sufficient to	Yes. Capital Facilities Element	Excellent opportunity.

	<p>accommodate impacts of development. Increases cost of development, thereby encouraging more efficient use of land. Adequate public facilities requirements are included as a condition of permit approval. Can reduce costs borne by existing residents to fund expanded sewage, water, roads, and other urban services. Can also help guide the geographic location of growth.</p>	<p>(policies); concurrency required in SMC 17.148; and Public Works Standards</p>	
<p>Specific Development Plans</p>	<p>Work with landowners, developers, and neighbors to develop a detailed site plan for development of an area. Allow streamlined approval for projects consistent with the plan. Results in a plan for a specific geographic area that is adopted as a supplement jurisdiction’s comprehensive plan. Allows small-area specific plans that are responsive to local conditions. Allows a local vision for a site to be developed in a coordinated fashion. Can help create developments that are attractive, safe, and consistent with neighborhood character, historic preservation, or other desired features.</p>	<p>No.</p>	<p>Not used. Likely to be contrary to efficient use of land and elongates process, though may achieve other goals.</p>
<p>Encourage Transportation-Efficient Land Use</p>	<p>Encourage patterns of land development that encourage pedestrian, bike, and transit travel. Implemented through consideration of the geographic distribution of planned land uses and densities. Transportation-efficient land use allows denser development with less traffic congestion, reduces dependence on single occupancy vehicles (SOV), and provides transportation options for broader segments of the population who cannot drive (elderly, disabled, children, low-income without vehicles, etc.). Can reduce automobile trips and need for street improvements.</p>	<p>Yes, in downtown zones and mixed use overlay. SMC 17.60; 17.65; 17.79. Also in Transit Overlay (East end of Downtown Stanwood).</p>	<p>Moderate: Highly encouraged, although until transit more widely used/provided, may not be effective in small town.</p>
<p>Urban Growth Management Agreements</p>	<p>Identify a lead jurisdiction for growth management inside urban growth areas. The urban growth area can include city and county land. The agreements define lead responsibility for planning, zoning,</p>	<p>No.</p>	<p>Low: Not used, per se, though city and county</p>

	and urban service extension within these areas. The agreements exist between various government jurisdictions and specify jurisdiction over land use decisions, infrastructure provision and other elements of urban growth. Can reduce sprawl by ensuring new development is contiguous to existing development. Results in better coordinated planning and implementation.		have recent interlocal agreement on development.
Create Annexation Plans	In an Annexation Plan, cities identify outlying areas that are likely to be eligible for annexation. The Plan identifies probable timing of annexation, needed urban services, effects of annexation on current service providers, and other likely impacts of annexation. Prioritizes areas for future city boundary expansions. Allows for efficient provision of urban services and encourages efficient urban patterns. Annexation Plans provide residents more information about likely changes in jurisdictional authority and urban services.	Yes, in Land Use Element of Comprehensive Plan.	Low: moot as development occurring under county's jurisdiction.
Encourage developers to reduce off-street surface parking	This policy provides incentives to developers to reduce the amount of off-street surface parking through shared parking arrangements, multi-level parking, or use of alternative transportation modes. Reduces surface parking – a major use of land. Less land used for parking can improve the overall land holding capacity – particularly for commercial lands. Reduces impermeable surfaces, reducing water run-off.	Yes, in MB-I zone of downtown. SMC 17.105.100 - 17.105.110	Moderately helpful (many parking needs exceed code requirements).
Implement a program to identify and redevelop vacant and abandoned buildings	Many buildings sit vacant for years before the market facilitates redevelopment. This policy encourages demolition and would clear sites, making them more attractive to developers and would facilitate redevelopment. It reduces sprawl development by reusing land within developed areas. Where services are already provided, the policy contributes to a more efficient use of land, although it doesn't necessarily lead to higher density development on individual sites. The policy can reduce blighted areas, and addresses safety issues that are frequently associated with vacant buildings.	No.	

Concentrate critical services near homes, jobs, and transit	This policy would require critical facilities and services be located in areas that are accessible by all people. For example, a hospital could not be located at the urban fringe in a business park. This policy would be implemented through provisions in the local zoning ordinance pertaining to siting specific critical services. Makes critical services more accessible, can reduce automobile trips. Maintaining critical services near existing development helps maintain viable residential and business districts, minimizing demand for new developments at the urban fringe.	No.	
Locate civic buildings in existing communities rather than in greenfield areas	Local governments "lead by example" by making public investments in desired areas, or redeveloping target sites. Civic buildings provide an anchor for other development and can form the core of a community. Civic buildings can encourage other desired development types. Local governments can "lead by example" by making public investments in desired areas, or redeveloping target sites. Civic buildings contribute to the vitality of a neighborhood. Employees in those buildings purchase nearby services, increasing demand for private business in the area.	Yes, in Civic Commons Overlay. Downtown Sub-Element of Comprehensive Plan; SMC 17.76.	Excellent opportunity as new City Hall and Library planned for downtown Stanwood.
Implement a process to expedite plan and permit approval for smart growth projects	Streamlined permitting processes provide incentives to developers. This policy would be implemented at the development review phase. Can help direct the type and location of growth. Can also facilitate smart growth in markets where conditions are marginal for success. Smart growth addresses a variety of other planning goals: reduced reliance on autos, mixed-use development, higher densities are a few.	No, though smart growth allowed under alternative Traditional Neighborhood Code.	
Measures to Mitigate the Impact of Density			
Design Standards	Preserve and enhance the character of a community or district. Typically implemented in development code. Some cities have	Yes, in architectural	Moderate opportunity:

	design review boards in addition to the planning commission. They help ensure development is attractive, safe, and consistent with neighborhood character, historic preservation, or other desired features. Good design standards can make a dense development aesthetically pleasing and attractive to home buyers and can mitigate the impact of higher density.	design standards SMC 17.112. Policies in Land Use and Housing Elements	design standards need strengthening without adding costs to development.
Urban Amenities for Increased Densities	Amenities include parks, trails, waterfront access, and cultural centers. Such amenities are typically implemented through the parks plan, the downtown plan, specific area plans or other public investments. Some cities require amenities to be included with larger projects. The goal of urban amenities is to contribute to the overall design vision of the community and promote livability in denser areas. Amenities can contribute to the vibrancy of downtown areas, helping other goals such as downtown revitalization.	Yes. Downtown Sub-Element of Comprehensive Plan	Good opportunity to provide attractive amenities.
Conduct community visioning exercises to determine how and where the community will grow	Community visioning processes attempt to build consensus around the type, amount, and location of future development. Visioning exercises are typically included at the beginning of a comprehensive planning process and are used to update plan goals and objectives. Can identify areas of consensus on other reasonable measures. Can reduce challenges and delays to development, can facilitate desired types of development, and can add certainty to the development review process. Visioning can lead to a more coherent comprehensive plan and can build public support for the plan.	Yes. Introduction to Comprehensive Plan. Also, Downtown Sub-Element.	Completed in 1993 and 2003; subject to implementation.
Other Measures			
Mandate Low Densities in Rural and Resource Lands	Limit development in rural areas by mandating large lot sizes. Preserve lands targeted for future urban area expansion. Low density urban development in fringe areas have negative impacts of future densities and increase the need for and cost of roads and	No. N/A.	

	<p>infrastructure. Lower densities outside urban areas protect resource lands and promote development within urban areas where services are cost effective to provide. Reduce sprawl development, reduce reliance on cars for transportation. Protects farm and forest lands from development, preserving open space.</p>		
<p>Urban Holding Zones</p>	<p>This policy identifies sites for future expansion and limits development to preserve options in those sites. This policy would be implemented through a specific zone or overlay. Urban holding areas would be identified on a map. Land in sizes suitable for future urban scale development is protected from sprawl development until municipal services are available to the site. Temporarily protects open space at the edge of urban development. Cities can expand urban services in an efficient and cost-effective manner.</p>	<p>No; denied by County.</p>	
<p>Capital Facilities Investments</p>	<p>Investment in public facilities can be effectively used to guide the location of growth. Implemented through capital improvement plans and the local capital budgeting process. Phased, infill development is more cost effective than sprawl and helps retain rural and natural resource lands. Adequate infrastructure to support compact urban growth will help UGAs be livable, attractive places. Outside UGAs, rural lifestyles can be maintained better when infrastructure investments provide for rural needs without encouraging urban encroachment. Reduce infrastructure costs.</p>	<p>Yes. Policies in Capital Facilities Element of Comprehensive Plan.</p>	<p>Moderate-good opportunity.</p>
<p>Environmental Review and Mitigation Built into the Subarea Planning Process</p>	<p>Building environmental review and mitigation into the subarea planning process can address key land use concerns at a broader geographic scale, streamlining review and approval of individual developments. This approach expedites a project's permitting decisions while ensuring that infrastructure and environmental considerations are addressed during the planning phase. Protect critical natural areas.</p>	<p>No.</p>	

<p>Partner with nongovernmental organizations to preserve natural resource lands</p>	<p>Local governments can partner with land trusts and other nongovernmental organizations to leverage limited public resources to preserve natural resource lands. Two work together to acquire lands or place conservation easements on them. Land trusts have more flexibility than local governments in facilitating land transactions. Implemented through long-term partnerships. Protects natural resource land from development, constrains urban development to other areas, preserves open space and natural areas in desired locations</p>	<p>No.</p>	

Conclusions

Many new programs are proposed in the City’s 2004 GMA Update to the Comprehensive Plan and Development Regulations. These include mixed use zoning overlays, traditional neighborhoods with increased densities, Planned Residential Developments (PRDs), and transit-oriented development. Utilization of these creative programs will greatly enhance the city’s ability to accommodate urban-level and increased densities within the proposed urban growth boundary.