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## **MEMORANDUM**

**To:** Houghton Community Council

**From:** Sean LeRoy, Planner  
Adam Weinstein, AICP, Planning and Building Director

**Date:** August 13, 2019

**Subject:** Missing Middle Housing (MMH)  
Kirkland Zoning Code (KZC) 113 – Cottage, Carriage and Two-/Three-Unit Homes  
and Miscellaneous Zoning Code Amendments in Zones Requiring Density  
Minimums Code Amendments, File Number CAM19-00152

### **Staff Recommendation**

Receive staff briefing on a final consolidated list of MMH zoning concepts that have been refined based on feedback from the Planning Commission at the August 8 meeting (and earlier feedback from the Houghton Community Council). Provide staff with additional feedback on the zoning concepts prior to a public hearing to be held in the Fall with the Planning Commission.

### **Background**

Pursuant to the 2019-21 Planning Work Program, staff has drafted a proposal to amend Chapter 113 of the Kirkland Zoning Code in order to further incentivize construction of MMH by reducing regulatory barriers. An increase in MMH housing will provide more variety in housing choice and stock, in addition to more affordable options for those individuals and households looking to buy or rent in the City.

### **Planning Commission Meeting**

Staff presented a consolidated list of MMH zoning concepts to the Planning Commission on August 8, 2019 (see Tables 1 to 5 below) and provided a summary of the July 22, 2019 Houghton Community Council meeting.

At the August 8 meeting two members of the public addressed the Planning Commission, expressing support for the “bolder” approach to MMH zoning concepts. A request was also made that the Commission consider including fourplexes in the proposed zoning concepts. After considering the request, the Planning Commission stated that consideration of expanding MMH zoning concepts to include fourplexes should occur at a later time. Finally, after staff’s presentation, the Planning Commission agreed to a joint public hearing with the Houghton Community Council.

## MMH Incentives and High Frequency Transit Services

In recent discussions, members of the City Council have expressed an interest in incentivizing more MMH/ADU density in areas well-served by transit/transportation infrastructure. Staff is recommending reducing the parking requirement to one (1) parking space for MMH projects within ½ mile of high-frequency transit service (i.e., 15-minute headways during commute hours). Another way that the MMH (and ADU) projects may address the link between land use and transportation is to modestly increase densities in primarily single-family neighborhoods to support new transit service in the future, along with local-serving commercial uses (supporting the City’s goal of “10-minute neighborhoods”). Further options for incentivizing MMH (and ADU) development near transportation facilities (not all of which are part of the proposed package of code amendments) include:

- Granting a Floor Area Ratio (FAR) bonus for construction of ADUs or MMH
- Allowing two (2) ADUs per lot
- Eliminating parking requirements
- For future potential transit build out and use, treating the Cross Kirkland Corridor similar to high-capacity transit for the purposes of ascertaining parking requirements

## MMH Zoning Concepts

The following tables represent a final consolidated list of recommended amendments, based on staff’s research and analysis, input from the Planning Commission and Houghton Community Council, and various interactions with public and private stakeholders over the last several months. Staff’s recommendations are highlighted.

**Table 1: Concept Amendments to KZC 113**

Topic	Cottage	Carriage	Two/Three-Unit Home	Proposed Amendment	Bolder Option	Staff Notes
<b>Applicable Use Zones</b>	The housing types described in this chapter may be used only in the following low-density zones: RSA 4, RSA 6, RS 7.2, RSX 7.2, RS 8.5, RSX 8.5, RS 12.5 and RSX 12.5			Allow in all low-density zones	NA	
<b>Max Unit Size</b>	1,500 square feet	800 square feet	1,000 square feet average unit size  Structure total:  Two-Unit: 2,000 sf;  Three-Unit: 3,000 sf	Eliminate maximum unit size provisions for two-/three-unit homes. Allow maximum sizes of two-/three-unit homes to be dictated by underlying floor area ratio (FAR) maximum	Same as Initial Staff Option, but increase maximum size of Cottage to 1,700 square feet (not to include attached ADUs)	FAR will serve to “control” massing; reduces duplicate restraints and allows for more functional housing unit sizes

Topic	Cottage	Carriage	Two/Three-Unit Home	Proposed Amendment	Bolder Option	Staff Notes
<b>Density</b>	2 times the maximum number of detached dwelling units allowed in the underlying zone			Retain existing provisions	NA	No density amendment is warranted in order to preserve compatibility with single-family neighborhoods. Also, in response to an earlier question: for the purposes of calculating allowed density, lot size is the size of the subject property minus the area of vehicular access easements or tracts serving more than one lot not abutting a right-of-way.
<b>Max Floor Area Ratio (FAR)</b>	0.35			Allow the same FAR as would apply to a single-family house built on property	NA	Increasing the FAR to match that allowed for single-family development will provide further incentive to build MMH developments
<b>Development Size</b>	For cottages: Min. 4 units  Max. 24 units  Maximum cluster: 12 units	Allowed when included in a cottage project	Must be limited to either one (1) two-unit home or one (1) three-unit home, or be part of a cottage development, unless approved through Process IIA, Chapter 150 KZC	Reduce to 2 units and keep the maximum	NA	Would not affect two-/three-home projects, but provides the potential to construct a cottage development on smaller lots
<b>Review</b>	Process I	Allowed	Single two-	Retain	Process Cottage and	Removing the

Topic	Cottage	Carriage	Two/Three-Unit Home	Proposed Amendment	Bolder Option	Staff Notes
<b>Process</b>	(Planning Director decision, appealable to the Hearing Examiner)	when included in a cottage project	unit home or single three-unit home: Process I  Development containing more than one two-unit or one three-unit home (other than cottage project): Process IIA (Hearing Examiner, appealable to the City Council)	existing provisions	Two-/Three-unit homes through the same review process as a single-family residence	requirement for zoning permit approval would allow for a more streamlined and expeditious approval, similar to a single-family residence
<b>Location</b>	Developments containing cottage, carriage and/or two-/three-unit homes may not be located closer than the distance noted below to another development approved under the provisions of KZC 113 or under Ordinance 3856 (Interim Regulations - Innovative Housing Demonstration):  1 to 9 Units: 500' 10 – 19 Units: 1,000' 20 – 24 Units: 1,500'			Eliminate location requirements (i.e., restrictions on proximity to another similar housing type)	NA	Staff did not identify adverse impacts associated with clusters of MMH
<b>Minimum Lot Size</b>	Beyond density restrictions, there is no required minimum lot size for lots created through the subdivision process. (The number of allowed units on the subject property is determined by the density provision of this chart.)			Retain existing provisions	NA	Limited/regulated by density (see above)

Topic	Cottage	Carriage	Two/Three-Unit Home	Proposed Amendment	Bolder Option	Staff Notes
<b>Parking Requirements</b>	Units under 700 square feet: 1 space per unit			Reduce parking requirement to 1 space/unit if unit is located within ¼ mile of transit service with 15-minute headways during commute hours	<p>Reduce parking requirement to 1 space per unit within ½ mile of transit service with 15-minute headways during commute hours</p> <p>For units more than ½ mile away from transit service with 15-minute headways during commute hours:</p> <p>Units 1,000 square feet or less = 1 space per unit</p> <p>Units over 1,000 square feet = 1.5 spaces per unit</p> <p>See KZC 105.20 for visitor parking</p> <p>ADUs associated with MMH developments shall comply with the parking requirements stipulated in KZC 115.07</p>	Reduced parking requirements would reduce the costs of new MMH development by reducing the need to acquire land solely to meet parking requirements, and reducing the costs of stormwater infrastructure. In addition, reduced parking requirements would also help MMH projects look more like single-family developments. Although staff believes that the development of new MMH with reduced parking requirements would incrementally increase demand for on-street parking, Transportation Division staff indicate that this incremental increase in demand would not result in adverse impacts to the overall street parking supply, as MMH projects are expected to be dispersed throughout neighborhoods.

Topic	Cottage	Carriage	Two/Three-Unit Home	Proposed Amendment	Bolder Option	Staff Notes
<b>Minimum Required Yards (from exterior property lines of subject property)</b>	Front: 20' Other: 10'	Must be included in a cottage project	Front: 20' Other: 10'	Revise to: Front: 20' Rear: 10' Side: 5'	NA	This would provide more development flexibility; already allowed in some residential zones (w/ larger structures)
<b>Lot coverage (all impervious surfaces)</b>	50%	Must be included in a cottage project	50%	Retain existing provisions	NA	Staff does not see a compelling reason at this point to change this regulation
<b>Height – Primary Structure</b>	25' (RS Zones) and 27' (RSA and RSX Zones) maximum above ABE, (where minimum roof slope of 6:12 for all parts of the roof above 18' are provided). Otherwise, 18' above ABE			RS zones – 25' RSA and RSX – 30'	NA	Raising the height allowance in the RSA and RSX districts would match current allowances for single-family residences
<b>Height – Accessory Structures</b>	One (1) story, not to exceed 18' above ABE			Retain existing provisions	NA	
<b>Tree Retention</b>	The tree retention plan standards contained in KZC 95.30 apply to development approved under this chapter			Retain existing provisions	NA	
<b>Common Open Space</b>	400 square feet per unit.  Private open space is also encouraged (see KZC 113.35)			Retain existing provisions	300 square feet per unit for Cottage developments of 5 or more units and not required for duplexes  Can be reduced to 200 feet per unit if a permanent recreational/communal feature, such as cooking facilities, play equipment or permanent outdoor furniture, is provided	Provides more land area for parking and/or structures, while allowing for community and common use
<b>Community Buildings</b>	Community buildings are encouraged. See KZC 113.30 for further regulations			Retain existing provisions	NA	
<b>Attached Covered Porches</b>	Each unit must have a covered porch with a minimum area of 64 square feet per unit and a minimum			Retain existing provisions	NA	

Topic	Cottage	Carriage	Two/Three-Unit Home	Proposed Amendment	Bolder Option	Staff Notes
	dimension of 7' on all sides.					
<b>Development Options</b>	Subdivision, Condominium, Rental or Ownership			Retain existing provisions	NA	
<b>Accessory Dwelling Units (ADUs)</b>	Not permitted as part of a cottage, carriage or two/three-unit home development			Allow attached ADUs	NA	

**Table 2: Other KZC 113 Proposed Amendments**

Topic	Initial Staff Option	Bolder Option	Staff Notes
<b>Prohibition in Houghton of stand-alone two/three-unit homes</b>	Remove prohibition on stand-alone two/three-unit homes within Houghton	NA	Houghton Community Council has not yet voted to recommend this concept proposal
<b>Limitations on single-family zones</b>	Allow in all single-family zones; allow cottage developments in RSX 35, RS 35 and PLA 16 zones	NA	Maintain paddock requirements

**Table 3: Design Guidelines: Cottage Developments**

Topic	Existing	Initial Staff Option	Staff Notes
<b>Building Orientation</b>	<p>Oriented to promote a sense of community</p> <p>Where feasible, each dwelling unit that abuts a common open space shall have a primary entry and/or covered entry porch, oriented to the common open space</p> <p>Each dwelling unit abutting a public right-of-way shall have an inviting facade</p>	Retain existing provisions	
<b>Required Common Open Space</b>	<p>Required Common Open Space:</p> <p>Provide a sense of openness and visual relief, being centrally located with prescribed</p>	300 feet per unit for Cottage developments of 5 or more units and not required for duplexes	

Topic	Existing	Initial Staff Option	Staff Notes
	dimensions	Required open space may be reduced to 200 feet per unit if a permanent recreational/communal feature is provided	
<b>Shared Detached Garages</b>	Parking clusters must be separated by a distance of at least 20 feet	Surface parking clusters must be separated by a distance of at least 10 feet (113.35.5)	Reduces amount of subject property dedicated to parking area
<b>Low Impact Development</b>	Must employ LID strategies (techniques that mimic natural watershed hydrology)	MMH developments shall comply with current King County Surface Water Design Manual (SWDM; 2016); LID techniques shall be employed if feasible	SWDM (2016) requires LID techniques if feasible
<b>Variation in Unit Sizes, Building and Site Design</b>	Cottage projects should establish building and site design that promotes variety and visual interest, compatible with the character of the surrounding neighborhood	NA	Retain current guidelines

**Table 4: Design Guidelines: Two-/Three-Unit Homes**

Topic	Existing	Initial Staff Option	Revised Staff Option
Two and three-unit homes should be consistent in height, bulk, scale and style with surrounding single-family residential uses			
<b>Entries and materials</b>	Maintain the traditional character of detached single-family dwelling units by using elements such as the appearance of single points of entry addressing the street, pitched roofs, substantial trim around windows, porches and chimneys	To maintain and reflect the traditional character of single-family dwelling units, projects shall include at least two of the following design elements: <ul style="list-style-type: none"> <li>Covered entry porch;</li> </ul>	To maintain and reflect the traditional character of single-family dwelling units, projects shall include the following design elements: <ul style="list-style-type: none"> <li>Façade modulation;</li> <li>Entry features are dominant elements facing the street; and</li> <li>Utilize a variety of high-</li> </ul>



Topic	Existing	Initial Staff Option	Revised Staff Option
		<ul style="list-style-type: none"> <li>• Peaked roof with a minimum pitch of 3:12;</li> <li>• Façade modulation;</li> <li>• Entry features and front doors should be dominant elements facing the street</li> <li>• Provide second story step back or modulation</li> <li>• Utilize a variety of materials with decorative or textural qualities</li> <li>• Provide trimming around windows</li> <li>• Divided window panes</li> </ul>	<p>quality materials reflected in the surrounding neighborhood</p> <p>In addition to the three (3) required design elements, applicants shall integrate two (2) other design options from the following list:</p> <ul style="list-style-type: none"> <li>• Architectural articulation in walls and roofs;</li> <li>• Covered entry porch (not permitted to extend into the required front yard within Houghton);</li> <li>• Second story step back or modulation;</li> <li>• Minimize the appearance of garages on the front façade with: <ul style="list-style-type: none"> <li>-Windows so that garage appears to be habitable space</li> <li>-Vegetation</li> <li>-Recessing garages from the remainder of the façade; and</li> </ul> </li> <li>• Roof forms compatible with surrounding single-family residences</li> </ul>
<b>Low Impact Development</b>	Must employ LID strategies (techniques that mimic natural watershed hydrology)	MMH developments shall comply with current King County Design Manual (2016); LID techniques shall be employed if feasible	SWDM 2016 requires LID techniques if feasible
<b>Shared Detached Garages and Surface Parking Design</b>	<p>Must meet the standards established in KZC 115.43 and 115.115.5 and no more than three (3) garage doors may be visible on any façade of the structure</p> <p>Surface parking limited to no more than three (3) stalls; areas with more</p>	NA	Retain current guidelines

Topic	Existing	Initial Staff Option	Revised Staff Option
	than two (2) stalls must visually separate from the street, perimeter parking lines and common areas through site planning, landscaping or natural screening		

**Miscellaneous MMH Proposed Amendments (Medium- and High-Density Residential Uses)**

Regulations in several medium-density and high-density zones within the City of Kirkland, such as the RM 5.0, RM 3.6 and PLA 3B districts, establish density maximums for new development. Density is calculated by dividing the lot area by the minimum lot size required in the respective zone.

As the housing market has continued to favor larger detached single-family residences, properties located in medium- and high-density zones have often developed at a density less than the maximum allowed. As a result, areas which the City has previously determined can accommodate density and thereby contribute toward MMH stock, have been underutilized. The concepts presented in Table 5 would establish minimum densities in the City’s medium- and high-density zoning districts, promoting the development of more compact housing in these areas.

**Table 5: Density Requirements for Medium- and High-Density Development**

Topic	Existing	Initial Staff Option	Bolder Option	Staff Notes
<b>Minimum Density in Medium- and High-Density Residential Zones</b>	Properties can be developed at any density proposed by an applicant, as long as the maximum allowable density isn’t exceeded	New projects shall develop at 80% of the maximum density allowed in the underlying zone	New projects shall develop at 100% of the maximum density allowed in the underlying zone	Potential for increased density in areas zoned for MMH type housing

**Summary**

Staff would appreciate any further guidance from the Houghton Community Council on the proposed code concepts. Following the August 26, 2019 Houghton Community Council meeting, staff will refine the potential amendments as necessary, prepare for the future public hearing with the Planning Commission and formally notify the State as required.