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# Comprehensive Plan Gap Analysis City of Edmonds

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Prepared for: City of Edmonds



Final Report

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# Acknowledgements

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ECONorthwest, with help from Geos Institute, Broadview Planning, and staff at the City of Edmonds, prepared this report for the City of Edmonds. The project team thanks all those who provided their input and helped inform the findings of this report.

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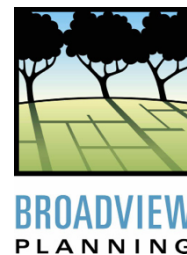
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# 1. Introduction

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In partnership with the City of Edmonds, a consultant project team, led by ECONorthwest and supported by Geos Institute and Broadview Planning, assisted the City of Edmonds in the delivery of a review of climate and equity related gaps in their existing Comprehensive Plan. This gap analysis will help inform the City's Comprehensive Plan periodic update (to be completed by 2024).

The City of Edmonds has embarked on a bold approach to actively revise current strategies and policies to address two core challenges of today – the need to effectively address equity and climate change planning best practices. The City's support of a Diversity Commission in 2015 signifies their commitment to integrate equity considerations into planning. However, additional work remains to address equity comprehensively and meaningfully in the City's processes and policies. Across the region, social equity has become a highly prioritized issue for review and incorporation in planning efforts. Washington State's Growth Management Policy Board prioritized social equity as a critical regional issue for incorporation in the Puget Sound Regional Council (PSRC) VISION 2050. The City has a critical opportunity to assess how local planning can mitigate displacement of vulnerable populations, support inclusive engagement, and improve access to opportunities for the whole community.

Along with equity, climate change planning emerged in the late 20<sup>th</sup> century as another critical need to address in local planning efforts. While this is a global challenge, the local consequences of climate change are significant: more frequent forest fires, elevated ocean levels, loss of species biodiversity, increased costs for infrastructure repairs and emergency responses, among others. Local jurisdictions are often leading climate change planning by taking incremental action to reduce greenhouse gas emissions (GHG) at impactful sources within their purview such as by improving the energy efficiency of buildings.

As of 2021, 10,735 mayors representing cities across the globe committed to addressing climate change through the Global Covenant of Mayors for Climate & Energy; 257 different U.S. cities and 19 U.S. regions, counties, and states have pledged to take over 600 actions; and 100 cities committed to addressing climate change adaptation with over 1800 concrete actions through the Rockefeller Foundation's 100 Resilient Cities Program.<sup>1</sup> The City of Edmonds has also prioritized climate action as demonstrated by their ongoing work to update their Climate Action Plan (CAP, update underway as of 2022) and their commitment towards achieving CAP goals such as the attainment of net zero carbon emissions by 2050. The broad range of threats from elevated GHG concentrations necessitates robust action and careful evaluation of gaps

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<sup>1</sup> United Nations Global Climate Action portal. Accessed on July 31, 2021. <http://climateaction.unfccc.int/#US> . City of Edmonds, WA was not listed in this portal when this information was retrieved. Rockefeller Foundation. <https://www.rockefellerfoundation.org/100-resilient-cities/> . The existing 100 Resilient Cities organization concludes on July 31, 2019 after developing the urban resilience movement since 2013. Global Covenant of Mayors. <https://www.globalcovenantofmayors.org/> Accessed on July 31, 2021.

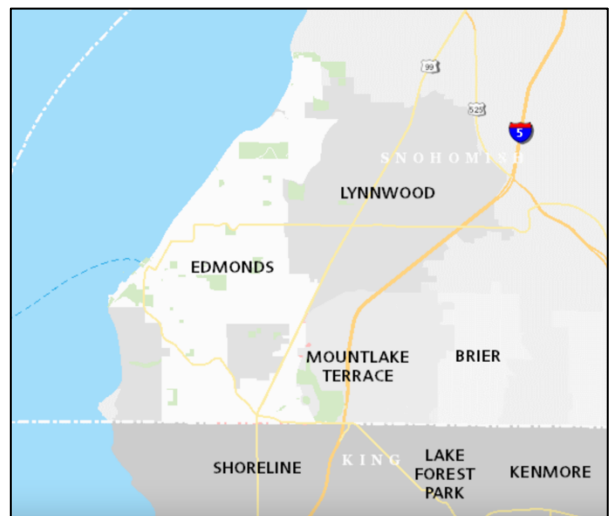
where more progress could be made in building resilience to the impacts of climate change that are now apparent and expected to worsen over time.

## City of Edmonds Profile

The City of Edmonds is a highly desirable place to live, offering various community, arts, cultural, and natural amenities. Edmonds is located north of Seattle and south of the City of Everett in Snohomish County along the Puget Sound waterfront.

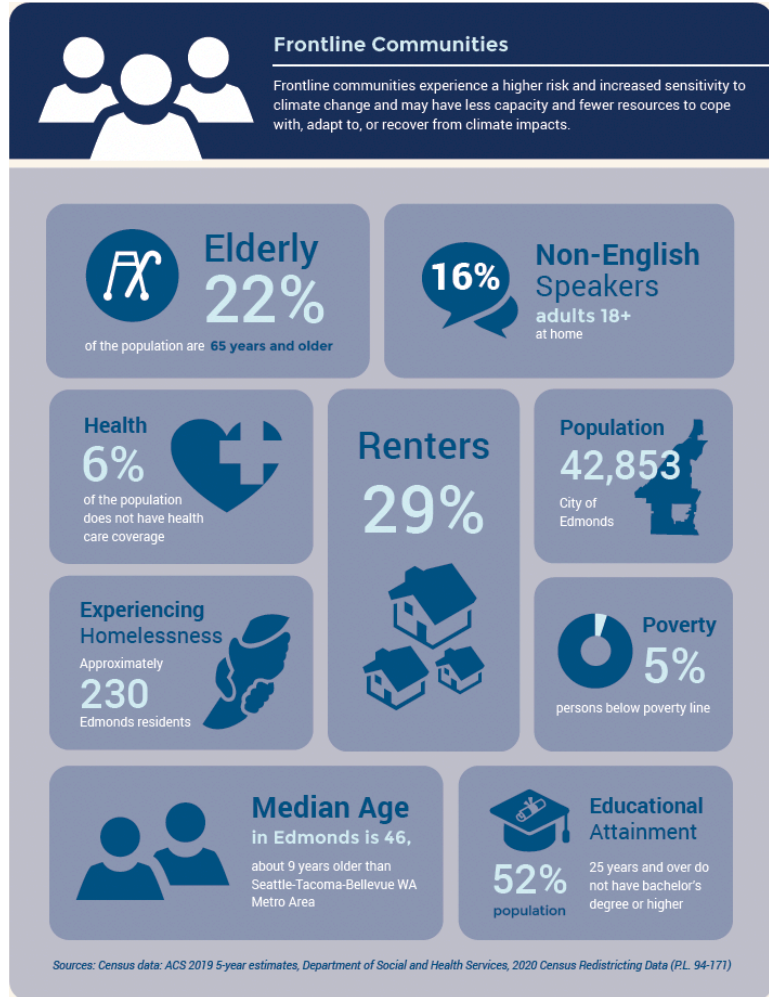
The Suquamish tribe inhabited the Edmonds area before the 19<sup>th</sup> Century, foraging and fishing along the waterfront. European settlers came in 1870 with the arrival of a logger named George Brackett. After the incorporation of the City of Edmonds in 1890, a railroad was built the following year to provide more travel options and connectivity to the surrounding region. Then the first regular passenger ferry service was established in 1900. The economic growth of Edmonds early on was heavily spurred by rail and boat transport access and the industry focused on shingle mills until it slowed in the mid 20<sup>th</sup> century.<sup>2</sup> The Edmonds Marina was built in the early 1960s and the Port of Edmonds continues to provide marina facilities today. The Washington State Ferry System established a car and passenger ferry route between Edmonds and Kingston traveling across the Puget Sound in 1951 and this route continues to operate today. This led to the development of the Edmonds Ferry Terminal situated adjacent to Downtown Edmonds and railway line. Residential development increased in the hills surrounding Edmonds and led to city expansion via annexations.

The City of Edmonds grew from approximately 8,016 persons in 1960 to 39,515 persons in 2000 (U.S. Decennial Census). By 2021, the City of Edmonds became the third most populated town in Snohomish County with an estimated 42,758 persons (U.S. Census Bureau). Edmonds likely will continue to grow in response to broader Puget Sound region growth pressure. This growing population faces various risks associated with climate change particularly such as the City's Downtown precarious location along the waterfront and partially within flood risk areas along with critical public transportation infrastructure along the waterfront and the prevalence of at-risk populations. As described in the updated version of the City of Edmonds Climate Action Plan (ECAP, 2022), the city is home



<sup>2</sup> Edmonds Historical Museum, <https://historicedmonds.org/edmonds-history/#:~:text=The%20town's%20settlement%20began%20in,helped%20build%20the%20early%20town>

to various frontline communities including the elderly, non-English speakers, those with no health care coverage, renters, persons below the poverty line, those experiencing homelessness, and those without a bachelor's degree or higher (additional information on climate action planning efforts is summarized in Appendix C).<sup>3</sup> Moreover, certain persons including children, the elderly, and those with disabilities and impairments tend to be more adversely impacted by disasters due to the reduced ability to evacuate and tendency for disrupted support systems.<sup>4</sup> Consequently, climate action strategies should be tailored to promote equity by responding inclusively to unique population needs. FEMA recommends the use of the “Whole Community” approach whereby residents, community leaders, government officials, and emergency management practitioners work collectively on strengthening their preparedness and community’s ability to recover from adversity.<sup>5</sup> Effective response benefits from a continuous identification and tracking of at-risk groups and an ongoing assessment of their needs.



The following project approach described how the project team reviewed the City of Edmonds Comprehensive Plan to help promote equity and support current climate action planning.

<sup>3</sup> The ECAP (2022) defines frontline communities as persons more susceptible to, and less able to recover from or adapt to, threats of climate change due to intersecting vulnerabilities and socioeconomic determinants, including preexisting health conditions, physical location, historic marginalization, social context, economic stability, and more.

<sup>4</sup> Centers for Disease Control and Prevention (CDC). (2015). Planning for an Emergency: Strategies for Identifying and Engaging At-Risk Groups. A guidance document for Emergency Managers. First edition: Atlanta, GA.

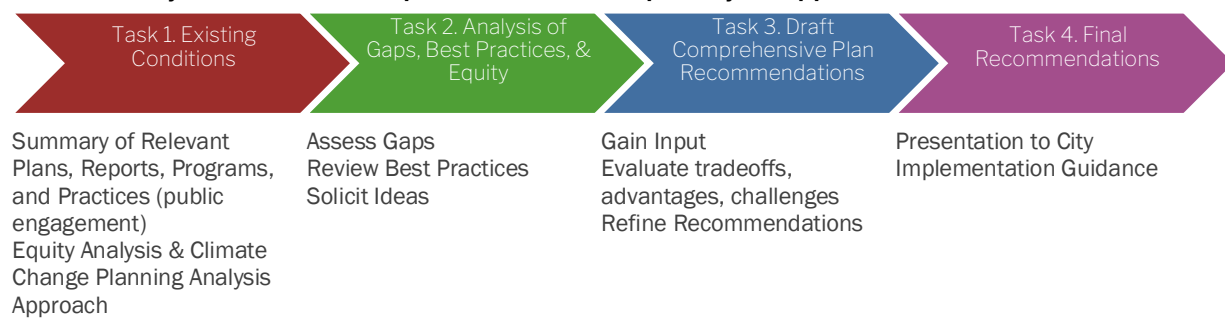
<sup>55</sup> US Department of Homeland Security (FEMA). (2011). A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action. FDOC 104-008-1.

## Project Approach

The overarching rationale for this work is to assist the City of Edmonds in improving its long-range planning by analyzing the City’s current Comprehensive Plan and community engagement processes and recognizing the current Climate Action Plan work. The consultant team supported the City of Edmonds by providing a comprehensive review of climate and equity related gaps in their existing Comprehensive Plan. These findings could help shape recommendations for updating the Edmonds Comprehensive Plan, a plan which will guide policies and decisions over the 20-year planning horizon (the City’s Comprehensive Plan periodic update is required to be completed by 2024, pursuant with the Washington State Growth Management Act (GMA)).

As outlined below, the approach for reviewing the plan for gaps began with an assessment of the existing conditions (these findings are provided throughout the document and in Appendix C). The purpose of the Existing Conditions assessment is to develop a comprehensive picture of existing conditions as they relate to equity and climate change planning to help build a foundation of understanding of the current public agency efforts to date.

### Exhibit 1. City of Edmonds Comprehensive Plan Gap Analysis Approach



The project team also evaluated the existing Comprehensive Plan for how effectively it addresses equity and climate change planning best practices. Frameworks for analyzing equity and climate change planning and guiding principles are described in Appendix C to help the team outline how to evaluate Edmonds’ Comprehensive Plan.

The project team also reviewed the existing public participation practices (based on a document review of recent outreach efforts) and held a series of interviews with stakeholders to gain an understanding of the existing relationships and approaches to community engagement. Lastly, the project team evaluated a selection of key Comprehensive Plan areas of improvement to identify key opportunities to address equity and climate change more comprehensively and effectively. The project work began in early summer 2021, evaluation/analysis was completed by early 2022, and report finalized in mid 2022.

The project team focused on PSRC’s updated VISION 2050 (adopted in 2020) since this new plan provides policy guidance recognizing racial equity and access to opportunity as crucial regional issues. PSRC’s Comprehensive Plan certification process asks local jurisdictions to

respond to how racial equity was considered in the planning process and addressed in the plan.<sup>6</sup> The newly adopted VISION 2050 includes several goals and policies intended to advance social equity and calls for member governments to develop and implement a regional equity strategy.<sup>7</sup> PSRC recognizes that equitable outcomes are important, and that data should be used to highlight areas of concern and progress. In addition, PSRC calls for authentic engagement with marginalized communities and historically underrepresented communities since it is imperative to develop a more holistic understanding of problems and solutions. Lastly, they recognize how strategies are needed to ensure marginalized groups do not suffer from undue burdens and that they equitably enjoy community benefits.

## Review of Equity and Climate Change Policies

The following table lists key equity and climate change policies and actions for local comprehensive plans that are recognized in PSRC’s VISION 2050. Updates to Puget Sound region local comprehensive plans must be reviewed for consistency with these PSRC policies as a part of the plan certification process. The following table is not exhaustive - it only focuses on outlining PSRC VISION 2050 policies relevant to equity and climate action planning. We examined key Comprehensive Plan areas of improvement for how well they address equity and climate change planning guiding policies, along with best practices drawing from the consultants’ technical and process expertise knowledge, and an array of policy guidance resources and literature. A selection of the above PSRC policies were used as a guide for informing key recommendations to improve long-range planning, community engagement, and fill in climate and equity related gaps in the existing City of Edmonds Comprehensive Plan.

### Exhibit 2. PSRC VISION 2050 Equity and Climate Change Local Government Planning Policies

Source: PSRC VISION 2050

No.	Policy	Category	Description
1	MPP-RC -2	Equity	<i>Prioritize services and access to opportunity for people of color, people with low incomes, and historically underserved communities to ensure all people can attain the resources and opportunities to improve quality of life and address past inequities.</i>
2	MPP-En-3-4, En-7-8, En-21	Equity, Climate Change	<i>Support programs to ensure that all residents, regardless of race, social, or economic status, have clean air, clean water, and other elements of a healthy environment and prioritize the reduction of impacts to vulnerable populations that have been disproportionately affected.</i>
3	MPP-CC-6, CC-8, CC-Action-3, CC-Action-4	Equity, Climate Change	<i>Address impacts to vulnerable populations and areas that have been or will be disproportionately affected by climate change.</i>
4	MPP-DP-2, Ec-8, Ec-13	Equity	<i>Reduce disparities in access to opportunity and expand employment opportunities to improve the region’s shared economic future.</i>
5	MPP-DP-8	Equity	<i>Support inclusive engagement to ensure land use decisions do not negatively impact historically marginalized communities.</i>

<sup>6</sup> PSRC. 2021. VISION 2050 Planning Resources, Plan Review Manual.

<sup>7</sup> The regional equity strategy that will be developed is anticipated to include tools and resources to inform policy, best practices for centering equity in local planning work, and guidance on how to measure outcomes and develop mechanisms to prioritize funding to address equity. This initiative will establish an equity advisory group and will include the development of an equity impact dashboard to evaluate decisions.



No.	Policy	Category	Description
6	MPP-H-12, H-Action-6	Equity, Climate Change	Identify potential physical, economic, and cultural displacement of low-income households and marginalized populations and work with communities to develop anti-displacement strategies when planning for growth.
7	MPP-H-5	Equity	Promote homeownership opportunities while recognizing historic inequities in access to homeownership opportunities for communities of color.
8	MPP-T-9	Equity, Climate Change	Identify racial and social equity as a core objective when planning and implementing transportation improvements, programs, and services.
9	MPP-PS-2, PS-16, PS-22	Equity, Climate Change	Promote affordable and equitable access of public services, including drinking water and telecommunication infrastructure, to provide access to all communities, especially underserved communities.
10	MPP-CC-1, CC-3, CC-5, CC-11-12, CC-Action-3)	Climate Change	Support achieving regional greenhouse gas emission reduction goals by: <ul style="list-style-type: none"> <li>▪ Electrifying the transportation system,</li> <li>▪ Reducing vehicle miles traveled through increasing alternatives to driving alone and using land use strategies that reduce trips and trip length, and</li> <li>▪ Expanding the use of conservation, alternative energy sources, and energy management technology</li> </ul>
11	MPP-CC-2, CC-Action-3, DP-46	Climate Change	Reduce building energy use through green building and retrofit of existing buildings
12	PP-CC-4	Climate Change	Protect and restore natural resources that sequester and store carbon.
13	MPP-CC-6, CC-8, CC-Action-3, CC-Action-4)	Climate Change	Address impacts to vulnerable populations and areas that have been or will be disproportionately affected by climate change
14	P-CC-7-10, CC-Action-4	Climate Change	Identify and address the impacts of climate change and natural hazards on the region to increase resilience. Resilience: Cities and counties will update land use plans for climate adaptation and resilience. Critical areas will be updated based on climate impacts from sea level rise, flooding, wildfire hazards, urban heat, and other hazards. The comprehensive plans will identify mitigation measures addressing these hazards including multimodal emergency and evacuation routes and prioritizing mitigation of climate impacts on highly impacted communities and vulnerable populations.
15	MPP-CC-10	Climate Change	Address rising sea water by siting and planning for relocation of hazardous industries and essential public services away from the 500-year floodplain.
16	WAC 173-420-080, MPP-En-22	Climate Change	Ensure all federal and state air quality standards are met and reduce emissions of air toxics and greenhouse gases.
17	MPP-DP-2, MPP-DP-8	Equity	Support inclusive community planning.
18	MPP-DP-2, Ec-8, Ec-13	Equity	Reduce disparities in access to opportunity and expand employment opportunities to improve the region's shared economic future.
19	MPP-RC-3, DP-18	Equity	Reduce health disparities and improve health outcomes.
20	MPP-H-2-6, H-9	Equity	Expand the diversity of housing types for all income levels and demographic groups.
21	MPP-Ec-1, Ec-3, Ec-4, Ec-7, Ec-9, Ec-16)	Equity, Climate Change	Focus retention and recruitment efforts and activities to foster a positive business climate and diversify employment opportunities by specifically targeting: <ul style="list-style-type: none"> <li>▪ Businesses that provide living wage jobs</li> </ul>

No.	Policy	Category	Description
			<ul style="list-style-type: none"> <li>▪ <i>Locally, women-, and minority-owned small businesses and start-up companies</i></li> <li>▪ <i>Established and emerging industries, technologies, and services that promote environmental sustainability, especially those addressing climate change and resilience</i></li> </ul>
22	MPP-T-10	Equity, Climate Change	<i>Ensure mobility choices for people with special needs.</i>
23	MPP-CC-3, CC-12, T-29-30	Climate Change	<i>Promote clean transportation programs and facilities, including actions to reduce air pollution and greenhouse gas emissions from transportation.</i>
24	MPP-PS-13-15, PS-20-21	Climate Change	<i>Consider the potential impacts of climate change on public facilities and support the necessary investments to move to low-carbon energy sources.</i>
25	MPP-PS-18, PS-20, PS-29, DP-11	Equity, Climate Change	<i>Locate community facilities and services, including civic places like parks, schools, and other public spaces, in centers and near transit, with consideration for climate change, economic, social and health impacts.</i>

Additional background information on different relevant policies and the framework used to examine equity are provided in Appendix C.



## 2. Comprehensive Plan Gap Analysis Recommendations

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The following section provides preliminary recommendations to fill Comprehensive Plan gaps associated with climate change planning and equity for the City of Edmonds to consider, prioritize, and refine. These recommendations were based on the findings from previous task work including the review of existing conditions, review of the Comprehensive Plan and other related plans, the review of guiding policies and best practices, and the engagement of stakeholders. These suggestions describe strategies to be investigated by the community as well as process recommendations for how the City can integrate efforts into its comprehensive plan.

As climate change can impact systems across a community, the summary will include suggestions for how to integrate climate adaptation considerations in a consolidated way into other community planning processes as well. Potential considerations (such as tradeoffs, costs), advantages, and drawbacks will be described, as applicable. These suggestions and strategies should be considered a menu of options for the City to consider, review, further articulate, and prioritize. The recommendations cover a broad range of strategies focused on education, program enhancements, policy changes, services, new tools, and performance tracking of strategies and plans.

**The recommendations are organized under the following four key topics and are not ordered in any rank or priority:**

- **1. Equitable Climate Change Adaptation**
- **2. Equitable Climate Change Mitigation**
- **3. Promoting Equity in the Economy**
- **4. Supporting Equitable Engagement**

# Recommendation Topic 1. Equitable Climate Change Adaptation

## Relevant PSRC Policies for Topic 1, Equitable Climate Change Adaptation:

*Climate Change Goal C. Assess the risks and potential impacts on both city government operations and on the larger Edmonds community due to climate change. The assessment of risk and potential responses will evaluate the full range of issues, paying particular attention to those arising from the city's location on Puget Sound and the impacts of specific risks on Edmond's most vulnerable residents. Through regional collaboration, the City will develop strategies to address sea level rise, climate change impacts to the hydrological system, and other climate change-driven risks that are best addressed at a regional scale.*

- *C.1 Develop a climate change risk assessment and impact analysis for city government facilities and operations.*
- *C.2 Develop a climate change risk assessment and impact analysis for the Edmonds community which considers the potential long-term impacts to economic, land use, and other community patterns as well as the risks associated with periodic weather or climate events and long-term chronic shifts due to climate change.*
- *P-CC-7-10, CC-Action-4, Identify and address the impacts of climate change and natural hazards on the region to increase resilience. Resilience: Cities and counties will update land use plans for climate adaptation and resilience. Critical areas will be updated based on climate impacts from sea level rise, flooding, wildfire hazards, urban heat, and other hazards. The comprehensive plans will identify mitigation measures addressing these hazards including multimodal emergency and evacuation routes and prioritizing mitigation of climate impacts on highly impacted communities and vulnerable populations.*
- *MPP-CC-10, Address rising sea water by siting and planning for relocation of hazardous industries and essential public services away from the 500-year floodplain.*
- *MPP-En-3-4, En-7-8, En-21, Support programs to ensure that all residents, regardless of race, social, or economic status, have clean air, clean water, and other elements of a healthy environment and prioritize the reduction of impacts to vulnerable populations that have been disproportionately affected.*
- *MPP-CC-6, CC-8, CC-Action-3, CC-Action-4: Address impacts to vulnerable populations and areas that have been or will be disproportionately affected by climate change.*
  - *MPP-CC-6: Address impacts to vulnerable populations and areas that have been disproportionately affected by climate change*
  - *MPP-CC-8: Increase resiliency by identifying and addressing the impacts of climate change and natural hazards on water, land, infrastructure, health, and the economy. Prioritize actions to protect the most vulnerable populations.*
  - *CC-Action-3. Cities and counties will incorporate emissions reduction policies and actions that contribute meaningfully toward regional greenhouse gas emission goals, along with equitable climate resiliency measures, in their comprehensive planning. Strategies include land uses that reduce vehicle miles traveled and promote transit, biking, and walking consistent with the Regional Growth Strategy, developing and implementing climate friendly building codes, investments in multimodal transportation choices, and steps to encourage a transition to cleaner transportation and energy systems.*
  - *CC-Action 4: Cities and counties will update land use plans for climate adaptation and resilience. Critical areas will be updated based on climate impacts from sea level rise, flooding, wildfire hazards, urban heat, and other hazards. The comprehensive plans will identify mitigation measures addressing these hazards including multimodal emergency and evacuation routes and prioritizing mitigation of climate impacts on highly impacted communities and vulnerable populations.*

The Comprehensive Plan's focus on developing a strategic plan or Climate Action Plan (CAP) that addresses both climate mitigation and adaptation is the primary vehicle through which

these VISION 2050 goals will be addressed. This action plan includes both mitigation and adaptation (as of 2022, based on a new draft) and should be designed to advance state, regional, and local climate resilience efforts; identify and address the impacts of climate change on the region's hydrological systems; and address rising sea levels by moving critical infrastructure out of harm's way. These actions will be supported by regional efforts, as indicated in CC-Action 2 (see this in the above inset box).

### **Suggested language adjustments to the Edmond's Comprehensive Plan**

While MPP-CC-6, MPP-CC-8, and CC-Action-4 include specific resilience policies and goals, CC-Action-3 is focused almost entirely on climate mitigation. This is evidenced by the fact that all the strategies identified are primarily mitigation strategies. Therefore, the CAP update process the City is undertaking should address the general reference to climate resilience found in CC-Action-3.

The process of updating land use and comprehensive plans for climate adaptation and resilience identified in CC-Action-4 can get underway in earnest once the updated CAP is in place, which builds on the assessments identified in C.1 and C.2 above and identifies measures to address these hazards. Once complete, the updated CAP can be integrated as a technical document into the Comprehensive Plan to meet this VISION 2050 requirement. In the meantime, the following language in the existing version of the adopted Comprehensive Plan will address MPP-CC-6 and MPP-CC-8, and CC-Action-4.

## Relevant Goals and Policies in the Existing Edmonds Comprehensive Plan

*Climate Change Goal D. Work with public and private partners to develop strategies and programs to prepare for and mitigate the potential impacts of climate change, both on city government operations and on the general Edmonds community, with a particular focus on addressing the climate impacts and needs of vulnerable populations and areas that have been disproportionately affected by climate change.*

*D.1 Develop a strategic plan that will help guide and focus City resources and program initiatives to (1) reduce greenhouse gas production and the carbon footprint of City government and the Edmonds community, and (2) reduce and minimize the potential risks of climate change. The needs of vulnerable populations within Edmonds will be centered by creating meaningful participation and leadership opportunities for members of those populations in this process and understanding the positive and negative impacts of proposed strategies on these communities as part of the strategy selection process. The strategic plan should be coordinated with and leverage state and regional goals and initiatives, but Edmonds should look for and take the lead where we see opportunities unique to the Edmonds community. When complete, the strategic plan will be formally added to the Comprehensive Plan as a technical document.*

*D.2 Build on and expand the strategic action plan to include programs that can involve both public and private partners.*

*D.3 Undertake a policy review of City comprehensive, strategic and specific plans to assure that City policies are appropriately targeted to prepare for and mitigate potential impacts of climate change. These reviews may be done to correspond with scheduled plan updates or accelerated where either a higher priority is identified, or the next update is not specifically scheduled.*

*D4. Update land use plans for climate adaptation and resilience based on the strategies identified within its strategic plan to address sea level rise, flooding, wildfire, extreme heat, and other hazards.*

*MPP-En-3-4, MPP-En-8: Support programs to ensure that all residents, regardless of race, social, or economic status, have clean air, clean water, and other elements of a healthy environment and prioritize the reduction of impacts to vulnerable populations that have been disproportionately affected.*

- *MPP-EN-3: Maintain and, where possible, improve air and water quality, soils, and natural systems to ensure the health and well-being of people, animals, and plants. Reduce the impacts of transportation on air and water quality, and climate change.*
- *MPP-EN-4: Ensure that all residents of the region, regardless of race, social, or economic status, have clean air, clean water, and other elements of a healthy environment.*
- *MP-EN-8: Reduce impacts to vulnerable populations and areas that have been disproportionately affected by noise, air pollution, or other environmental impacts*

These goals are connected to the larger effort to build climate resilience in Edmonds and will need to be addressed by integrating the needs of vulnerable populations as well as integrating across climate actions. Much of what needs to be done to address these goals will also have resilience building benefits, but only if they are designed to meet both purposes. Ensuring that all residents have access to clean air, water, and a healthy environment builds resilience to natural disasters that are magnified by climate change. The same is true for restoring and/or protecting the ecological integrity of natural systems. The healthier and stronger any system is before it experiences either the shocks or stressors of climate change, the better it will be able to navigate those changes. Recommendations for language are not included in this section as these

are not specifically climate resilience goals, but it will be important to integrate solutions across these areas.

## **Assessment and Monitoring**

The existing language in the Edmonds Comprehensive Plan regarding assessing and monitoring climate baselines and progress is lacking definition on the resilience side equal to that of mitigation. Recommended language for the Comprehensive Plan adds two new climate resilience goals (with existing goals moving down the list) as follows:

**Climate Change Goal C. Inventory and monitor climate resilience factors, establishing baselines and monitoring programs to measure future progress and program needs.**

**C.1 Establish baselines for local government and community resilience for both Edmonds city government and the broader Edmonds community.**

**C.2 Establish a monitoring program for consistently updating estimates on City and community resilience to climate change shocks and stressors. The monitoring program should be designed to enable a comparison between measurement periods.**

**C.3 The monitoring program should include assessment measures which (1) measure progress toward climate resilience goals and (2) evaluate the effectiveness of or need for programs to work toward these goals.**

**Climate Change Goal D. Establish targets for building climate resilience for both city government and the Edmonds community. Regularly assess progress and program needs, identifying opportunities and obstacles for strengthening climate resilience.**

**D.1 City government should take the lead in developing and promoting resilience-building efforts for the Edmonds community by working with the community, particularly the populations most vulnerable to climate impacts, to establish and evaluate targets for building climate resilience in Edmonds city government and the broader Edmonds community.**

**D.2 Establish measures for evaluating the degree of climate resilience of Edmonds city government and the broader Edmonds community.**

**D.3 Annually assess the status and progress toward climate resilience goals.**

**Climate Change Goal E. Develop strategies that can be used by both the public and private sectors to help mitigate the potential impacts of new and ongoing development and operations on greenhouse gas emissions while building climate resilience. Develop**

**programs and strategies that will encourage the retrofitting of existing development and infrastructure to mitigate and adapt to the effects of climate change.**

**E.1 Develop policies and strategies for land use and development that result in reduced greenhouse gas emissions and improved affordability for new development as well as redevelopment activities.**

**E.2 Develop mitigation programs and incentives that both public and private development entities can use to reduce or offset potential greenhouse gas emissions associated with both new development and redevelopment.**

**E.3 Develop programs and incentives that encourage existing land use, buildings, and infrastructure to reduce their carbon footprint and operational costs. Demonstration programs and other cost-efficient efforts that do not rely on long-term government subsidies are preferred, unless dedicated funding sources can be found to sustain these efforts over time.**

## **Additional Recommendations**

The Climate Action Plan (CAP) process underway offers a good start for addressing the mitigation requirements in the Edmonds Comprehensive Plan and VISION 2050, but it is not the strategic plan called for on the climate resilience side. Best practices in the climate resilience planning field follow specific steps, including understanding climate hazards, assessing vulnerabilities/risks, and developing strategies specifically to address the highest priority vulnerabilities/risks for a community. While the CAP and the Comprehensive Plan both include policies and strategies that will build climate resilience in certain ways, neither of them can be considered the comprehensive climate resilience planning called for in VISION 2050.

To complete that requirement requires that the City of Edmonds:

- Understands how climate conditions are expected to change by mid-century and end of century,
- Determines what that means for the community in terms of its people, economy, built environment, natural systems, and culture, and
- Develops solutions to address the most important vulnerabilities identified in the process.

Once the climate adaptation/resilience side of the strategic plan is in place, we recommend integrating this into a comprehensive CAP so that the community has a single climate change strategic plan as referenced in the Comprehensive Plan.

## Technical Assistance

It appears that the PSRC is moving forward with developing technical assistance for its member communities. It is also likely that the State of Washington will be coming forward with technical assistance, particularly if it updates the requirements of comprehensive plans related to climate change as appears likely in the next couple of sessions. In the meantime, information about climate hazards is available to help get the process started. The Climate Impacts Group of the University of Washington published a report entitled [State of Knowledge: Climate Change in Puget Sound](#). While the report was published in 2015, the basics of what can be expected across Puget Sound are likely to be largely still accurate.

Other communities in the Puget Sound have completed assessments like what Edmonds will need to do. Their plans and reports may also be instructive. Specifically, review of [Bainbridge Island's Climate Impact Assessment](#), [Sea Level Rise Assessment](#), and its comprehensive (climate mitigation and adaptation) [Climate Action Plan](#) is likely helpful.

The City of Edmonds may also consider joining the Puget Sound Climate Preparedness Collaborative as another means of accessing support and collaborating with neighboring communities in Puget Sound to build climate resilience.

## Collaboration

The City of Edmonds is already experiencing climate impacts, as are communities throughout the Puget Sound. FEMA's recently expanded flood zone in the Downtown area, the impact to the Sounder train from eroding lands and possible landslides, and the discussions about daylighting Willow Creek are all testament to the reality that climate impacts have arrived. Therefore, it is critically important that the municipal government engage wherever possible in developing and implementing solutions while completing the strategic plan identified in its Comprehensive Plan.

Edmonds meets several of its essential services responsibilities by participating in districts, so collaborating with the leadership of those districts is an important mechanism for building climate resilience. Some of the service districts Edmonds is involved with may already be integrating future climate conditions into their master planning, but others may not. It is particularly important that the City of Edmonds communicates the need to integrate climate resilience into these plans as the City does not have control over those systems directly.

For example, Fire District 26 has completed a Community Wildfire Protection Plan (CWPP) and Fire Districts 24 and 25 are working together to complete theirs. South County Fire has limited wildfire risk reduction programming in place and may need to complete its own CWPP that identifies and addresses how wildfire is impacted by climate change. Whether it is needed may not be known until PSRC completes its climate hazards report, but conversations can be started now if they are not already underway about the potential need for additional wildfire planning due to climate change.



The City of Edmonds can communicate with, and support climate resilience planning efforts of, other districts and county programs, such as the Snohomish County Hazard Mitigation Plan process (which will be revised in 2025), the Snohomish Health District, the Port District, the Alderwood Water Wastewater District, the Snohomish County Public Utility District, and others. These planning efforts should be reviewed and possibly recognized in the City's Comprehensive Plan.

Finally, the City of Edmond's Comprehensive Plan outlines the triple bottom line goals of the community. Assessing all solutions using this three-legged stool, with climate part of ecological considerations and equity part of social considerations, will help the City make decisions consistent with its values. In addition, ensuring that the consideration of impacts of possible solutions on climate change and equity is standard throughout Edmond's municipal operations will assist the effort to build climate resilience.

### Additional Resources

- FEMA's nature-based solutions guide: [Building Community Resilience with Nature-Based Solutions: A Guide for Local Communities](#)
- EcoAdapt's Publication: [Climate Change Adaptation through Local Comprehensive Planning: Guidance for Puget Sound Communities](#)

## Recommendation Topic 2. Equitable Climate Change Mitigation Recommendations

### Relevant PSRC Policies for Topic 2, Equitable Climate Change Mitigation:

- *MPP-T-9, Identify racial and social equity as a core objective when planning and implementing transportation improvements, programs, and services.*
- *MPP-H-12, H-Action-6, Identify potential physical, economic, and cultural displacement of low-income households and marginalized populations and work with communities to develop anti-displacement strategies in when planning for growth.*

### Transportation

The Transportation Element includes some policies helpful for identifying racial and social equity as a core consideration for planning transportation improvements. The plan recognizes accessible transportation goals to promote equitable access to transportation systems.

**However, the plan lacks guidance on how to continuously identify at-risk population needs that tend to be underserved and it is unclear how equity and equitable transportation access is considered when deciding how to allocate funds to implement transportation system**



**improvements in different areas throughout the City.**<sup>8</sup> The City should develop strategies to promote equitable investment in multimodal transportation improvements across the City. They could begin this process by tracking the neighborhoods where past investments have been implemented in the last few decades to identify neighborhoods that tend to be overlooked or underserved in comparison to multimodal transportation infrastructure needs.

**The Transportation Element could address equitable transit-oriented development (TOD) since this can help support equity and sustainable development and show greater compliance with MPP-T-9.** Edmonds supports a Washington State Department of Transportation (Washington State Ferries) ferry offering passenger and vehicle transportation across the Puget Sound to the Kingston area of Kitsap County. In addition, the area could eventually be more accessible to light rail service.<sup>9</sup>

Transit-oriented development is supported under Edmonds Comprehensive Plan Policy 2.12 but not equitable TOD. Equitable TOD (ETOD) has been defined as compact development, frequently including a mixture of development with multi-modal access to jobs, neighborhood-serving stores and other amenities that also serves the needs of low- and moderate-income people. Essentially, ETOD is a policy, process and a development form that plans and supports built environment investments that serve the needs of existing community members, especially the most vulnerable, while enabling future growth. ETOD is centered on the people who live, work and create in communities of color and in low-income communities that are served by existing or planned high-capacity transit service, whether bus and/or rail. As communities grapple with the simultaneous racial justice, public health, housing, and climate crises we currently face, ETOD can be an important strategy to create a healthy, climate resilient and equitable future for all while also generating economic value and providing public services more cost effectively.

The preservation and creation of dedicated affordable housing in high opportunity neighborhoods is a leading approach to promoting equitable TOD.<sup>10</sup> Action should be commenced to identify prominent barriers to equitable TOD such as single-use zoning.

Sound Transit's light rail, expanding throughout the region, has integrated key ETOD policies. Washington State enacted Statute RCW 81.112.350 which requires Sound Transit to offer 80 percent of its surplus property that is suitable for housing to qualified entities to develop housing affordable to families who must reserve at least 80 percent of the units for people at 80 percent of area median income or less (known as the 80-80-80 rule). Sound Transit's Equitable

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<sup>8</sup> The Capital Facilities Element outlines the plan for transportation capital facility needs. The Capital Facilities Element has a goal to (Capital Facilities Goal A) to establish service standards for all city-provided services to provide public facilities and services that meet citizens' needs and enhance the community's quality of life. However, the Capital facility goals/policies does not recognize equity, equitable access, or inclusion goals for choosing which capital improvement projects would be supported.

<sup>9</sup> <https://www.soundtransit.org/system-expansion/everett-link-extension>

<sup>10</sup> Enterprise. (2015). Promoting Opportunity through Equitable Transit-Oriented Development (eTOD): Barriers to Success and Best Practices for Implementation.

TOD Policy, adopted in 2018, includes consideration of the potential displacement impacts on existing businesses and individuals and a commitment to affordable housing. As of early 2021, the Agency is planning to surplus 10 properties for equitable TOD and under the 80-80-80 rule, 337 affordable housing units have already been built near transit and 963 are in the planning phase.

**Another key part of the Transportation Element is associated with the performance metric.** The Transportation Element Performance Measure calls for the City to *measure the lineal feet of sidewalk renovated or added to the City's sidewalk network*. This measure is helpful for supporting climate action planning mitigation. However, it does not address equitable access to transportation systems and infrastructure improvements.

Consider incorporating and adjusting the following recommendations and actions from the 2022 Climate Action Plan such as:<sup>11</sup>

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- TR 1.2: Encourage a mix of land uses designed to increase accessibility to services, recreation, jobs, and housing
  - TR 1.3: Encourage transit-oriented development standards and projects in the City's activity centers (Highway 99 and downtown), such as reducing parking requirements or providing tax or other incentives.
  - TR 2.2: Coordinate with Community Transit, Sound Transit, and the Washington State Department of Transportation (WSDOT) to pursue funding opportunities to increase transit service and improve convenience to encourage greater ridership.
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## Displacement

As Edmond prepares to invest resources in the Highway 99 Community Renewal Project or other neighborhood renewal projects, it should be paying close attention to the risk of displacement for current businesses and residents. It is common for there to be displacement of residents from a neighborhood experiencing redevelopment, though with the right measures in place, it can be mitigated.

Displacement because of gentrification happens in various ways. "Direct displacement" is when current residents are forced to move because of rising rents, lease non-renewals, evictions, or eminent domain (physical displacement). "Exclusionary displacement" is when housing choices for prospective low-income residents become more limited. "Displacement pressures" and "cultural displacement" are when culturally relevant supports and services that low-income, and families-of-color rely on disappear from the neighborhood, thus making the neighborhood less welcoming and inclusive.

Edmonds' current Comprehensive Plan does address some important housing issues than can help mitigate displacement (Housing, p.93), such as housing assistance for higher-need populations such as lower-income residents, residents with disabilities, or seniors, and specifically recommends having an adequate supply of housing for folks displaced "as a result of any community action" (Housing D.3). It is possible, however, to invest in and revitalize neighborhoods without also causing gentrification and displacement. One is to plan

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<sup>11</sup> City of Edmonds, DRAFT Climate Action Plan, 2022.

collaboratively with members of the impacted neighborhood, working to identify a shared vision of development that empowers the entire community. The development process should enable community members to identify the types of housing, services and infrastructure that should exist in their neighborhood. The process should value longtime residents' visions of neighborhood change and give the power of decision-making to community residents.

Other recommendations include better understanding who is at risk of displacement in Edmonds. Households and businesses who rent tend to be at much greater risk of displacement because they are more affected by changing market conditions and are subject to the property owner's decisions about redevelopment, remodels, rent increases, etc. Those who face disadvantages or discrimination in the real estate market tend to be at greater risk of displacement and to experience more harm if they are forced to move. These factors can make households more likely to experience housing discrimination and/or limited housing options and may increase their risk of displacement:

- Renter households, including cost-burdened renters
- People of color
- People with disabilities
- Adults without a college degree
- Residents who speak limited English
- Households with incomes less than \$50,000
- Neighborhoods near schools with a high share of students eligible for free and reduced-price lunch

At the neighborhood level, we recommend reviewing the type of housing units in neighborhoods. Older, lower-value rental homes and apartment buildings and mobile home parks have a higher redevelopment potential, which would displace existing renters. Review rent increases - while rents for older apartments appear to be increasing gradually in the study area overall, several older properties appear to have seen substantial rent increases since 2018. Check vacancy rates- when vacancy rates are very low, it can put upward pressure on rents and make it more difficult for households or businesses who need to move to find another place to live nearby.

For areas that have been identified as having a higher risk for displacement, the following recommendations should be considered.

#### **Anti-Displacement Recommendations and Implementation Options:**

- **Create programs and funding mechanisms to help maintain the existing supply of low-cost market-rate housing (single and multi-) and commercial space;**
- **Support the development of new affordable or mixed-income multifamily housing citywide;**
- **Add regulations to allow building a greater range of housing types in single-family zones;**
- **Support the development of vibrant mixed-use urban areas with multimodal access; and**

- **Fund storefront improvement grants and loans and tenant improvement assistance for existing businesses.**

## Recommendation Topic 3. Promoting Equity in the Economy

### Relevant PSRC Policies for Topic 3, Promoting Equity in the Economy:

- *MPP-DP-2, Ec-8, Ec-13, Reduce disparities in access to opportunity and expand employment opportunities to improve the region’s shared economic future.*
- *MPP-Ec-1, Ec-3, Ec-4, Ec-7, Ec-9, Ec-16), Focus retention and recruitment efforts and activities to foster a positive business climate and diversify employment opportunities by specifically targeting: Businesses that provide living wage jobs, Locally, women-, and minority-owned small businesses and start-up companies and Established and emerging industries, technologies, and services that promote environmental sustainability, especially those addressing climate change and resilience.*

### **Reduce disparities in access to opportunity and expand employment opportunities to improve the region’s shared economic future.**

Policies in the Edmonds Comprehensive Plan generally support equity by declaring that economic development will have social and political equity as a core goal, along with overall economic prosperity. The plan includes a description of basic population demographic characteristics including a basic racial/ethnic makeup of the community and household income detail and the employment description highlights wage challenges of local employers and the need for more affordable housing in the area. The plan could incorporate additional disaggregation of the data on the local economy by race and income to better understand the local economy and how well it is functioning for all residents and workers. Going beyond identifying under-represented sectors and identifying workers and business owners will help to develop policy that aims to address disparities across economic and community health (PSRC Vision 2050, MPP-DP-2, Ec-1, Ec-7, Ec-8, Ec-9 Ec-13).<sup>12</sup> The City should consider adopting [an equitable development framework](#) for implementation across plans.

### **Key equity supportive strategies include the prioritization and promotion of local firms, identification of under-represented business sectors, encourage and support home-based work and business activities that supplement traditional business and employment**

<sup>12</sup> Note: MPP-DP-2: “Reduce disparities in access to opportunity for the region’s residents through inclusive community planning and targeted public and private investments that meet the needs of current and future residents and businesses.”, MPP-EC-1: “Support economic development activities that help to recruit, retain, expand, or diversify the region’s businesses, targeted towards businesses that provide living-wage jobs.”, MPP-EC-7: “Foster a supportive environment for business startups, small businesses, locally owned and women- and minority-owned businesses to help them continue to prosper”. MPP-EC-8: “Encourage the private, public, and nonprofit sectors to incorporate environmental and social responsibility into their practices.” MPP-EC-9: “Promote economic activity and employment growth that creates widely shared prosperity and sustains a diversity of living-wage jobs for the region’s residents.” MPP-EC-13: “Promote equity and access to opportunity in economic development policies and programs. Expand employment opportunity to improve the region’s shared economic future.”

concentrations, and fostering an open and accepting community culture that respects diversity (Economic Development Goals B, C, ED Policy C.1., Community Sustainability Goal E.). Looking at the robust service sector by wage and type would allow for programmatic or legislative actions that support wage growth within certain sectors. Disaggregation of small business information, or extrapolation based on common representation within certain sectors, would also help to understand which small businesses require different types of assistance as well as allow the City to identify and eliminate the barriers to starting and operating small businesses faced by marginalized populations.

Additionally, more could be said about workforce development – people rather than business focused – development to enhance equity and economic prosperity across the local workforce and industries. Career development assets (community colleges, apprenticeship programs, etc.) could be added into the analysis to map out what resources are available for residents to pursue careers with higher wages.

### Recommended Measures

- Track the job to housing ratio for areas within targeted communities or other metrics helpful for tracking progress over time associated with co-locating jobs with housing and the development mixed-use communities in core urban areas (Community Sustainability Goal E promotes the co-location of jobs with housing the community, consider tracking).
- Incorporate and track [Washington Environmental Health Disparities](#), [Displacement Risk, Opportunity](#) and/or dissimilarity indices over time.
- Track workforce development through metrics such as completion of training, placement, and retention in employment, and disaggregate, as is relevant, for race, gender, age, disability, veteran’s status, incarceration record, etc.
- The Economic Development Element Performance Measure is to report the number of jobs within the City each year with a goal of reaching 13,948 jobs, excluding jobs within the resource and construction sectors, by 2035. This measure will help to increase the overall number of jobs, but does not address access to high paying, family wage or living-wage jobs or jobs needed to afford housing in the region. Various other performance measures should be explored to help support equitable economic development such as [inclusive business development](#) and existing business support for diverse, small, underserved and/or women-and BIPOC owned businesses.

**Focus retention and recruitment efforts and activities to foster a positive business climate that promotes environmental sustainability, especially those addressing climate change and resilience.** (PSRC Vision 2050, MPP-Ec-1, Ec-3, Ec-4, Ec-7, Ec-9, Ec-16).<sup>13</sup>

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<sup>13</sup> Notes: MPP-EC-3: “Support efforts to retain and expand industry clusters that manufacture goods and provide services for export, increasing capital in the region.” MPP-EC-4: “Leverage the region’s position as an international gateway by supporting businesses, airports, seaports, and agencies involved in trade-related activities.” MPP-EC-16: “Ensure that economic development sustains and respects the region’s environment and encourages development of established and

The economic development and community health sections support climate action planning by acknowledging environmental sustainability as a core element of economic development, the role of environmental amenities in the local economy, and the potential economic value of energy savings. Key climate change supportive strategies identified included supporting local businesses and prioritizing local purchasing, supporting investments in green businesses and industries, and supporting energy efficiency of small businesses to support financial viability of those businesses and overall support of local businesses (ED A4, A6, A9, C3, D5, CS Goal E, E1, CH D1). However, climate resiliency as a threat to the current economy should be reviewed and incorporated in greater detail either within the comp plan or related document.

**The City should consider further identifying the threats of variability of energy costs on businesses and residents, with an emphasis on ability for more stable energy supply/cost inputs via solar or other onsite energy generation/storage.** The potential for carbon credits on the voluntary carbon market could be included as a funding source for energy improvement programs/incentives for small businesses. Waste programs could be incorporated into economic development as a potential initiative to assist businesses in shifting additional waste to compostable or recyclable materials or processes. Transportation mode shifts could also be included within this section as it pertains to providing parking for businesses. Supporting transit, electric vehicles, and alternate mobility options instead of looking exclusively at parking supply and single occupant vehicle resources to support business districts.

Consider incorporating recommendations and actions from the 2022 Climate Action Plan:<sup>14</sup>

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#### EC-1 Support Environmentally Beneficial Businesses and Job Creation

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- EC-1.1: Continue to promote new green business development opportunities through support of green building certification and tax incentives for businesses that show green leadership, proven effectiveness in reduction of GHG emissions, creative environmentally friendly product packaging, etc.
  - EC-1.2: Support and encourage a local green business recognition program.
  - EC-1.3: Encourage local purchasing of goods and services.
  - EC-1.4: Encourage recycling programs in the workplace.
  - EC-1.5: Encourage businesses of all sizes to promote sustainable operational practices
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emerging industries, technologies, and services that promote environmental sustainability, especially those addressing climate change and resilience.”

<sup>14</sup> City of Edmonds, DRAFT Climate Action Plan, 2022.



## Recommendation Topic 4. Supporting Equitable Engagement

### Relevant PSRC Policies for Topic 4, Supporting Equitable Engagement:

- *MPP-DP-8, Support inclusive engagement to ensure land use decisions do not negatively impact historically marginalized communities.*
- *MPP-DP-2, MPP-DP-8, Support inclusive community planning.*

### Improving Public Engagement

The City's previous outreach and engagement processes were reviewed to highlight strengths of previous outreach and engagement processes and identify opportunities for improvement. Appendix B provides additional detail associated with the Edmonds Outreach Analysis (completed in early 2022). This appendix includes a document review of previously completed outreach efforts and findings from a series of interviews with internal and external stakeholders to understanding the existing relationships and approaches to community engagement. These interviews also allowed the team to learn more about the City's commitment to developing community relationships, with a particular emphasis on building trust with historically underrepresented communities.

In late Spring 2022, the City initiated a new effort to develop an equitable engagement framework (this is a separate project). The goal of this work is to help Edmonds create an inclusive outreach plan for future planning including the planning associated with the Comprehensive Plan update. This plan is currently being drafted and could help address some of the recommendations provided below.

The overall findings from this review associated with promoting inclusive engagement and community planning:

- Historically, community engagement has not been a priority, and this has created institutional barriers the City of Edmonds needs to overcome to make the community aware, and trusting, of outreach and engagement processes.
- Another historical impediment is the emphasis on projects in the Downtown core. There is an opportunity to expand outreach beyond the Downtown core and to meet communities where they are (e.g., the recent PROS Plan update outreach process attended summer farmers' markets). The draft equitable engagement framework (still undergoing development, 2022) includes a strategy to invest in areas beyond Downtown.
- The communities hungriest for attention and most diverse in terms of socioeconomic, education, and disability status are those furthest from the "bowl". This is especially true for communities along Highway 99, who are crucial to the success of the Comprehensive Plan outreach process.

- While engagement processes may meet their stated objectives to inform or educate, these processes do not build community capacity or rise to the level of true community engagement by authentically involving a diverse representation of the Edmonds community.
- Outreach for the Comprehensive Plan update should be thoughtful and deliberate, beginning with a community visioning process to understand how people see themselves in the future of Edmonds. The Comprehensive Plan does not create the vision, the community does.
- The City should update its basic information-sharing processes to communicate more effectively. This includes updating the City’s website for better use as a communications tool and changing paper of record (currently the *Everett Daily Herald*). The draft equitable engagement framework (still undergoing development, 2022) offers a range of different tactics and tools for promoting equitable engagement, including a media guide. Other suggestions include:
  - Information-sharing would be improved by establishing project-based listservs and webpages (or dedicated websites) and ensuring that they are accurate and updated.
  - Engaging with youth would be improved by creating a City Instagram or other social media accounts that appeal to teens and enlisting the help of the Youth Commission to manage them.
- City staff need to build relationships with community organizations. Relationships that do exist between the City and community groups are in the early stages and strengthening relationships will help the City conduct outreach to a more diverse group in the future. The draft equitable engagement framework (undergoing development, 2022) includes a section to better recognize community-based organizations and emphasizes the need to build trust and relationships with these partners to help extend outreach to hard-to-reach populations. This framework recognizes the need to compensate organizations for sharing their time, vision, input, and expertise.
  - There is an opportunity to build on the success of relationships that began with the PROS Plan update in the Korean, Chinese, and Hispanic communities. Parks are a friendly and relatable topic, which serves as an opportunity start to establish City relationships for outreach on other topics that may be more difficult or less tangible.
- One way of building community and increasing trust in government is to establish consistent protocols for translation, interpretation, and Americans with Disability Act (ADA) compliance. The draft equitable engagement framework (undergoing development, 2022) includes guidance on how to reach people more inclusively, use multi-faceted engagement (languages, technology), and provide accommodations for different engagement needs.
- There is an opportunity to streamline outreach processes and to make sure all departments are following the same approach for posting information to the City's website and sharing press -releases.



- Some staff identified the need for resources and templates for outreach, such as public involvement plans. This support would provide staff with a blueprint for conducting outreach and set expectations for gathering community input. The draft equitable engagement framework (undergoing development, 2022) is being developed for City of Edmonds staff to provide guidance on engagement and communication, provide suggested strategies and tactics, and outlines principles for making decisions.
- The City should be agnostic about the medium in which they receive public feedback: allow written testimony, and give equal weight to community voices, not just those that show up to testify.
- Community surveys should be used authentically and not to validate preexisting ideas and policy decisions.

## Summary of Comprehensive Plan Gap Review Findings

The City's current Comprehensive Plan was reviewed for how it currently addresses equity and climate change planning strategies. This review also identified areas with room for improvement. The goal of this preliminary review is to identify key gaps in the Comprehensive Plan to focus on for the next update.

The Comprehensive (Comp) Plan includes a background section introducing the plan and goals and policies organized by eight elements covering: Community Sustainability, Land Use, Housing, Economic Development, Community Culture and Urban Design, Utilities, Capital Facilities, and Transportation topics.

Most of the elements include implementation actions intended to be accomplished within specified time periods along with performance measures. City staff report on the progress and effectiveness of implementation. An implementation report dated for 2020 provided an update on six performance measures such as city-wide energy use, number of residential units, and lineal feet of sidewalks renovated or rehabilitated.<sup>15</sup>

The City has no more than one performance measure per element to help ease tracking efforts. However, this approach limits the ability to effectively track the progress for multiple types of implementation actions and performance measurement useful for informing the Comprehensive Plan updates. Consequently, this limits the ability of the City to celebrate the progress made, or address a lack of progress, in a broader range of topics. Some cities develop an implementation plan separate from the Comp Plan to ensure the implementation plan can be a living document, enabling easy updates to be made on an ongoing basis as actions are completed, without a formal plan approval process. The City should consider providing an online dashboard to provide more access and transparency associated with the implementation of the Comp Plan and performance.

ECONorthwest reviewed all elements of the Comprehensive Plan to generally assess how well it addresses prevailing equity and climate action planning goals, strategies, and best practices. Specific guidance for each element along with improvements to consider is described fully below in Appendix A.

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<sup>15</sup> City of Edmonds Comprehensive Plan Performance Review, 2021.  
[http://edmondswa.iqm2.com/Citizens/Detail\\_LegiFile.aspx?ID=5494&highlightTerms=comprehensive%20plan](http://edmondswa.iqm2.com/Citizens/Detail_LegiFile.aspx?ID=5494&highlightTerms=comprehensive%20plan)

# Appendix A.

## Review of the Existing City of Edmonds Comprehensive Plan

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As outlined below in the City of Edmonds Planning Pyramid exhibit, planning in Edmonds involves various layers of government associated with the State Growth Management Act, PSRC, and Snohomish Countywide Planning Policies as it relates to comprehensive planning at the local level. The “planning pyramid” below illustrates how the planning scale is broader, more focused on goals, and less detailed at the top tiers while at the bottom of the pyramid, the scale tends to be smaller and the regulatory detail and strategies more extensive and specific. This pyramid helped to inform our review of plans informing the existing conditions assessment.

### Exhibit 3. City of Edmonds Planning Pyramid

Source: ECONorthwest



### Overview on Periodic Comprehensive Plan Updates

The Washington State Legislature adopted the *Growth Management Act* (GMA, adopted in 1990, as amended) to plan for population and employment growth by establishing urban growth areas and critical/natural resource areas to avoid negative impact. The GMA requires cities and counties to develop Comprehensive Plans to coordinate urban growth (RCW 36.70A.070(2)). These plans must complete a periodic update of their entire comprehensive plan every eight years (RCW 36.70A.040).

The City of Edmonds is in the Puget Sound region; thus, it is required to complete a periodic update by 2024. At least one year prior to the comprehensive plan update, jurisdictions in Snohomish County must complete a review and evaluation of their “Buildable Lands Program” since this provides data crucial for the update, per RCW 36.70A.215(2)(b). In response to this requirement, Snohomish County has released a Draft 2021 Buildable Lands Report including guidance for the City of Edmonds.

The periodic update process requires cities to establish a work program including a public participation plan and schedule, review and provide revisions to relevant policies and regulations, involve the community throughout the process, submit a notice to the state, and take legislative action on the proposed amendments.

## Review of the City of Edmonds Comprehensive Plan

This section includes a summary of how the City’s current Comprehensive Plan addresses equity and climate change planning strategies, and it identifies areas with room for improvement. The goal of this preliminary review is to begin identifying key gaps in the Comprehensive Plan to focus on for the next update and to identify key areas to evaluate.

The Comprehensive (Comp) Plan includes a background section introducing the plan and goals and policies organized by eight elements covering:

- Community Sustainability,
- Land Use,
- Housing,
- Economic Development,
- Community Culture and Urban Design,
- Utilities,
- Capital Facilities, and
- Transportation topics.

Most of the elements include implementation actions intended to be accomplished within specified time periods along with performance measures. City staff report on the progress and effectiveness of implementation. An implementation report dated 2020 provided an update on six performance measures such as city-wide energy use, number of residential units, and lineal feet of sidewalks renovated or rehabilitated.<sup>16</sup>

The City has no more than one performance measure per element to help ease tracking efforts. However, this approach limits the ability to effectively track the progress for multiple types of

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<sup>16</sup> City of Edmonds Comprehensive Plan Performance Review, 2021.  
[http://edmondswa.iqm2.com/Citizens/Detail\\_LegiFile.aspx?ID=5494&highlightTerms=comprehensive%20plan](http://edmondswa.iqm2.com/Citizens/Detail_LegiFile.aspx?ID=5494&highlightTerms=comprehensive%20plan)

implementation actions and performance measurement useful for informing the Comp Plan updates. Consequently, this limits the ability of the City to celebrate the progress made, or address a lack of progress, in a broader range of topics. Some cities develop an implementation plan separate from the Comp Plan to ensure the implementation plan can be a living document, enabling easy updates to be made on an ongoing basis as actions are completed, without a formal plan approval process. The City should consider providing an online dashboard to provide more access and transparency associated with the implementation of the Comp Plan and performance.

ECONorthwest reviewed all elements of the Comp Plan to generally assess how well it addresses prevailing equity and climate action planning goals, strategies, and best practices. Specific guidance for each element along with improvements to consider is described in the following section.

### Initial sections of the Comp Plan Supporting Climate Action Planning and/or Equity:

The initial sections in the Comp Plan focus on describing the scope and purpose of the plan. The scope and purpose section includes a purpose associated with supporting sustainable development, sustainable public services, and an aim to move Edmonds towards a *“sustainable future that integrates and responds to environmental, economic, and social needs in a way which meets the needs of the present without compromising the ability of future generations to meet their own needs.”* This purpose is aligned with the goal to plan for climate changes.

### Improvements to Consider:

- The beginning section could be improved by adding two purposes specifically associated with achieving equity and addressing climate change, with the climate-focused purpose statement specifically identifying the need to take action to address greenhouse gas emissions and build resilience to changing climate conditions.
- The Regional Goals section should be updated to reflect VISION 2050 and its emphasis on equity and climate action planning (VISION 2050 is described in Sections 2 and 3 of this report).
- The Population Section could be improved by reviewing how to better recognize diversity through metrics useful for describing the community more inclusively (such as socioeconomic characteristics, languages, etc.).
- The Housing Section could be improved by describing household diversity, affordable housing concerns, household income trends, and more detail regarding housing type and size diversity.
- The Transportation section should be updated to recognize broader transportation efforts including cleaner forms and transportation electrification. Multimodal transportation system data including high-capacity transit and walkability/active transportation trends, and transportation demand could be described here.

- The Public Process section could include an outline of public engagement strategies supporting equitable principles and practices.

## Community Sustainability Element

### Sections Supporting Climate Action Planning and/or Equity:

- The guiding principles of the chapter are climate action supportive, emphasizing flexibility, holistic approaches and long-term thinking. This element addresses sustainability broadly, climate change specifically, community health and environmental quality explicitly. “Climate change is but one example; the uncertainties acknowledged in that subject area should be instructive in helping us understand that a flexible approach is necessary when addressing all areas of sustainability.”
- When considering the implementation of chapter policies and goals, principles of engagement, integration, innovation, adaptation, strategy, leadership and measurable progress are promising for climate action and equity. “A key to being successful in applying these principles to sustainability will be the need to apply an adaptive management approach to planning and resource allocation. A passive approach can emphasize predictive modeling and feedback, with program adjustments made as more information is learned. A more active approach will emphasize experimentation – actively trying different ideas or strategies and evaluating which produces the best results. Important for both approaches is (a) basing plans and programs on multi-scenario uncertainty and feedback, and (b) integrating risk into the analysis. Either of these approaches can be used, as appropriate in the situation or problem being addressed.”
- Goals around sustainability and the economy promote diversity of housing and jobs and neighborhoods that incorporate both, this is promising for equity considerations. “Sustainability Goal E. Develop economic development policies and programs designed to support and promote sustainability and energy efficiency. Encourage the co-location of jobs with housing in the community, seeking to expand residents’ ability to work in close proximity to their homes. Encourage and support infrastructure initiatives and land use policies that encourage and support home-based work and business activities that supplement traditional business and employment concentrations.”
- There are a number of policies which seek to either educate and/or involve residents, an important component for supporting equity. These education programs should be designed to be accessible to a broad range of audiences and other non-English languages prevalent in the community. “B.4 To encourage adherence to community values and goals, education programs should be designed to help promote understanding and explain the reasons behind environmental programs and regulations.”

## Improvements to Consider:

- While climate change is a topic that is addressed explicitly in this chapter, more could be done to identify specific climate risks and appropriate measures for mitigating potential impacts or adapting to known impacts. Much of the chapter includes goals that address mitigation explicitly, and only occasionally reference adaptation. Adaptation should be a prominent consideration in sustainability and climate change related goals. *“Climate Change Goal C. Assess the risks and potential impacts on both city government operations and on the larger Edmonds community due to climate change. The assessment of risk and potential responses – both in terms of mitigation and adaptation – should evaluate the full range of issues, paying particular attention to those arising from the city’s location on Puget Sound.”* and *“Community Health Goal F. Support a healthy and resilient community by providing for community health care and disaster preparedness.”*
- While goals include developing measures for implementation, the plan would benefit from having the addition of assessments and more metrics explicitly outlined to track progress made in a broader range of areas. *“Sustainability Goal D. Develop utility policies, programs, and maintenance measures designed to support and promote sustainability, resilience, and energy efficiency. Maintain existing utility systems while seeking to expand the use of alternative energy and sustainable maintenance and building practices in city facilities.”*
- Where equity and climate goals meet, risk and impact should be assessed through a lens of where these impacts will likely occur and who will be most impacted. In addition, a vulnerability assessment should be completed and goals and policies that explicitly focus on supporting the adaptation, resilience, and health of these at-risk areas and populations should be established. *“C.2 Develop a climate change risk assessment and impact analysis for the Edmonds community which considers the potential long-term impacts to economic, land use, and other community patterns as well as the risks associated with periodic weather or climate events.”*
- Consider recalibrating and reconciling the goals and policies in this element with the other elements to ensure they are all consistent and updated to reflect the current planning horizon goals. For example, Sustainability Goal A calls for the development of land use policies supporting mixed-uses in areas with services, housing, and jobs and the Land Use Element has policies addressing this need but there might not be enough incentives or development regulation flexibility to support mixed uses. *“Sustainability Goal A. Develop land use policies, programs, and regulations designed to support and promote sustainability. Encourage a mix and location of land uses designed to increase accessibility of Edmonds residents to services, recreation, jobs, and housing.”*
- The Community Sustainability Element Implementation Action focuses on updating the City’s Hazard Mitigation Plan by 2017. Snohomish County completed a Hazard Mitigation Plan in 2015 and this includes a chapter for the City of Edmonds describing the hazard risk rating scores, mitigation integration and vulnerability trends, an initiative to reduce vulnerability (a partnership with Western Washington University is



cited).<sup>17</sup> This hazard mitigation plan is a good start but is not included in the currently available Edmonds Climate Action Plan and the tracking of mitigation and actions to address hazards could be improved. Key goals and implementation action language:

- C.2 Develop a climate change risk assessment and impact analysis for the Edmonds community which considers the potential long-term impacts to economic, land use, and other community patterns as well as the risks associated with periodic weather or climate events.
- D.3 Undertake a policy review of City comprehensive, strategic and specific plans to assure that City policies are appropriately targeted to prepare for and mitigate potential impacts of climate change. These reviews may be done to correspond with scheduled plan updates or accelerated where either a higher priority is identified, or the next update is not specifically scheduled.
- Community Sustainability Element Implementation Action: “By 2017, update the City’s Hazard Mitigation Plan to reference emerging risks and hazards related to climate change, such as rising sea levels and ocean acidification.”
- The Community Sustainability Element Performance Measure is to “Annually report on energy usage within the City, both by City government and by the larger Edmonds community.” However, the element states that, “Performance measures, as identified in the Comprehensive Plan, are specific, meaningful, and easily obtainable items that relate to sustainability and can be reported on an annual basis. They are intended to help assess progress toward achieving the goals and policy direction of each major Comprehensive Plan element.” The energy usage report is a helpful metric to report. However, the City should consider the addition of other specific or quantitative metrics to help track the achievement of other measures supporting sustainability, climate change adaptation, and GHG emission reduction more comprehensively. For example, the element contains a goal of reducing waste generation and there is no measure in this element to track progress (or lack thereof):
  - E.2 Reduce energy consumption and maximize energy efficiency by promoting programs and educational initiatives aimed at a goal to “reduce, re-use, and recycle” at an individual and community-wide level. Reduce material consumption, waste generation, and resource depletion.
- According to the May 2021, Comp Plan Monitoring Report, this measure is being reported on and a longitudinal comparison is provided:

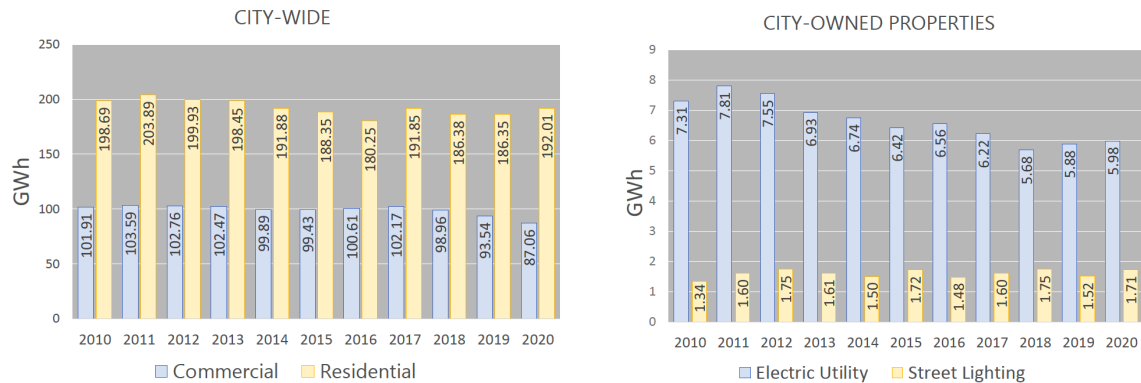
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<sup>17</sup> Snohomish County Hazard Mitigation Plan (2015): <https://snohomishcountywa.gov/2429/Hazard-Mitigation-Plan>; City of Edmonds (2017): [https://p1cdn4static.civiclive.com/UserFiles/Servers/Server\\_16494932/File/Services/Sustainability/Sustainability/Emergency%20Management/6\\_City\\_of\\_Edmonds\\_Annex\\_FINAL\\_10162017.pdf](https://p1cdn4static.civiclive.com/UserFiles/Servers/Server_16494932/File/Services/Sustainability/Sustainability/Emergency%20Management/6_City_of_Edmonds_Annex_FINAL_10162017.pdf)



## Exhibit 4. Comprehensive Plan Monitoring of GHG emissions

Source: Comprehensive Plan Monitoring Report, 2021



## Land Use Element

### Sections Supporting Climate Action Planning and/or Equity:

- The Land Use Chapter of the City of Edmonds 2020 Comprehensive Plan includes topics related to activity centers, residential development, commercial development, open space, vegetation and wildlife and air pollution. There are a number of goals and suggested policies related to climate change mitigation or adaptation and some which may indirectly have equity considerations/impacts.
- Most notably, many goals in the Land Use chapter address a primary goal to emphasize and support dense, pedestrian oriented and mixed-use development. (*Example: B.3 Create mixed-use walkable, compact development that is economically viable, attractive and community friendly.*)
- There are at least 56 goals and subgoals related to mixed-use development, pedestrian access and improvements, transit and development and/or sustainable practices.
- Climate action supporting goals related to transit and improving pedestrian access often cite disincentivizing individual car usage as well as reducing vehicle commuter trips. (*Goal A.4 Support, by political action and financial participation, the establishment of public transportation in the community as an alternative to dependence on individual vehicles.*)
- Goals and policies related to protecting and preserving open space as well as wildlife and vegetation, support climate action goals. "*Goal A.2 The removal of trees should be minimized, particularly when they are located on steep slopes or hazardous soils. Subdivision layouts, buildings and roads should be designed so that existing trees are preserved.*"
- Language that explicitly identifies environmental justice goals and policies in the Air Pollution section which states that "*clean air is a right to all citizens of the City of Edmonds and should be protected and maintained.*"

- The activity Centers in Edmonds are intended to address the following framework goals; Pedestrian-oriented, Mixed-use, Community character, Multimodal, Balanced (re)development, Concurrency, Urban design and Adaptive reuse.

#### Improvements to Consider:

- Most of the sustainable and environmental goals are rather broad and do not explicitly address the topic of climate change impact mitigation or greenhouse gas emission reduction.
- Sections that are related to specific activity centers, residential or commercial areas could further describe the populations which will be impacted, benefited, served or harmed by potential policies and goals.
- Residential or commercial displacement risk and anti-displacement measures are not addressed. These types of measures are increasingly being recognized since they help promote equity.
- Tangible metrics or definitions around what certain sustainability goals might mean would provide clarity on whether there are climate action related goals and policies.

#### Housing Element

##### Sections Supporting Climate Action Planning and/or Equity:

- This element supports equity by including housing goals directed toward providing housing opportunities for all segments of the City's households and by providing assistance to develop housing for special needs populations, such as senior, disabled and low-income households.
- Key equity supportive strategies: Allocating a density bonus for low-income senior housing, low-cost housing type provisions, and housing financing strategies.
- Key climate change supportive strategies: Promoting infill development through streamlined permitting and flexible standards, supporting conversion/adaptive reuse, and cluster subdivisions. Housing Goal A supports equity and climate preparedness (*Goal A: Encourage adequate housing opportunities for all families and individuals in the community regardless of their race, age, sex, religion, disability or economic circumstances and Policy A.1 Consider opportunities for short-term housing that can meet local needs in case of an emergency or disaster.*)
- This element supports climate action planning by supporting the rehabilitation of the housing stock and by promoting expansion of higher-density housing that could be located near and within centers and mixed-use neighborhoods promoting walkability and less vehicle trips (*Policy D.4. Evaluate City ordinances and programs to determine if they prevent rehabilitation of older buildings*).

## Improvements to Consider:

- The Housing background could be improved by describing household diversity, affordable housing concerns, household income trends, and more detail regarding housing type and size diversity. In general, the housing analysis should be updated.
- In the Household Characteristics section, the housing conditions analysis could be expanded to help identify overcrowding and poor conditions. In addition, special housing, emergency shelters, etc. could be recognized.
- The Housing affordability section should describe cost burden trends by race/ethnicity, by age, and by tenure.
- The plan notes that the City is continuing the process of developing new codes supporting mixed use development supported by transit. This work should continue to support climate action planning.
- The element could address emergency shelters, emergency housing, permanent supportive housing, and missing middle housing since these support equitable development and community resiliency. In addition, the element could address equitable transit-oriented development.
- A goal or policy could be added that promotes energy efficient construction, green infrastructure (such as rain gardens), and green roofs could be considered.
- The Housing Element Implementation Action focuses on *providing housing policy options by the end of 2020 for City Council consideration*. This implementation action is general in nature and could be supplemented with specific implementation actions associated with promoting equitable access to housing and sustainable housing development.
- The Housing Element Performance Measure is to *report the number of residential units permitted each year with a goal of reaching 21,168 units by 2035, or approximately 112 additional dwelling units annually from 2011 to 2035*. This performance measure will help increase the supply of housing but does not address the need to increase the supply of housing affordable to a range of household income levels and needs.
- According to the May 2021, Comp Plan Monitoring Report, since 2011, only 89.4 units have been added annually on average:

### Exhibit 5. Housing Element Performance Measure

Source: Comprehensive Plan Monitoring Report, 2021

Year	Housing Type					
	SF	MF	Duplex	ADU	Demo	Net
2020	32	202	-	6	(20)	220
2019	26	26	2	7	(16)	45
2018	57	4	4	9	(24)	50
2017	60	120	4	7	(23)	168
2016	41	97	-	4	(16)	126
2015	53	4	-	5	(11)	51

2014	46	43	14	6	(19)	90
2013	36	-	-	5	(19)	22
2012	27	-	-	-	(8)	19
2011	15	89	-	5	(6)	103
Total	393	585	24	54	(162)	894

## Economic Development Element

### Sections Supporting Climate Action Planning and/or Equity:

- This element supports equity by declaring that economic development will have social and political equity as a core goal, along with overall economic prosperity. The population breakdown includes a basic racial/ethnic makeup of the community and household income detail. The employment description highlights wage challenges of local employers and the need for more affordable housing in the area.
  - Key equity supportive strategies: prioritization and promotion of local firms, identification of under-represented business sectors, fostering an open and accepting community culture that respects diversity.
- This element supports climate action planning by acknowledging environmental sustainability as a core element of economic development, the role of environmental amenities in the local economy, and the potential economic value of energy savings.
  - Key climate change supportive strategies: Support energy efficiency of small businesses to support financial viability of those businesses and overall support of local businesses.

### Improvements to Consider:

- Additional disaggregation of the data on the local economy by race and income could help to better understand the local economy and how well it is functioning for all residents and workers.
- Looking at the robust service sector by wage and type would allow for programmatic or legislative actions that support wage growth within certain sectors.
- Disaggregation of small business information, or extrapolation based on common representation within certain sectors, would also help to understand which small businesses require different types of assistance.
- Career development assets (community colleges, apprenticeship programs, etc.) could be added into the analysis to map out what resources are available for residents to pursue careers with higher wages.
- Climate resiliency as a threat to the current economy should be reviewed and incorporated in greater detail either within the comp plan or related document.

- The threats of variability of energy costs could be included, with an emphasis on ability for more stable energy supply/cost inputs via solar or other onsite energy generation/storage.
- The potential for carbon credits on the voluntary carbon market could be included as a funding source for energy improvement programs/incentives for small businesses.
- Waste programs could be incorporated into economic development as a potential initiative to assist businesses in shifting additional waste to compostable or recyclable materials or processes.
- Transportation mode shifts could also be included within this section as it pertains to providing parking for businesses. Supporting transit, electric vehicles and alternate mobility options instead of looking exclusively at parking supply and single occupant vehicle resources to support business districts.
- **The Economic Development Element Performance Measure** is to *report the number of jobs within the City each year with a goal of reaching 13,948 jobs, excluding jobs within the resource and construction sectors, by 2035. This would require adding approximately 95 jobs annually from 2011 to 2035.* This measure will help to increase the overall number of jobs, but it does not address access to high paying jobs or jobs needed to afford housing in the region. Various other performance measures should be explored to help support equitable economic development such as inclusive business development and existing business support for diverse, small, and women-and minority owned businesses.
- According to the May 2021, Comp Plan Monitoring Report, 232 jobs have been added annually since 2011 and has reached 12,738 jobs as of 2019.

**Exhibit 6. Covered Employment, 2011 to 2020**

Source: Comprehensive Plan Monitoring Report, 2021

Year	Covered Employment <sup>1</sup>
2020	NA (June 2021 release)
2019	12,738
2018	12,480
2017	12,717
2016	10,883
2015	10,677
2014	11,542
2013	12,721
2012	11,952
2011	10,880

## Community Culture Urban Design Element

### Sections Supporting Climate Action Planning and/or Equity:

Within this section of the Comp Plan, there are clear goals:

- To recognize and preserve historic architecture and expand the City’s Register of Historic Places.
- To preserve and enhance access to significant recreational areas and add pedestrian access between these areas.
- To promote awareness and education about the City’s historic and natural resources.
- To pursue public and private funding for additional public art.
- To identify and protect “scenic areas and features” of the City which enhance its beauty for residents and visitors.
- To improve the physical appearance of Edmonds, both residential and commercial.
- To improve pedestrian access.
- To protect natural environments.
- To design with sustainable practices, using native plants and rain gardens instead of lawns.
- To create open green spaces for community building and visual appeal.
- To promote tree planting along roadways.

### Improvements to Consider:

- Overall, the section would benefit from an explicit commitment to equity in public art access and type. This type of equitable approach would promote funding in areas that are currently “art deserts,” lower barriers to participation to allow for a more diverse group of artists to be represented, avoid cultural appropriation in public art, and improve the public engagement process.
- The general discussion of “aesthetics” in the City demonstrates a bias towards Eurocentricity as the defined beauty standard. A commitment to a diverse range of architecture, public art, urban design, and City signage that reflects the local population is encouraged.
- The introductory section could be improved with additional history of the Indigenous peoples in the area prior to the arrival of the white settlers from Europe, as well as ensuring that the “historical” places that Edmonds highlights is inclusive of Native history as well.

- Replace gendered language such as “man-made,” with gender-neutral terms, such as “human-made.”
- The discussion of “unsightly development” on p.122 could be reframed so as not to point to specific areas of the City which are home to lower-income and more ethnically diverse residents. Currently, it refers primarily to the “strip type of development along Highway 99...that end up being aesthetically displeasing.”
- The use of the term “blight” (p.122) should be reconsidered. While it was once a neutral term, it has now become infused with racial and ethnic prejudice associated with urban decline and crime.
- Include mention of the use of equitable resources going to areas outside of the downtown core. While both residents and tourists are attracted to the downtown area, there should be beautiful open spaces, tree-lined streets, public art, and pedestrian-friendly walkways across the city.
- The Community Culture and Urban Design Element Implementation Actions are two-fold: *Action 1: Develop an update to the Street Tree Plan by the end of 2018 and Action 2: Develop an Urban Forest Management Plan by the end of 2018.* In 2019, the City made good progress on these two actions by adopting an Urban Forest Management Plan; consequently, new implementation actions should be identified for the Comp Plan update.
- The City could focus on updating this element to better address equity (in public art) and cultural competency in the policies, programs, education, and public engagement strategies. Another consideration is to support equity through community building projects and grants allocated to a broader range of neighborhoods. Projects could support public art, education, events, and recreational amenities focused on equity and cultural celebration since this supports equity. They could also support climate change planning by supporting actions such as establishing community gardens which also help promote community building, food security, and stormwater retention. Equitable delivery of these investments should be monitored to ensure the whole community benefits.
- There are no performance measures called out for this element. Performance measures could focus on project support.



## Utilities Element

### Sections Supporting Climate Action Planning and/or Equity:

- The storm and surface water management goals promote sustainability and include a goal to provide adequate funding through an equitable stormwater utility rate structure. Another plan, referred to as the Storm and Surface Water Comprehensive Management Plan, includes the City's guiding policies for the flood protection, water quality, aquatic habitat, and stormwater utility funding program areas.
- The stormwater plan clearly focuses on stormwater retention and diversion to assist with mitigating overflow issues and reducing water usage.
- The solid waste goals and policies zero waste strategies and calls for working with County Solid Waste staff to help strengthen recycling, organics diversion, waste prevention, and product stewardship programs.

### Improvements to Consider:

- The stormwater section should include updates to align the current goals and strategies associated with the City's Storm and Surface Water Comprehensive Management Plan. Both plans should be reviewed for how well they support green stormwater infrastructure measures since these types of measures help to address the problem of runoff by using vegetation and soil to soak up and cleanse rainwater where it falls and by helping to decrease the number of sewer overflow incidents through diversions. Green infrastructure provides not only stormwater management, but also flood mitigation, groundwater recharge, stream and wetland replenishment, and other benefits. Examples of green stormwater infrastructure includes: bioswales, rain gardens, and green roofs. In addition to green infrastructure, the plans should address sea level rise stormwater impacts in the strategies and goals particularly in the highly developed areas along the waterfront that are in flood hazard areas and near the shoreline. The transportation and built environment infrastructure (such as the ferry dock, the roadways, etc.) along the shoreline could be impacted by sea level rise consequently, the risk associated with this infrastructure should be assessed to help identify ways to mitigate the risk.
- The solid waste strategies could look at green waste management strategies including increasing access to curbside composting services for residences and commercial waste.
- The Utilities Element did not include goals and policies associated with supporting electricity infrastructure improvements. Partnerships with energy providers to support sustainable electricity improvements and increased renewable energy use could be established especially since transportation electrification and building electrification strategies could increase the demand and peak usage needed from electricity

infrastructure. The City could consider green power purchases to support the creation of alternative energy resources and reduce GHG emissions.

- The Utilities Element Performance Measure is to measure the lineal feet of old water, sewer, and stormwater mains replaced or rehabilitated.
  - The replacement of aging water, sewer, and stormwater mains helps to improve the stability of infrastructure, but it does not address additional stormwater capacity needed to address sea level rise along the waterfront. In addition, electricity infrastructure upgrades that are typically needed to accommodate transportation electrification and building electrification are not recognized in this section. Performance Measures do not expand past project execution. They could support ongoing operations goals for energy efficiency, stormwater reduction, etc.
- According to the May 2021, Comp Plan Monitoring Report, lineal feet of water, sewer and stormwater mains replaced or rehabilitated has been tracked for 2020 and 2019.

**Exhibit 7. Lineal Feet of Water, Sewer and Stormwater Mains Replaced**

Source: Comprehensive Plan Monitoring Report, 2021

Year	Lineal Feet		
2020	Water	Sewer	Storm
Replaced	7,016	2,369	4,361
Rehabilitated	-	1,934	-
New	-	-	-
2019			
Replaced	1,120	1,315	2,139
Rehabilitated	-	-	-
New	-	-	497

**Capital Facilities Element**

**Sections Supporting Climate Action Planning and/or Equity:**

- The capital facilities element recognizes the need for various stormwater infrastructure improvements.
- Capital facilities goal B3, calls for capital improvements to be planned to achieve fiscal responsibility, maintenance of existing facilities, and protection of the quality of life of the community which helps to promote community benefits.

**Improvements to Consider:**

- The Capital Facilities Element Implementation Action is to *develop level of service standards for key public facilities by the end of 2019 and consider including the standards in the Comprehensive Plan*. The Capital facility goals do not mention energy efficiency and there are no references to equity or inclusion goals for the construction of capital improvement projects.

- The Capital Facilities Element Performance Measure focuses on *project delivery results - based on comparing projects in the Capital Facilities Plan to what is actually done on the projects.*
- Performance Measures do not expand past project execution. They could support ongoing operations goals for energy efficiency, equitable access, protection from climate change risk, etc.
- According to the May 2021, Comp Plan Monitoring Report, Capital Facilities Plan project delivery results are being reported.

### Exhibit 8. Capital Facilities Plan Project Deliveries

Source: Comprehensive Plan Monitoring Report, 2021

Project	Phase (as of 2015 CFP)	Current Progress
Civic Playfield Acquisition and/or Development	Conceptual	Acquisition complete. Development In-progress
Community Park/Athletic Complex - Old Woodway High School	Conceptual	Complete
Main St. & 9th Ave S (interim solution)	Conceptual	Complete
76th Ave. W & 212th St. SW intersection improvements	Design/ROW	Complete
228th St SW Corridor Safety Improvements	Design/ROW	Complete
Residential Traffic Calming	Conceptual	On-going annual program
Trackside Warning System or Quiet Zone @Dayton and Main St.	Conceptual	Complete
Dayton St. and Hwy 104 Drainage Improvements	Design	Complete
Edmonds Marsh/Shellabarger Cr/Willow Cr/Day-lighting /Restoration	Study	Conceptual
Perrinville Creek High Flow Reduction/ Management Project	Study	On-going capital program
Previously added CFP projects that are active	Phase (as of 2015 CFP)	Current Progress
Highway 99 Gateway/Revitalization	Conceptual	Design In Progress
238 St. SW Walkway from Hwy 99 to SR104		Complete
Dayton St. Walkway from 3rd Ave to 9th Ave	Conceptual	Selected Sections Completed
New CFP projects added in 2020-2025 CFP	Phase (as of 2015 CFP)	Current Progress
Walnut St. Walkway from 6th Ave to 7 <sup>th</sup> Ave		Completed in 2020
SR104 Walkway from HAWK Signal to Pine St/Pine St from SR104 to 3rd Ave		Project does not have secured funding
Citywide Bicycle Improvements		In-Progress/On-going
Downtown Lighting Improvements		Project does not have secured funding
Waterfront Re-development		Completed in 2020
New CFP projects added in 2021-2026 CFP	Phase (as of 2015 CFP)	Current Progress
SR-104 Adaptive System		Design to begin in 2022
236th St. SW Walkway from Hwy 99 to 76 <sup>th</sup> Ave		Project does not have secured funding

## Transportation Element

### Sections Supporting Climate Action Planning and/or Equity:

- The Transportation element focuses on supporting forms of transportation that help to reduce GHG emissions. The plan aims to provide multimodal travel alternatives that are safe and have convenient access to employment, education, and recreational opportunities for urban and suburban residents in the area, in support of the City's Complete Streets Ordinance (purpose). A range of policies (5.1 to 5.1, 6.1 to 6.23) to support multimodal travel. Policy 5.15 supports the implementation of multi-modal LOS standards which is supportive of GHG reductions since it includes transit and non-motorized operations.
- The plan goes further by aiming to identify funding needs for identified transportation improvements and the appropriate contribution by the public and private sectors of the local economy.
- Goal 4, supporting an active and healthy community, promotes active transportation (Policies 4.1 – 4.18),
- Accessible transportation goals are recognized which helps promote equitable access to transportation systems.
- This element includes goal 3 (under F.3., p. 224) calling for support to be sustainable financially, environmentally, and socially.
- The public participation process for updating the Comprehensive Transportation Plan is described (p. 220).

### Improvements to Consider:

- The element could address equitable transit-oriented development (TOD) since this can help support equity and sustainable development. Transit-oriented development is supported under Policy 2.12 but not equitable TOD.
- The plan should promote transportation electrification measures such as encouraging the addition of charging infrastructure in multifamily parking lots, public transit and public schooling bus/van electrification. In addition, support for ferry electric charging infrastructure at the Washington State Ferries ferry dock could be recognized. Electrification has been recognized with Policy 6.22 promoting electric vehicles for private use and electric charging development and Policy 6.23 supporting technical innovations including electric and autonomous vehicles.
- Parking lots and other underutilized areas could be used as solar canopies to help generate additional renewable energy.
- Similar to other sections, updated information on transportation planning efforts (like VISION 2040), should be integrated.

- Transportation demand management is supported with a Commute Trip Reduction program, particularly for major employers (p. 304). Additional support could be considered for those not eligible under currently available programs.
- The Transportation Element Performance Measure is to *measure the lineal feet of sidewalk renovated or added to the City’s sidewalk network*. This measure is helpful for supporting climate action planning mitigation. However, it does not address equitable access to transportation systems and infrastructure improvements, and it does not support transportation related mitigation measures useful for reducing GHG emissions (such as solar canopies, commute trip reduction programs, etc.).
- According to the May 2021, Comp Plan Monitoring Report, lineal feet of sidewalk renovated or rehabilitated has been tracked and reported for 2019 and 2020:

**Exhibit 9. Lineal Feet of Sidewalk Renovated or Rehabilitated**

Source: Comprehensive Plan Monitoring Report, 2021

Year	Lineal Feet
<b>2020</b>	
Contractors	1,170'
Public Works	300'
Private Development	3,459'
<b>2019</b>	
Contractors	1,300'
Public Works	275'
Private Development	3,177'

# Appendix B.

## Outreach Analysis Findings

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May 2022

To: Jennifer Cannon + Jade Aguilar, ECONorthwest  
From: Andrea Petzel + Clair Leighton, Broadview Planning  
RE: Summary of Edmonds Outreach Analysis

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As part of the City of Edmond's Comprehensive Plan Gap Analysis, this memo highlights the strengths of previous outreach and engagement processes and identifies opportunities for improvement. These results are based on two approaches that were used to assess the City's approach to community engagement, including:

- I. A document review of recent outreach efforts to understand the intent and implementation of current engagement processes. This review allowed us to gather insight into the City's intended approach to public engagement and assess how well engagement processes met their stated objectives.
- II. A series of interviews with internal and external stakeholders to understand existing relationships and approaches to community engagement. These interviews allowed us to learn more about the City's commitment to developing community relationships, with a particular emphasis on building trust with historically underrepresented communities.

The results of these two efforts are detailed below.

### **I. Document Review: Community Engagement Current Practices**

Using the International Association of Public Participation's (IAP2) Spectrum of Public Participation, we reviewed outreach plans for City engagement processes from 2017 through early 2022. Appendix A summarizes our analysis of each plan or process, stated goals, outreach activities, and an assessment of the described outreach intent compared to the described outreach activities (implementation).

IAP2's Spectrum is used internationally by public participation professionals and is commonly referenced in public engagement plans. Our evaluation reviewed documents and planning processes from the last five years, focusing on the City's most recent plans and processes. Our analysis found that:

- The most common outreach intent is to "consult" (obtain public feedback on analysis, alternatives, and/or decisions). This was the stated goal of four of the seven plans or projects. Other projects stopped at "inform," while none of the projects advanced beyond "involve" to "collaborate" or "empower".
- Only one project indicated that it sought to "involve" the public, based on the outreach goal to, "Bring neighbors together to identify near- and longer-term solutions for the City to focus its resources." However, the outreach activities suggest the approach was more likely to "consult" (to obtain public feedback on analysis, alternatives and/or decisions).

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- Surveys were a common outreach tool, used in four of the seven plans/projects. However, it was not always clear how survey responses were used to inform the plan or project. To truly meet the spirit of “inform,” and to move towards “involve” or “collaborate,” it is important to “provide feedback on how public input influenced the decision.” This is part of the “promise to the public” in the “consult” and “involve” elements of the IAP2 spectrum.

## II. Stakeholder Interviews

City of Edmonds staff identified six internal staff members for initial interviews. Building off the input received from the initial interviews, we conducted two additional interviews with Planning Board members and held a focused conversation with the Edmonds Youth Commission (see Appendix B for a complete list of interviewees).

Sample interview questions included:

- What is your typical approach to community engagement?
  - What tools do you use?
- What’s a community engagement process that you think has gone well? What were the objectives and how did you accomplish your goals?
- Has Edmonds as a city (or for a specific project) done demographic analysis to understand potential language translation needs?
- What opportunities do you see for improving community engagement?
  - What are your greatest barriers to doing engagement?
  - What are the key community relationships you rely on for outreach?
  - What relationships could be improved?
- What suggestions do you have for better incorporating equity into outreach processes? What voices tend to be underrepresented?
- Who are the key community stakeholders/organizations that we should talk to about lessons learned from previous engagement endeavors?
  - What stakeholders/organizations should we talk to about opportunities to improve outreach?

### II.A. Results + Key Themes

Below are the key themes that were gleaned from interviewees. It’s important to note that these themes represent an amalgamation of ideas and insights and are not a direct quote from any specific stakeholder. Section II.B of this memo contains examples of statements from interviewees that formed the basis for developing key themes.

Key themes from stakeholders include:

- Historically, community engagement has not been a priority, and this has created institutional barriers the City needs to overcome to make the community aware, and trusting, of outreach and engagement processes.
- Another historical impediment is the emphasis on projects in the downtown core. There is an opportunity to expand outreach beyond the downtown core and to meet communities where they are (e.g., the recent PROS Plan update outreach process attended summer farmers’ markets).



- The communities hungriest for attention and most diverse in terms of socioeconomic, education, and disability status are those furthest from the “bowl.”
- This is especially true for communities along Highway 99, who are crucial to the success of the Comprehensive Plan outreach process.
- While engagement processes may meet their stated objectives to inform or educate, these processes do not build community capacity or rise to the level of true community engagement by authentically involving a diverse representation of the Edmonds community.
- Outreach for the Comprehensive Plan update should be thoughtful and deliberate, beginning with a community visioning process to understand how people see themselves in the future of Edmonds. The Comprehensive Plan does not create the vision – the community does.
- The City should update its basic information-sharing processes to communicate more effectively. This includes updating the City’s website for better use as a communications tool and changing the paper of record (currently the *Everett Daily Herald*). Other suggestions include:
  - Information-sharing would be improved by establishing project-based listservs and webpages (or dedicated websites) and ensuring that they are accurate and up-to-date.
  - Engaging with youth would be improved by creating a City Instagram or other social media accounts that appeal to teens and enlisting the help of the Youth Commission to manage them.
- City staff need to build relationships with community organizations. Relationships that do exist between the City and community groups are in the early stages and strengthening relationships will help the City conduct outreach to a more diverse group in the future.
  - There is an opportunity to build on the success of relationships that began with the PROS Plan update in the Korean, Chinese, and Hispanic communities. Parks are a friendly and relatable topic, which serves as an opportunity start to establish City relationships for outreach on other topics that may be more difficult or less tangible.
- One way of building community and increasing trust in government is to establish consistent protocols for translation, interpretation, and ADA compliance.
- There is an opportunity to streamline outreach processes and to make sure all departments are following the same approach for posting information to the City’s website and sharing press -releases.
- Some staff identified the need for resources and templates for outreach, such as public involvement plans. This support would provide staff with a blueprint for conducting outreach and set expectations for gathering community input.
- The City should be agnostic about the medium in which they receive public feedback: allow written testimony, and give equal weight to community voices, not just those that show up to testify.
- Community surveys should be used authentically and not to validate preexisting ideas and policy decisions.

## II.B. Examples of Stakeholder Comments

Below are examples of feedback received during interviews. This list is representative, not exhaustive, to demonstrate how stakeholder comments formed the basis of themes listed in Section II.A of this memo. These statements also include ideas for improving outreach, engagement, and relationship-building. Recommendations appear in **bold**.

### Internal City Coordination

- Every department works in a silo in terms of outreach; they don't always let the communications department know what they were doing. Whether information was posted to the City of Edmonds website was up to the department.
- A typical approach to community engagement is simply a press release that goes on the website and out to local media. There are two local publications that run every press release the City sends out. Other media includes:
  - Facebook page.
  - There was a Twitter account that was set up, but PIO cannot currently access it. Will probably start a new Twitter account to have an alternative social media platform to Facebook.
  - Blog posts on the City's website.
  - Quarterly newsletter put together by the Mayor's assistant, but this is more of a look backward/what has happened, than what is coming up.
  - Television channel where City Council meetings are broadcast, the Mayor's State of the City address is aired, and other events are recorded and shared. **This channel could be utilized more frequently and more effectively.**
  - **Create an Instagram account.**

### Staff Support

- The **website could be updated more regularly**, as it's the intuitive place people go for information.
- Guidance on a more uniform or formalized approach to engagement would be helpful.
- **Provide us with tools or templates, a SurveyMonkey account, or a toolbox of best practices. Right now, staff do what works for them as an individual rather than thinking about the larger community.**
- **Provide us with a shared list of organizations or groups to contact when we start our outreach process.**
- Consultant support would be helpful – even as a tool for learning.
- Build staff capacity so that engagement becomes a core value.

### Internal Outreach Perceptions

- Historically, much of the emphasis for outreach has centered on meeting public records requirements, not on true community engagement. It's been about meeting the requirements of the law.
- We're constrained by outdated laws – for example, the *Everett Daily Herald* is still the newspaper of record for Edmonds.

- It feels like there's more crafting behind closed doors rather than engaging upfront, and that it's less of a partnership with the community.
- There's been internal reluctance of mid-level staff to really embrace engagement. It takes a lot of time and can bite you in the end. Based on experience, we view outreach as a hinderance rather than an opportunity.
- Engagement is inconsistent and based on a decades-old approach rooted in too much talking and not enough listening.

#### Equity

- Equity does not show up here. We know the demographics are changing, but we haven't seen it in feedback forums.
- **Diverse audiences are out there, and the City must provide the translation and interpretation resources to reach them.**
- **Think about how people want to access information, rather than how *you* want them to access it.**
  - Use more social media.
  - Break down information into digestible morsels of interesting details.
- **Find community champions and build relationships with them.**
  - **Use community celebrations, like Lunar New Year, to connect in meaningful, positive ways.**
- **Start using an environment and equity lens for all outreach processes, especially for the Comprehensive Plan.** Build on what the PROS plan did.
- Have several definitions of equity – economic, race, income, disability. But there's a huge gap in who participates in engagement – very few people of color, and mostly White, older residents.
- Since the beginning of 2021, the Mayor and director levels have worked with a diversity, equity, and inclusion (DEI) consultant to create a roadmap for greater DEI. In those discussions, participants have talked about the notion that traditional engagement avenues (e.g., in-person open houses in the evenings) leave people out.

#### Participation Barriers + Successes

- The organized groups are really focused downtown (e.g., the Downtown Merchants, the Downtown Alliance, Chamber of Commerce).
- There are a lot of institutional/built-in barriers to communication and engagement and the way of asking questions for feedback makes a difference.
- Participants in past engagement efforts have been mostly White retirees. People who do not work an 8-5 schedule, people with young children, and people who do not speak English encounter barriers to participation.

- The last large planning process was the Hwy 99 process. It was meaningful in that it brought more people in and asked people to participate at the meeting. People organized into groups and used maps and other tools to share feedback. While this outreach felt like it generated more meaningful feedback, the same demographic of people (White retirees) made up most of the participants.
- The City uses Census data for demographic analysis. The data shows that there are significant Chinese, Korean, and Hispanic populations, and the City translates materials to Mandarin, Korean, and Spanish.
- Engrained ways of doing outreach are the greatest barriers to doing community engagement.
- There are some Facebook groups that are loosely defined, but the challenge is that they are not established to receive City information; they push out their own information.
- Historically, investment in parks was focused in the downtown core. Kept this in mind in designing outreach for the plan update and knew that the City had to reach out to Uptown area (Hwy 99 area).
- The City is using the PROS Plan as an opportunity to build relationships with underserved populations. The City added \$40,000 to do outreach to underserved populations.
- During the PROS Plan update, meeting with the interpreters in advance of meetings and including them in the planning process helped with their outreach.

#### Opportunities

- **City-wide, there is a need to increase relationships in the Uptown area with faith-based organizations and community groups, including the foodbank. There are many opportunities for the City to work more with community organizations.**
- We need to have ongoing conversations with the older generation that is frustrated that their old communication modes are changing. We can educate them on trends, and the need to move to new ways of gathering input. We can't rely on letters to Council and testifying at hearings as the sole source of input.
- Engaging teens is a unique challenge, but youth can represent their social circles and are effective at peer-to-peer outreach.
- Instagram is what teens use, but the policy stuff doesn't get shared because it's hard to get people interested.

**Appendix A - Community Engagement Current Practices (for Plans developed from 2017 through early 2022)**

The following table summarizes planning documents and processes that the City of Edmonds has undertaken over the last five years that included a stakeholder engagement component. The summary includes the plan or process, stated goals, outreach activities, and an assessment of the described outreach intent compared to the described outreach activities (implementation).

The International Association of Public Participation’s (IAP2) Spectrum of Public Participation (see page 7) served as a framework for assessing and determining outreach intent and implementation. IAP2’s Spectrum is used internationally by public participation professionals and is commonly referenced in public engagement plans. Using IAP2’s spectrum as a framework for evaluation applies a more systematic assessment of Edmonds’ outreach processes. The limitation of using the IAP2 spectrum is that it does not specifically assess how engagement activities incorporate equity. In general, the further advanced on the spectrum, the more equitable an outreach process is likely to be. Equitable engagement tends to be a more sustained effort, moving beyond short-term planning process requirements towards long-term relationship building and efforts to build up trust, civic capacity, and ongoing dialogue with diverse community residents (especially among populations whose voices are underrepresented). The approaches to equity were evaluated through interviews and are discussed in the attached memo.

The evaluation reviewed documents and planning processes from the last five years, focusing on the City’s most recent plans and processes. We found that:

- The most common outreach intent is to “consult” (obtain public feedback on analysis, alternatives, and/or decisions). This was the stated goal of 4 of the 7 plans or projects. Other projects stopped at “inform” and none of the projects advanced beyond “involve” to “collaborate” or “empower”.
- Only one project indicated that it sought to “involve” the public, based on the outreach goal to, “Bring neighbors together to identify near- and longer-term solutions for the City to focus its resources.” However, the outreach activities suggest the approach was more likely “consult” (to obtain public feedback on analysis, alternatives and/or decisions).
- Surveys were a common outreach tool, used in 4 of the 7 plans/projects. However, it was not always clear how survey responses were used to inform the plan or project. To truly meet the spirit of “inform,” and to move towards “involve” or “collaborate,” it is important to “provide feedback on how public input influenced the decision.” This is part of the “promise to the public” in the “consult” and “involve” elements of the IAP2 spectrum.

If the City wants to advance engagement along the IAP2 spectrum toward “involve” and “collaborate”, staff should start to align policy language, including goals, with IAP2’s higher levels of engaged participation. Given that the Comprehensive Plan update sets the vision and policy goals for citywide plans that build on and support it, there is an opportunity to set broad public engagement goals that can set the tone and intent for a myriad of city planning processes over the next 10 years.

Plan/Process (information source)	Scope + Stated Goals	Outreach Activity	IAP2 Intent	IAP2 Implementation
<a href="#">2020 Comprehensive Plan</a> (document)	<p>It is the goal of the City of Edmonds to provide early and continuous public notice for the proposed comprehensive plan amendments in advance of all opportunities to comment on the proposals, and to General Background 16 allow those who express an interest in any of the amendments to be able to track their progress through the legislative decision process.</p> <p>Use a variety of methods to provide early and ongoing public notice of the proposed amendments, including such things as publication in news outlets, advertising on local public access television, placing notices in a City newsletter, compiling a list of interested parties, and/or providing information on the City’s website.</p> <p>Information provided by the City of Edmonds as part of this public participation process will be designed to:</p> <ul style="list-style-type: none"> <li>- Use plain understandable language.</li> <li>- Provide broad dissemination of information regarding the proposals.</li> <li>- Provide early and continuous notification.</li> <li>- Provide opportunities for commenting in a variety of ways – verbally, in writing, and via email.</li> <li>- In addition to providing early and continuous information on the plan amendment proposals, the City of Edmonds will provide a formal adoption process with public hearing(s) and opportunities for public comment and input.</li> </ul>	<ul style="list-style-type: none"> <li>- Announcements in news outlets.</li> <li>- Advertised on local public access television.</li> <li>- Notices in City newsletter.</li> <li>- Compiled a list of interested parties.</li> <li>- Information on the City’s website.</li> </ul>	Inform	Inform



Plan/Process (information source)	Scope + Stated Goals	Outreach Activity	IAP2 Intent	IAP2 Implementation
<a href="#">Climate Action Plan</a> , - In process as of mid 2022 (website)	<p>This climate action plan will help to guide the City to achieve its climate goal of carbon neutrality by 2050.</p> <p>We will consider all public input along with input from City staff, City leaders, and partners throughout the planning process.</p> <p>Through the Climate Action Plan, we hope to develop a plan that is representative and reflective of Edmonds' community values, needs and priorities.</p> <p>We hope to:</p> <ul style="list-style-type: none"> <li>- Educate, empower, and energize the citizens of Edmonds to cultivate a shared understanding around climate change.</li> <li>- Gather, hear, and incorporate community perspectives and feedback on the CAP strategies.</li> <li>- Foster community-wide support for CAP solutions and inspire individual actions.</li> <li>- Increase transparency of the overall public engagement process by sharing results to date and context for engaging later in the process.</li> </ul>	<ul style="list-style-type: none"> <li>- Information on the Project website, including fact sheets.</li> <li>- Shared information via email listserv/ newsletter.</li> <li>- Virtual community workshop (with the purpose to educate the public about the CAP, inform the Edmonds community about ways they can participate and contribute to the CAP, and gather feedback on draft CAP strategies, actions, and implementation).</li> <li>- Gathered information and feedback through a community survey (online and in-print).</li> <li>- Virtual open house (with the purpose to educate the public about the CAP, inform the Edmonds community about ways they can participate and contribute to the CAP, and gather preliminary feedback on draft CAP strategies, actions, and implementation).</li> </ul>	Consult	Consult
<a href="#">Parks, Recreation, and Open Space (PROS) Plan</a> - March 2022, awaiting Council adoption (Reviewed Jan. 2022 draft document and table showing changes)	<i>Every six years, the City updates the PROS Plan as a blueprint for improving parks and recreation programming. The plan update will respond to growing and changing needs park use during the COVID-19 pandemic and changes in the community. The plan will focus on providing equitable access to and investment in parks, recreation and cultural arts facilities, and programs.</i>	<ul style="list-style-type: none"> <li>- Random-sample mail survey with English, Chinese, Korean and Spanish options.</li> <li>- Online community-wide survey in English, Chinese, Korean and Spanish.</li> </ul>	Consult	Consult


Plan/Process (information source)	Scope + Stated Goals	Outreach Activity	IAP2 Intent	IAP2 Implementation
incorporated in March 2022 + website)	Although the planning process occurred during the COVID-19 pandemic, substantial effort was made to connect with the full Edmonds community, seek their input and provide information about the project. Intentional, direct and on-going outreach to non-English speaking communities was a major tenet of the City's engagement strategy.	<ul style="list-style-type: none"> <li>- Online public meetings with simultaneous translation in Chinese, Korean and Spanish.</li> <li>- Stakeholder group discussions &amp; one-on-one interviews.</li> <li>- Tabling and outreach at community events and coordination with other on-going City planning efforts.</li> <li>- Meetings with the Planning Board and City Council and associated public hearings.</li> <li>- Posting to city website with plan information and feedback opportunities.</li> <li>- Multiple social media postings, city newsletter articles and email blasts through the Recreation database and Edmonds School District parent distribution portal.</li> </ul>		
<a href="#">Hwy 99 Community Renewal Project</a> - Began in 2021 and is ongoing as of 2022 (website)	<p><i>The project will result in a set of actions the City could take to help with neighborhood renewal based on the neighborhood's needs and desires.</i></p> <p>Bring neighbors together to identify near- and longer-term solutions for the City to focus its resources.</p>	<ul style="list-style-type: none"> <li>- Posted background information on project website.</li> <li>- Hosted question/ comment form on project website.</li> <li>- Held virtual open house (June 30, 2021).</li> </ul>	Involve	Consult (based on described outreach activities)

Plan/Process (information source)	Scope + Stated Goals	Outreach Activity	IAP2 Intent	IAP2 Implementation
<a href="#">Hwy 99 Revitalization + Gateway Project – Stage 2</a> - Ongoing (website)	<i>The City of Edmonds is in the process of designing gateway signs at the northern and southern city limits along Highway 99 as a part of the Highway 99 Revitalization &amp; Gateway Project (Stage 2).</i>  We are in the visioning process and with your help, we can better understand what makes the City of Edmonds special.	<ul style="list-style-type: none"> <li>- Hosted a community workshop to provide general project information (Aug. 4, 2021).</li> <li>- Gathered feedback via community survey (launched Aug. 2021).</li> </ul>	Consult	Consult
<a href="#">Urban Forestry Management Plan</a> - Adopted 2019, outreach conducted beginning 2017 (document)	The purpose of the City of Edmonds Urban Forest Management Plan is to provide guidance for managing, enhancing, and growing trees in the City of Edmonds over the next 20 years. Special emphasis is placed on managing trees on public property and along the public rights-of-way.	<ul style="list-style-type: none"> <li>- Hosted open houses.</li> <li>- Posted information to website.</li> <li>- Informal survey.</li> <li>- Press releases.</li> <li>- Public comment to Tree Board, Planning Board, and City Council.</li> </ul>	Consult	Consult
Code Updates including: <a href="#">Tree Code Updates</a> , Bicycle Code Updates, EV Charging Code Updates, 2019-2021 (website)		<ul style="list-style-type: none"> <li>- Notification of opportunities for public comment at Planning Board and City Council meetings (meetings may include opportunities for public comment).</li> </ul>	Inform	Inform

## IAP2 Spectrum of Public Participation



IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

		INCREASING IMPACT ON THE DECISION 				
		INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL		To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
	PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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## **APPENDIX B – Stakeholder Interviews**

### **Round 1**

- Kernen Lien, Environmental Services Program Manager
- Eric Engmann, Senior Planner, Edmonds Planning Division
- Scott Passey, City Clerk
- Kelsey Foster, Public Information Officer
- Patrick Doherty, Community Services Director
- Angie Feser, Parks, Recreation & Cultural Services Director

### **Round 2**

- Mike Rosen, Edmonds Planning Board
- Alicia Crank, Edmonds Planning Board
- Edmonds Youth Commission

# Appendix C.

## Existing Conditions Assessment Results

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### Frameworks for Analyzing Equity and Climate Change Planning

This section describes a selection of frameworks for analyzing equity and climate change planning to help develop a customized approach for the City of Edmonds. The importance of equity and climate change planning is described to provide rationale for why to prioritize this type of planning. The next section provides the background for what typically is involved with climate change planning to help describe the depth and range of climate action plans and features. The section thereafter provides an overview of the frameworks and guiding principles that will be used to evaluate climate change and equity focused planning efforts.

### Importance of Equity and Climate Change Planning

Across the region, equity has become a highly prioritized issue for review and incorporation in planning efforts, particularly related to housing access. Significant attention should be given to remedy the past role of government in codifying, creating and perpetuating racial inequities (such as exclusionary zoning). In the Puget Sound region, the percentage of people of color grew from 24 percent of the population in 2000 to 35 percent of the region's population in 2016 and they represent 81 percent of the region's growth since 2000 (PSRC, 2021).<sup>18</sup> The region is growing more diverse over time. In the period of 2015-2019 for the population over 5 years of age, 16.8 percent were estimated to be native Spanish speakers, 4.2 percent spoke "Other Indo-European" languages, and 4.8 percent spoke "Asian and Pacific Island" languages.<sup>19</sup>

Climate change is a problem felt across the globe that has increasingly become critical for local governments to address. While action in the US at the federal and state level has been slow, local government action has been building momentum and local jurisdictions are often leading the climate change planning efforts. Local government action is particularly imminent since U.S. local jurisdictions have a major role in how buildings are constructed, the role that transportation system/infrastructure investments play in reducing Vehicle Miles Traveled, and how land use regulations determine community development patterns— all major contributing factors of GHG emissions. Additional detail on climate change planning is provided in the Appendix.

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<sup>18</sup> People/persons of color is a term that includes people who identify as Asian, Black or African American, Native Hawaiian, Pacific Islander, American Indian, and Alaskan Native.

<sup>19</sup> ACS 2015-2019 5-year estimates, Table S1601

# Climate Change Planning Background

Climate action planning typically involves strategic planning to develop policies and programs and actions to reduce (or mitigate) a community’s GHG emissions and develop a plan and set of actions to help the local community effectively adapt to the impacts of climate change. As described below, there are two core approaches to climate change planning: policies that mitigate contributions to climate change, and policies that help communities adapt and build resilience to the impacts of climate change.

## Exhibit 10. Climate Crisis Infographic

Source: Planning Advisory Services 601 Infographic, Planning for Climate Mitigation and Adaptation, 2022



## Climate Change Mitigation Strategies

Mitigation strategies are interventions to reduce the sources of GHG emissions or augment the sinks of GHG emissions. Policies, programs, and actions focused on reducing or preventing

GHG emissions which cause climate change. Mitigation strategies often try to slow down the effects of climate change and reduce its severity. Addressing mitigation strategies is essential to adhering to GHG emissions reduction goals. Mitigation strategies are often organized by internal agency actions versus community strategies. Many local jurisdictions have internal programs such as carpooling programs or energy efficiency measures for government buildings which are implemented internally at the City.

**A Greenhouse Gas (GHG) Inventory** of the sources of GHG emissions produced by a community can be useful to include as a basis for mitigation strategies. There are various software tools (ICLEI tool), protocols (e.g., Greenhouse Gas Protocol), and templates produced by both the public and private sector supporting GHG inventory research. The appropriate tool will largely be determined by the type and extent of data available. The main steps for creating a GHG inventory are:<sup>20</sup>

1. Define the scope of emissions: What types of emissions will be included? What types of sources will be considered?
2. Identify sources of emissions such as electricity and heat used by departments, customers and facilities, capital projects, and transportation. Typically, the main emissions sources are from electricity, natural gas, and fuel consumption.
3. Investigate data sources for emissions such as utility services.
4. Organize data and calculate emissions.
5. Determine appropriate allocation factors and assign to sources.
  - Sort over time.
  - Sort by type of emissions: Fuel, electricity, natural gas, etc.
  - Calculate emissions by assigning correct emissions factor to emissions type (depends on fuel and energy mix from utilities).
  - Analyze data: Identify the largest sources/types, trends, and existing conditions.

## Climate Change Adaptation Strategies

Adaptation strategies are adjustments made in response to climate change impacts that moderate the harm. Policies, plans, programs, and actions are established to reduce and/or manage the risks and hazards of climate change impacts. Adaptation strategies tend to focus on how to adjust to the effects of climate change (such as sea level rise, extreme storm events and heat waves) to promote resilience and stability. Adaptation strategies ensures that local jurisdictions will be prepared for specific risks and hazards that accompany climate change. Consequently, major needs and priorities should be assessed and defined prior to developing

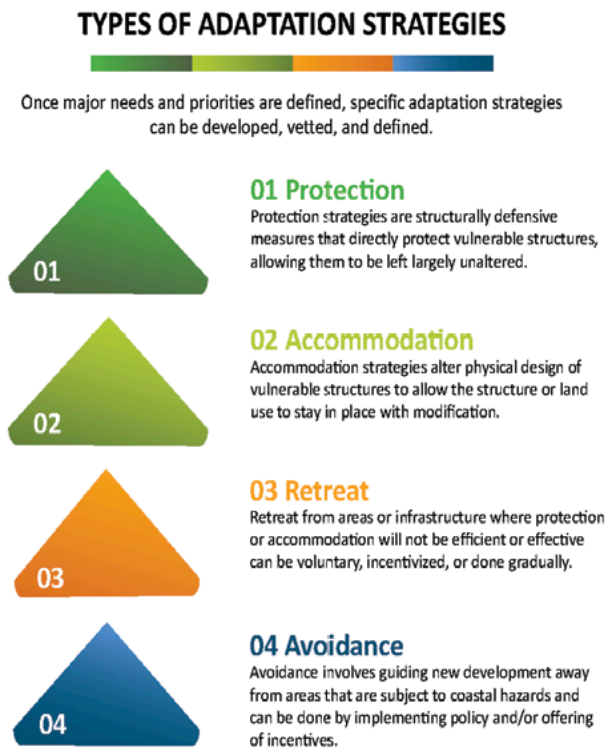
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<sup>20</sup> [Bay Area Air Quality Management](#) (2009). *Conducting a Municipal Greenhouse Gas Inventory: A Practical Guide, Strategic Energy Innovations*.  
[EPA Center for Corporate Climate Leadership](#). (2017). *Guide to Greenhouse Gas Management for Small Business and Low Emitters*.

strategies. Communities should continuously fine-tune their efforts and deploy a broad set of planning, policy, and programmatic tools, recalibrated periodically to achieve goals in a way that does not overburden disadvantaged communities. As shown in the Florida example below, climate change adaptation strategies can vary such as ranging from strategies focusing on protection, accommodation, retreat, and avoidance measures.

### Exhibit 11. Types of Adaptation Strategies

Source: Florida DEP, 2018.



**Vulnerability assessments** are the foundation of sound adaptation planning processes. These assessments identify climate hazards for a specific area (such as sea level rise, extreme heat) and evaluate the community systems (infrastructure, economy, natural, cultural, health, and emergency services) impacted by these hazards. While the GHG inventory helps to inform mitigation strategies, a vulnerability assessment identifies what needs to be planned for in the effort to develop a climate adaptation or resilience plan. It creates a clear understanding of the community’s vulnerabilities so that they can be addressed through policies and actions. When done well, vulnerability assessments identify areas of concern and allow planners to prioritize those assets or populations most at risk. This analysis can focus on hard infrastructure and built environment or may also include natural systems including water and coastal resources, forests, fish, and wildlife; different social systems topics such as human health, emergency services, and cultural resources; and key built systems associated with land use, transportation, and utilities. The vulnerability assessment can both identify (1) the sensitivity of a system (the degree or

severity which built, natural, or human systems are affected by climate change impacts) and (2) the capacity of a system to adapt to climate changes with minimal potential damage or cost.<sup>21</sup>

The key steps for completing a community-based vulnerability assessment include:

1. Identify the likely future climate conditions the community will experience.
2. Work with local experts and community stakeholders to determine what impacts will come from those changes and what vulnerabilities those impacts will create or make worse in key community systems.
3. Identify exposure to changing conditions, sensitivity, and adaptive capacity for each potential vulnerability.
4. Use the assessment of these characteristics, along with an assessment of community values, to prioritize the community's climate vulnerabilities.

### Climate Action Co-Benefits

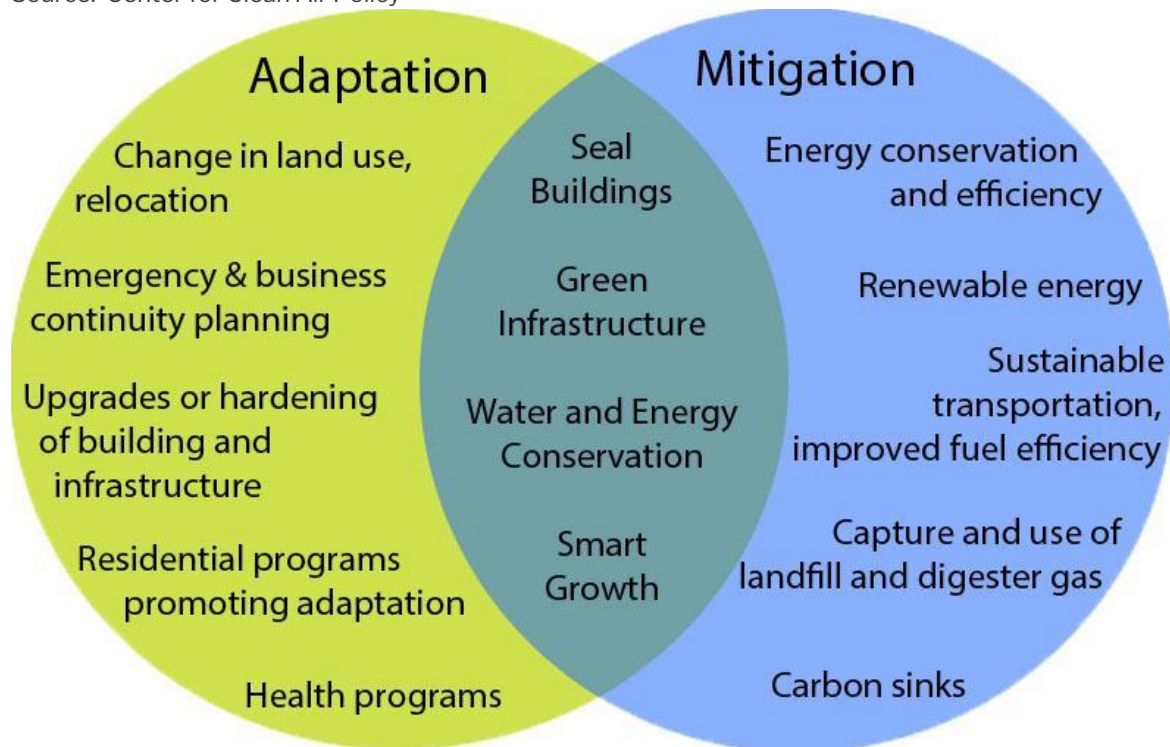
Climate actions can have co-benefits where other benefits accumulate in addition to the primary benefits. An example of this is adding energy efficiency retrofit improvements to homes to help low-income people reduce their utility payments and experience greater safety during extreme heat events. This adaptation strategy produces the co-benefit of reducing greenhouse gas emissions. Common co-benefits of adaptation actions are related to health, finances/savings, education, improved mobility, support of businesses, and climate change mitigation. Exhibit 2 shows how climate action plans typically integrate mitigation and adaptation strategies and how these types of strategies can overlap.

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<sup>21</sup> Water Resources Division Lummi Natural Resources Department. (2016). *Lummi Nation Climate Change Mitigation and Adaptation Plan: 2016-2026*.

## Exhibit 12. What Does Climate Resilience Look Like?

Source: Center for Clean Air Policy



### Climate Action Plan Implementation

The results of climate action planning can be documented, adopted, codified, and implemented in different ways, such as through a separate climate action plan and corresponding consistent support to comprehensive (long range) plans, transportation plans, specific/area plans, policies/regulations, and programs. Catalyzing a plan's goals and aspirations to tangible actions necessitates the inclusion of an implementation plan, which often is similar to a work plan/program.

The implementation of strategies can be organized through a plan that details *who* will implement strategies (outlining responsibilities), *when* they will be implemented (short, medium, long term), and *how* they will be implemented (steps, resources). An implementation plan also often outlines potential considerations, costs and financing mechanisms, constraints, and opportunities associated with different strategies. The plan provides a platform of knowledge for the successful execution of actions. Strategies can be evaluated in a variety of ways such as through opportunity/probability comparisons, comparisons of relative benefits and costs, the assessment of relative importance or urgency, ease of implementation, alignment with ongoing efforts, and through community input. Who implements the action can vary – some are implemented community-wide while others are implemented internally by government agencies, partners, or non-profit organizations.

Monitoring plan performance by measuring the plan's attainment of targets, benchmarks, or indicators evaluates the performance towards achieving established goals. These measures



typically include a start year, length of time, a target, and quantitative data or qualitative assessments. Monitoring reports including an update on the progress of plan actions can be released periodically, such as annually, as a way to promote accountability and identify needed improvements. To build momentum, Climate Action Plans can initially focus on low-cost strategies that are feasible to put into practice quickly with minimal operational disruptions and then can prioritize strategies that involve more resources.

## Climate Action Planning Approaches

In a city, climate action planning not only helps to develop actions to reduce GHG and adapt to climate change impacts and hazards, but it also helps to establish partnerships and collective action, involve the public, improve community health, establish accountability for action, and promote energy efficiency savings.

It is particularly important that climate resilience planning center equity because populations that are already struggling due to low income, racial inequities, age, etc. will experience the brunt of climate impacts without the resources necessary to address them. Centering equity means ensuring that people from those populations are actively engaged in and providing leadership to efforts that identify and prioritize vulnerabilities and develop solutions to address those vulnerabilities.

The following frameworks are commonly being used by local governments to guide the climate action planning process:

- The most common process for climate action planning has been the Local Governments for Sustainability (ICLEI) Five Milestones for climate action planning approach. As of 2020, over 620 local jurisdictions in the US have developed climate action plans under this framework, which consists of a greenhouse gas emissions inventory, setting reduction targets, developing a Climate Action Plan, implementing policies, and monitoring results.<sup>22</sup>
- The US Climate Resilience Toolkit features the Steps to Resilience, a five-step process that helps communities understand and prioritize climate hazards and develop appropriate climate resilience strategies to address climate-related vulnerabilities. (reference: <https://toolkit.climate.gov/#steps>)
- United Nations Habitat Guiding Principles for City Climate Action Planning, a set of globally applicable principles to serve as a common benchmark for cities around the world undertaking climate action planning.<sup>23</sup>

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<sup>22</sup> ICLEI USA, Local Governments for Sustainability (2020). Retrieved August 2021, from: <http://icleiusa.org/about-us/who-we-are/>.

<sup>23</sup> United Nations Human Settlements Programme. 2015. *Guiding Principles for City Climate Action Planning*. Version 1.0. Retrieved December 14, 2019, from <http://e-lib.iclei.org/wp-content/uploads/2016/02/Guiding-Principles-for-City-Climate-Action-Planning.pdf>

## Framework for How to Plan for Equity

Cities who plan with equity in mind must ensure that proposed policies and regulations will serve and benefit all residents of a community in ways that reduce or eliminate disparities. We propose the use of a customized approach for analyzing equity and recommendations that integrates a framework inspired by King County’s Equity Impact Review Process focused on planning, decision-making and implementation of actions (see Exhibit 3 King County’s Equity Impact Review Process).

King County’s method integrates similar considerations as the Government Alliance on Race and Inequality’s (GARE) toolkit used by local governments for analyzing and addressing policies, practices, and procedures to reduce inequities.<sup>24</sup> According to GARE, racial equity is realized when race can no longer be used to predict life outcomes, and outcomes for all groups are improved. A results-based accountability framework is used to guide the analysis of workforce demographics, hiring, retention, and promotion; contracting practices; jurisdiction commitment, leadership, and management; community access and partnership; and data, metrics, and on-going focus on improvement within a local government. At a basic level, a GARE plan would include the following elements:

- *Results: Community level conditions the jurisdiction is aiming to impact.*
- *Community Indicator: How the jurisdiction can measure impact in the community, using data that has been disaggregated by race.*
- *Outcome: A future state of being resulting from a change at the jurisdiction, department, or program level. Strong outcomes articulate a clear improvement or define how much improvement will take place.*
- *Action: They are the specific things a jurisdiction will do to achieve the outcomes.*
- *Performance Measure: A quantifiable measure of how well an action is working. Different types of measures include 1) Quantity—How much did we do? 2) Quality—How well did we do it? 3) Impact—Is anyone better off?*

The results and outcomes are akin to a plan vision and the performance measures and community indicators ideally should be structured to help test whether the results and outcomes are achieved. The challenge of implementation can be supported by gaining stewardship and leadership buy-in and by prioritizing clear communication helping to normalize racial equity and build a shared understanding. Race Forward calls for past and current inequities to be acknowledged and accounted for before beginning to enact change (PSRC, 2019).

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<sup>24</sup> Curren R., Nelson, J., Marsh, D.S., Noor, S., Liu, N. “Racial Equity Action Plans, A How-to Manual.”: Haas Institute for a Fair and Inclusive Society, University of California, Berkeley, 2016. Government Alliance on Race and Inequality – GARE Racial Equity Action Plans Toolkit.

## Exhibit 13. King County's Equity Impact Review Process

Source: Equitable development, King County



The King County Equity Review Process integrates equity into the planning process to achieve outcomes where distributional, process, and cross-generational impacts are equitable.

- *Distributional equity: Fair and just distribution of benefits and burdens to all affected parties and communities across the community.*
- *Process equity: Inclusive, open, and fair access for all stakeholders to decision processes that impact community and operational outcomes.*
- *Cross-generational equity: Promotes policies that create fair and just long-term distribution of benefits and burdens including equitable income, wealth, and health outcomes.*

## Key Regional Guidance on Equity and Climate Change Planning

A new feature of PSRC's updated VISION is to address equity. VISION 2050 (adopted in 2020) recognizes racial equity and access to opportunity as crucial regional issues and the plan certification process asks local jurisdictions to respond to how racial equity was considered in the planning process and addressed in the plan.<sup>25</sup> The newly adopted VISION includes several Goals and Policies intended to advance social equity and it calls for member governments to develop and implement a regional equity strategy.<sup>26</sup> PSRC recognizes that equitable outcomes are important and that data should be used to highlight areas of concern and progress. In addition, PSRC calls for authentic engagement with marginalized communities since it is imperative to develop a more holistic understanding of problems and solutions. Inclusive

<sup>25</sup> PSRC. 2021. VISION 2050 Planning Resources, Plan Review Manual.

<sup>26</sup> The regional equity strategy that will be developed is anticipated to include tools and resources to inform policy, best practices for centering equity in local planning work, and guidance on how to measure outcomes and develop mechanisms to prioritize funding to address equity. This initiative will establish an equity advisory group and will include the development of an equity impact dashboard to evaluate decisions.

engagement should include historically underrepresented communities. PSRC also points out how strategies are necessary to ensure marginalized groups do not suffer from undue burdens and that they equitably enjoy community benefits.

## Proposed Method for Reviewing Equity and Climate Change Policies

Exhibit 2 lists key equity and climate change policies and actions for local comprehensive plans that are recognized in PSRC's VISION 2050. Updates to Puget Sound region local comprehensive plans must be reviewed for consistency with these PSRC policies as a part of the plan certification process. PSRC suggests that this review occurs early in the planning process. This review also helps to determine conformity with transportation planning requirements in the Washington State mandated Growth Management Act. The following table is not exhaustive - it only focuses on outlining PSRC VISION 2050 policies relevant to equity and climate action planning. The current Comprehensive Plan for the City of Edmonds should be compared to these policies to support the consistency analysis of the Comprehensive Plan and identify gaps to address during the next update cycle.

We propose examining key Comprehensive Plan areas of improvement for how well they follow equity and climate change planning guiding policies (such as the PSRC VISION 2050 planning policies provided below) along with principles and best practices drawing from the consultants' technical and process expertise knowledge, and an array of policy guidance resources and literature (such as the American Planning Association Toolkit to Integrate Health and Equity into Comprehensive Plans, 2020; Planning Advisory Services Report 593 Planning with Diverse Communities, the PSRC Planning for the WHOLE Community Toolkit, 2014, etc.).

## Summary of Key Plans, Programs, and Projects Addressing Equity and Climate Change

Various ongoing planning and initiatives are at play in the State of Washington, the Puget Sound region, Snohomish County, and at the City of Edmonds addressing the need for more climate action planning and for greater support of equity. From the state legislature targets aiming for reduced emissions, to the Puget Sound Regional Council (PSRC) VISION 2050 Plan's newly adopted equity and climate change planning principles, to city-specific policies and planning efforts surrounding the ongoing Climate Action Plan update, there are numerous reports, projects, findings, and data points all demonstrating ways the City could improve their Comprehensive Plan to better fill the gaps to support resiliency and equity. The following section provides a summary of the main relevant plans, programs, and initiatives at the state, region, county, and city level. The state strategies offer overarching guidance that are broader in scale while the region and county offer more detailed guidance and programs relevant to the City. Assessing the progress made at the City level is crucial for building off existing efforts and helpful for identifying key areas to focus on during future planning update processes.

# Review of Key Plans, Programs, and Projects

## State: Equity and Climate Action Planning

Washington State’s legislature has made several bold actions in recent years, such as setting statewide greenhouse gas (GHG) emission reduction targets, converting the state ferry system to electric-hybrid by 2040 (with the Edmonds-Kingston route conversion completed by 2030), increasing investment to address ocean acidification, and establishing environmental justice as a central priority. Exhibit 10. *Key Plans, Policies, and Toolkits Reviewed for the City of Edmonds* provides a summary of key plans reviewed for this project. This list describes two state efforts: the Growth Management Act and the Washington State Ferries, 2040 Long Range Plan (2019). In addition to these planning related efforts, various other state legislation, programs, and task forces are summarized below to help identify emerging areas of climate action and equity planning.

Revised, more protective, targets were adopted in 2020 by the Washington State Legislature and these went into effect on June 11th, 2020 (PSRC, 2020):

- By 2020, reduce total GHG emissions to 1990 levels.
- By 2030, reduce total GHG emissions to 45 percent below 1990 levels.
- By 2040, reduce total GHG emissions to 70 percent below 1990 levels.
- By 2050, reduce total GHG emissions to 95 percent below 1990 levels and achieve net zero emissions.

Reaching these reduction targets necessitates a robust effort including multiple strategies and actions. The Clean Energy Transformation Act (2019) calls for the state to transition to use 100 percent clean electricity over the next 25 years, by 2045. Many additional state policies address emission mitigation in transportation, residential and industrial buildings, energy, and waste management. This multipronged approach to mitigating GHG emissions makes Washington State a leader in climate change policy.

Another state agency helping to address climate change adaptation is the Washington State Department of Emergency Management. This division offers an array of educational materials on emergency preparedness planning and hazards, tips, and communication resources to alert residents to emergencies, meant to encourage the establishment of a disaster-resilient Washington.

The state also established the Environmental Justice Task Force that provided recommendations to the governor on prioritizing environmental justice in Washington State Government in October 2020, their report and recommendations included:<sup>27</sup>

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<sup>27</sup> Environmental Justice Task Force. (2020). *Environmental Justice Task Force Recommendations for Prioritizing EJ in Washington State Government*. Washington State Governor and Legislature. Retrieved from [https://healthequity.wa.gov/Portals/9/Doc/Publications/Reports/EJTF%20Report\\_FINAL\(1\).pdf](https://healthequity.wa.gov/Portals/9/Doc/Publications/Reports/EJTF%20Report_FINAL(1).pdf)



- Recommended Statewide environmental justice definition: *“The fair treatment and meaningful involvement of all people regardless of race, color, national origin or income with respect to the development, implementation, and enforcement of environmental laws, regulations and policies. This includes using an intersectional lens to address disproportionate environmental and health impacts by prioritizing highly impacted populations, equitably distributing resources and benefits, and eliminating harm.”*
- Measurable Goal Recommendations: *“Measurable goals for reducing environmental health disparities for each community in Washington state and ways in which state agencies may focus their work towards meeting those goals.”*
- Model Policy Recommendations: *“Model policies that prioritize highly impacted communities and vulnerable populations for the purpose of reducing environmental health disparities and advancing a healthy environment for all residents.”*
- Environmental Health Disparities Map Recommendations: *“Guidance for using the Washington Environmental Health Disparity Map to identify communities that are highly impacted by EJ issues with current demographic data.”*
- Community Engagement Recommendations: *“Best practices for increasing meaningful and inclusive community engagement that takes into account barriers to participation that may arise due to race, color, ethnicity, religion, income, or education level.”*

Following the release of the Environmental Justice Task Force report, Governor Inslee released a policy brief (December 2020) stating “a historic commitment to diversity, equity and inclusion” that included a commitment to investing in environmental justice, specifically acknowledging climate change as an environmental harm that disproportionately affects vulnerable populations.<sup>28</sup> In May 2021, the Climate Commitment Act (SB 5126) as well as the HEAL Act (SB 5141 – a bill that allows the implementation of the environmental justice task force recommendations), passed through Washington Legislature. The Climate Commitment Act will cap and reduce climate pollution and create revenue for climate investments to help Washington transition to a clean energy infrastructure and economy and reduce environmental disparities.<sup>29</sup><sup>30</sup> These legislative reports and actions provide model actions and policies that can serve as guidance and reference at the local jurisdiction level.

## Regional: Equity and Climate Action Planning

Along with state level guidance, regional level plans provide guidance and support to local jurisdictions. The Puget Sound Regional Council is the designated Metropolitan Planning Organization and the Regional Transportation Planning Organization for King, Kitsap, Pierce, and Snohomish counties. PSRC has a range of regional plans and several of these address equity

<sup>28</sup>Washington Governor Jay Inslee. (2020). A historic commitment to diversity, equity and inclusion. Retrieved from [https://www.governor.wa.gov/sites/default/files/Equity\\_PolicyBrief\\_Dec%2014.pdf](https://www.governor.wa.gov/sites/default/files/Equity_PolicyBrief_Dec%2014.pdf)  
<sup>29</sup> Final Bill Report E2SSB 5126. (2021). Retrieved from <http://lawfilesexternal.leg.wa.gov/biennium/2021-22/Pdf/Bill%20Reports/Senate/5126-S2.E%20OSBR%20FBR%2021.pdf?q=20210810142543>  
<sup>30</sup> Final Bill Report E2SSB 5141. (2021). Retrieved from <http://lawfilesexternal.leg.wa.gov/biennium/2021-22/Pdf/Bill%20Reports/Senate/5126-S2.E%20OSBR%20FBR%2021.pdf?q=20210810142543>

and climate change planning including the Regional Transportation Plan (2018), Growing Transit Communities Strategy (2013), and VISION 2050 (adopted in 2020). Exhibit 10. *Key Plans, Policies, and Toolkits Reviewed for the City of Edmonds* provides a summary of two regional plans including the Regional Transportation Plan (2018) and PSRC VISION 2050 (2020) and a brief overview of the PSRC Planning for the WHOLE community toolkit (2014).<sup>31</sup> In addition to these planning related efforts, various other state legislation, programs, and task forces are summarized below to help identify emerging areas of climate action and equity planning.

As mentioned in Section 2, periodic updates to Puget Sound region local comprehensive plans, including the City of Edmonds, must be reviewed for consistency with PSRC VISION 2050 policies as a part of the plan certification process. This review also helps to determine conformity with transportation planning requirements in the Washington State mandated Growth Management Act. In Section 2, *Exhibit 4. Codified Equity and Climate Change Planning Policies*, PSRC VISION 2050 lists policies relevant to equity and climate action planning that should be reviewed up against the City's Comp plan to determine consistency and identify gaps to address during the next update cycle.

The Puget Sound Clean Air Agency is another regional agency providing guidance to local jurisdictions. This agency recently adopted (2017) even more ambitious GHG emission reduction targets than the state for the four-county central Puget Sound region (PSRC, 2020):

- By 2030, reduce regional GHG emissions to 50 percent below 1990 levels.
- By 2050, reduce regional GHG emissions to 80 percent below 1990 levels.

Since transportation is the largest single source of greenhouse gas emissions in the region, the agency identified candidate actions and strategies to reduce transportation-related emissions and support achievement of the targets. These include supporting the policies and strategies included in PSRC's regional plans, as well as accelerating zero-emission vehicle adoption and pursuit of a clean fuel standard, among other strategies.

Another PSRC plan to recognize is the Growing Transit Communities Strategy (2013) since it provides guidance on how to promote thriving and equitable transit communities and provides guidance for local plans. This plan recognizes the need to better meet the demand for affordable housing and jobs located within walking distance of transit and it supports equitable transit-oriented development. Most new market-rate housing can be unaffordable to low and moderate-income households and these households could be at risk of displacement (particularly if they are renting homes). Strategies should be developed that support mixed income housing development built near transit, minimize displacement, and preserves and produces diverse housing types affordable to the full spectrum of income levels.

The plan supports the advancement of the Puget Sound Clean Air Agency's targets for reducing GHG emissions. Vision 2050 includes goals and policies associated with climate change planning that should be addressed in city and county level plans in the Puget Sound region.

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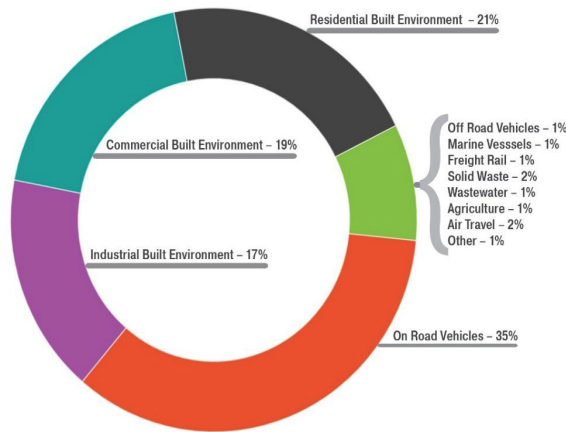
31 PSRC Planning for the WHOLE community toolkit: <https://www.psrc.org/planning-whole-communities-toolkit>



The plan addresses both mitigation and adaptation goals, lays out a four-part GHG emission reduction strategy for transportation (more detail is in the Regional Transportation Plan), and emphasizes the need for resilience and climate preparedness. As shown below, VISION 2050 includes a GHG Inventory that establishes baseline emissions and identifies contributions by sources (such as residential built environment and on road vehicles). Within the region, transportation and the built environment are the largest contributors to GHG emissions, and this has led to integrating additional climate change actions that emphasize mitigation strategies to reduce vehicle miles traveled, reduce embodied carbon in new development, improve energy efficiency of buildings, and support high capacity transit, active transportation, and the electrification of transportation systems currently relying on nonrenewable fuels (including the ferry system).

**Exhibit 14. Sources of Regional Greenhouse Gas Emissions**

Source: Puget Sound Clean Air Agency Greenhouse Gas Emissions Inventory



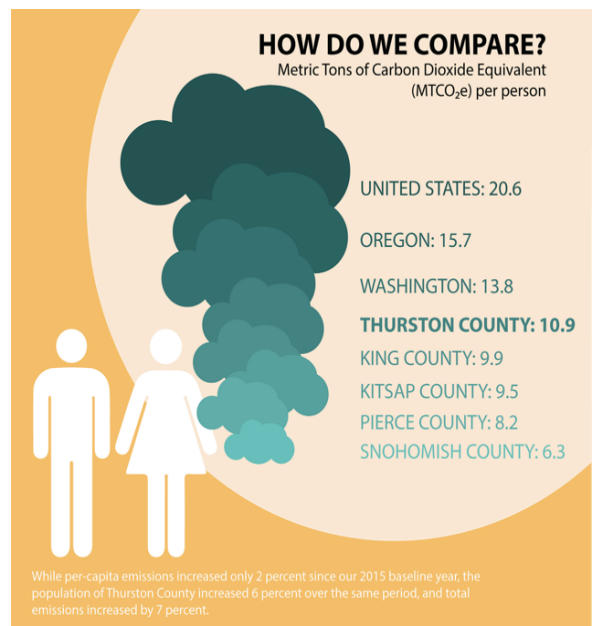
**Snohomish County: Climate Action Planning**

Snohomish County, the county where the City of Edmonds is situated, is also addressing climate action planning and equity. Counties typically help with climate change adaptation by providing emergency management and health district resources and support and several are also increasing their response to climate change and equity planning.

Across the region, per-capita emission levels vary. Exhibit 6 shows the variations in 2015 emissions between the U.S., the States of Washington and Oregon, and a few counties, including Snohomish County. This assessment showed Snohomish County as having the lowest

**Exhibit 15. Emission Comparisons**

Source: Thurston Climate Mitigation Plan, 2020



per-capita emissions in comparison to other peer counties. However, additional effort is needed to help meet regional targets.

In an effort to better address climate change, Snohomish County has convened a Climate Action Advisory Committee to help develop recommendations. Formed in 2019, the 13-member committee is tasked with advising the county on internal Sustainable Operations Action Plan (SOAP) and the countywide climate action plan in two phases.

- Phase I (January 2020-December 2020): Provide advice on updating the Sustainable Operations Action Plan (SOAP) for County government operations
- Phase II (March 2021-Dec 2023): Provide advice on developing a new Countywide climate action plan.

Snohomish County has also made progress with climate change adaptation and community resiliency with the emergency preparedness planning and disaster response efforts within the Snohomish County Department of Emergency Management and the Snohomish Health District.

- The Department of Emergency Management provides updates to the Hazard Mitigation Plan as well as supplying the public preparedness information on [disasters and emergencies](#) as well as GIS services for identifying [natural hazard risks](#) with eight values, one of which is to be equitable – aiming to impartially serve all communities. The plan includes a chapter for cities, [including Edmonds](#). The plan was adopted in [2015](#) and then updated again in [2020](#).
- The Department of Emergency Management also coordinates with the Snohomish Fire Districts to develop [Community Wildfire Protection](#) plans, presently three fire districts have adopted or are developing such plans.
- The Snohomish Health District additionally plans and is responsible for coordination of disaster response as it pertains to public health emergencies such as the dissemination of emergency medications and community disasters, coordinating across five counties: Island, San Juan, Skagit, Snohomish and Whatcom.

## Transit Providers, Plans and Projects

Snohomish County and the City of Edmonds specifically have a number of transit providers providing services to the area and with plans for updates and/or expansions in the near future. Presently, Community Transit, Sound Transit, Everett Transit, King County Metro Transit, Skagit Transit, Island Transit and Washington State Ferries provide services.<sup>32</sup> Many of these transit agencies are actively working to improve transit infrastructure. A few of these projects will impact the City of Edmonds such as the Community Transit and Sound Transit projects described below.

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<sup>32</sup> *Transit* | Snohomish County, WA - Official Website. Snohomishcountywa.gov. (2021). Retrieved 10 August 2021, from <https://snohomishcountywa.gov/1815/Transit>.

- Community Transit operates the Swift Blue Line, a bus-rapid-transit project, for nearly a decade and is aiming to complete the Edmonds Park & Ride renovation project to support the expanded use and proposed extensions. The Blue Line Extension is anticipated to be complete by 2024.<sup>33</sup>
- The Sound Transit light rail is expanding north through Edmonds along I-5 to Everett. Early in the planning phase (2020-2026) the COVID-19 crisis is reducing the revenues Sound Transit relies on to expand the regional transit system. With depleted revenues, Sound Transit is expecting to not be able to deliver expansion projects on the original timelines and through realignment the Board of Directors is working to determine which plans for voter-approved projects will change due to lower revenue projections. The project was originally slated to be complete and open in 2036. Sound Transit has also evaluated around 50 potential improvements to make it easier to utilize the Edmonds and Mukilteo Sounder stations. These may include additional parking; better walking, biking and transit connections; and convenient pickup and drop-off areas.<sup>34</sup>

## Climate Action Planning in Edmonds

The City of Edmonds has long prioritized planning and action to address climate change mitigation and promote sustainability. Work to build climate resilience is just beginning and a comprehensive climate change vulnerability assessment will need to be done first followed by the development of action strategies. As strategies are developed and implemented, it will be important to revise relevant sections of the Comprehensive Plan and revisit the climate change planning policies of the PSRC VISION 2050 document to determine compliance. Although the City has also begun to identify ways to better promote equity, as with climate resilience planning, there have been fewer efforts to date.

The following section outlines the main local level efforts taken to date regarding climate action planning and it provides a timeline of climate change planning milestones made since 2006.

- In 2006, the City of Edmonds adopted the U.S. Mayors Climate Protection Agreement by Resolution No. 1129, formally expressing support for the Kyoto Protocol and joined the International Council for Local Environmental Initiatives (ICLEI) by Resolution No. 1130. That same year, the Mayor signed onto the Mayors National Climate Action Agenda and the City formed the Mayor's Climate Protection Committee. The committee is still active (2021) and continues to play a role in the City of Edmonds climate action planning processes.

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33 Swift Blue Line Expansion 2024 | Community Transit. (2021). Retrieved 10 August 2021, from <https://www.communitytransit.org/swiftblue2024>.

34 System expansion | Sound Transit. Soundtransit.org. (2021). Retrieved 10 August 2021, from <https://www.soundtransit.org/system-expansion>.

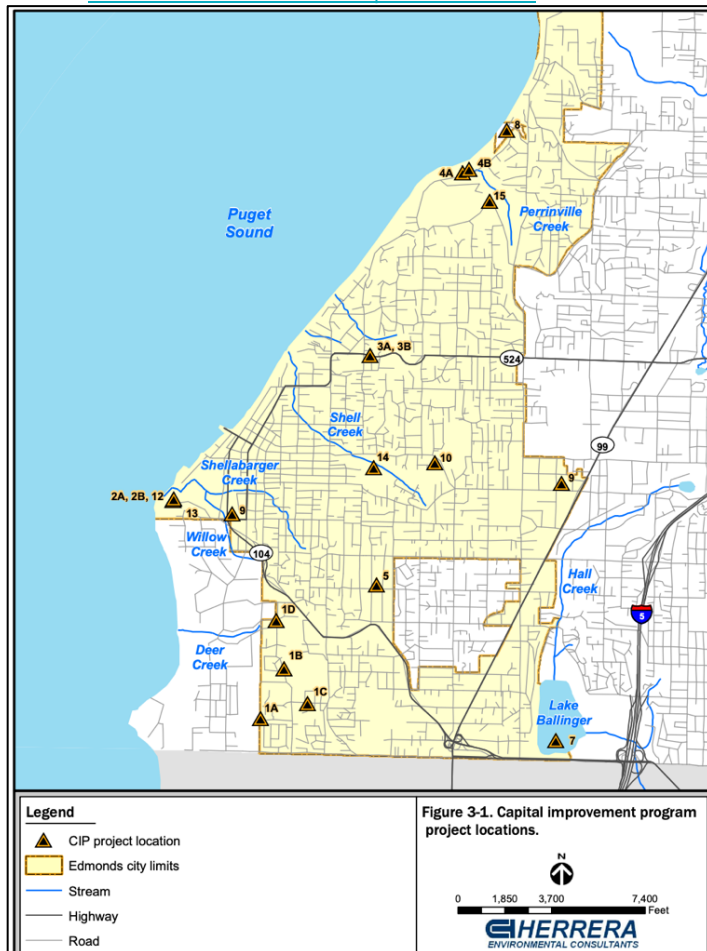
- In 2008, the Edmonds City Council adopted two additional resolutions, Resolution No. 1168, establishing a sustainable building policy, and Resolution No. 1169, signing on to the Cascade Agenda.
- In 2009, a Sustainability Element was added to the Comprehensive Plan; this specifically led to the development of a sustainability framework in the plan and Resolution 1170. Staff reported that the Sustainability Element needs updates. Different city departments have worked on wastewater treatment improvements, energy efficiency and conservation and the City has made progress in addressing their vehicle fleet. However, more action needs to occur to effectively meet targets. The City adopted performance measures in 2014/2015 for each part of the Comprehensive Plan. Some of these metrics are hard to measure (energy use) and likely are missing a few needed metrics (such as the number of new housing units added).
- In 2010, with the support of the Mayor’s Climate Protection Committee, the City adopted the first Climate Change Action Plan. This plan was followed by the Storm & Surface Water Comprehensive Plan in 2010, the New Energy Cities Action Plan in 2011 and a city Energy Plan in 2012 as well as other complementary sustainability initiatives which touch on plastic bag bans, energy use meters for residents, city fleet electrification, city building energy efficiency improvement, wastewater treatment plant energy efficiency, community solar and pesticide reduction.<sup>35</sup>
- Between 2011 and 2017 updates and existing condition studies were appended to the Storm & Surface Water Comprehensive Plan, including Perrinville Creek culvert analysis and flow reduction studies, Edmonds Marsh/Willow Creek Daylighting feasibility and alternatives analysis and Dayton Street & SR 104 Flood Reduction strategies.

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<sup>35</sup> *Sustainability Initiatives*. Edmondswa.gov. (2021). Retrieved from [https://edmondswa.gov/services/sustainability/sustainability/sustainability\\_initiatives](https://edmondswa.gov/services/sustainability/sustainability/sustainability_initiatives).

## Exhibit 16. Capital Improvement Program Project Locations, 2010

Source: [Storm & Surface Water Comprehensive Plan](#)



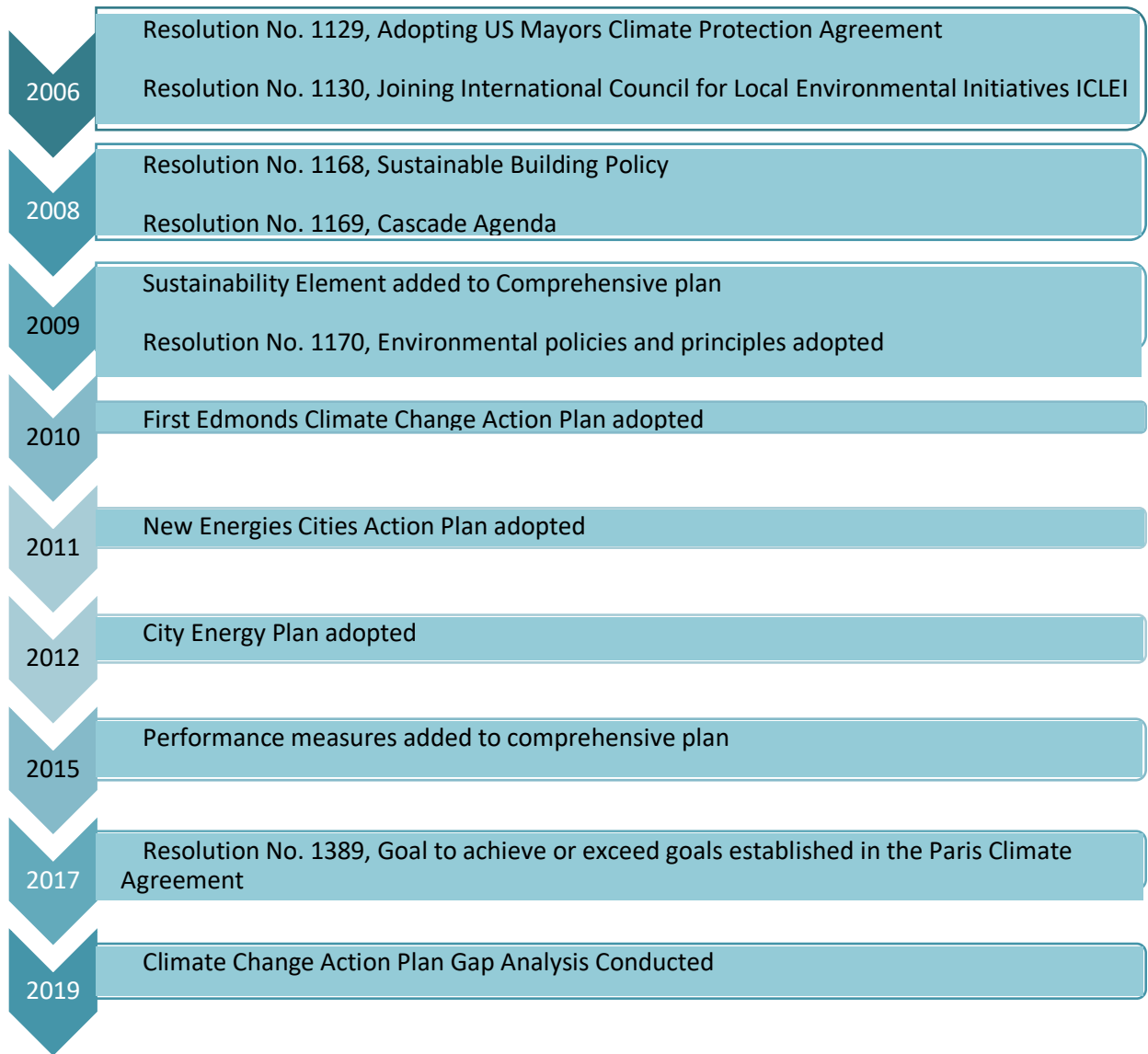
- In 2016, the City of Edmonds was a partner with Western Washington University’s Sustainable Communities Partnership, where students worked to identify specific risks faced by the city related to climate change and sea level rise (SLR). Specifically, they identified risks such as storm surge, oceanic tides, vertical land movement, atmospheric circulation, and coastal flooding. Using ESRI ArcMap and HAZUS-MH modeling students highlighted risks of coastal flooding in the City of Edmonds as it relates to general building stock, essential facilities, transportation systems, utility systems, agricultural products, vehicles, and people. They additionally provided some recommended actions, including the use of tidal stations and additional modeling and analysis.<sup>36</sup> With Western Washington University’s sustainable communities’ partnership, the city and students were able to complete additional projects including:
  - [4th Ave Cultural Corridor](#) – A study that developed a branding and events strategy for Arts and Culture on 4<sup>th</sup> Avenue.

<sup>36</sup> Western Washington University, Sustainable Communities Partnership. (2017). *Sea Level Rise in Edmonds, WA: Expected Impacts & Recommended Action*. Retrieved from <https://cpb-us-e1.wpmucdn.com/wp.wvu.edu/dist/6/4099/files/2017/11/SLRMaster.pdf>

- [Edmonds Marsh Restoration](#) – A study that generated recommendations for effective stormwater management techniques, strategies for enhancing biodiversity, monitoring and assessment, and public education and engagement.
- [Zero Waste | Food Waste](#) – A two-pronged solid waste management strategy that prioritized establishing baseline metrics for various waste streams and diverting organic waste from landfill.
- [Wastewater Treatment Plant Education](#) – A project that resulted in digital media education for the wastewater treatment plant.
- [Stella's Landing](#) – An environmental site assessment of Stella’s Landing, a 2.4-acre private condominium complex with a marsh.
- [Playful City](#) – A study of recreational programs that are recommended and designed for Edmonds youth to get them active.
- [Edmonds Cemetery Mapping](#) –A project Modernizing the Mapping of the Edmonds Memorial Cemetery through the development of a spatial database and maintenance of the database in the future.
- [Green Business Program](#) – A project that focused on updating the 2014 Green Business Program of the City of Edmonds, to encourage participation among Edmonds businesses.
- [Walkability Assessment](#) – A study conducted of the walkability of an area just outside the downtown core and contains important route between key destinations (two schools, a medical campus, parks, and three shopping nodes).

## Exhibit 7. Timeline of Climate Action in Edmonds

Source: ECONorthwest Research, 2021



\*An update to the Climate Action Plan could possibly be approved around 2022 (expected to be reviewed in 2022).



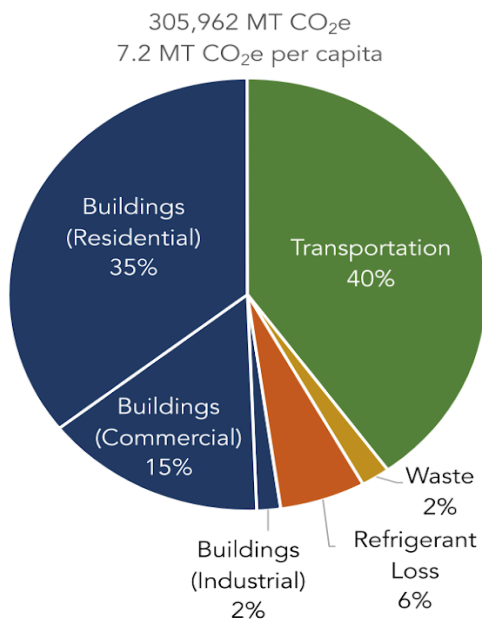
## Climate Action Plan Update

Recently, the City renewed their commitment to climate change planning through a variety of efforts, many supporting an update to the Climate Action Plan (first adopted in 2010). In 2017, the Edmonds City Council adopted Resolution No. 1389 committing the City of Edmonds to achieve or exceed at the local level the goals established in the Paris Climate Agreement. The City created an Edmonds climate action plan webpage to provide information related to various climate action activities the City of Edmonds is pursuing to alleviate climate change.<sup>37</sup>

Also occurring in 2017, the City of Edmonds recently gained an updated inventory of community GHG emissions along with a policy gap analysis to help inform Climate Action Plan updates.<sup>38</sup> The results of the inventory are described below in Exhibit 8.

### Exhibit 17. Edmonds 2017 Local Emissions

Source: <https://www.edmondsclimate.com/solutions>



The largest sources of local greenhouse gas emissions were:

#### 52% Buildings

Stationary use by residential, commercial, and industrial buildings.

#### 40% Transportation

Transportation energy, and particularly on-road vehicle transportation, of passengers and freight.

#### 6% Refrigerant loss

Process emissions and product use are lost from transportation and building cooling systems.

#### 2% Waste

Waste disposal in landfills and wastewater treatment.

<sup>37</sup> Climate. Edmondswa.gov. (2021). Retrieved 10 August 2021, from <https://edmondswa.gov/services/sustainability/climate>.

<sup>38</sup> City of Edmonds. (2018). *City of Edmonds Climate Action Plan – Task 3: Policy Gap Memorandum*. Edmonds. Retrieved from [https://a4504e0a-bf52-42da-9496-ba664a077eba.filesusr.com/ugd/09fdff\\_170fd312b755406191dd5c1dbc9b28df.pdf](https://a4504e0a-bf52-42da-9496-ba664a077eba.filesusr.com/ugd/09fdff_170fd312b755406191dd5c1dbc9b28df.pdf)

The GHG inventory performed in 2017 helped define 10 categories of strategies, many of which fall under similar but adapted categories that were included in the initial 2010 plan: Buildings and energy, Transportation and Waste and Natural Resources.<sup>3940</sup>

**Exhibit 18. Greenhouse Gas Inventory Strategies**

Source: *Climate*. Edmondswa.gov. (2021). Retrieved 10 August 2021, from <https://edmondswa.gov/services/sustainability/climate>.

Buildings & Energy	Transportation	Waste & Natural Resources
<ol style="list-style-type: none"> <li>1. Replace fossil fuels with renewable energy resources for energy that is supplied to the community               <ul style="list-style-type: none"> <li>▪ Increase amount of electricity generation by solar power</li> </ul> </li> <li>2. Improve efficiency of existing buildings and infrastructure               <ul style="list-style-type: none"> <li>▪ Reduce electricity consumption and energy intensity of existing buildings by sector</li> <li>▪ Improve efficiency of wastewater treatment plant</li> </ul> </li> <li>3. Improve efficiency of new buildings</li> </ol>	<ol style="list-style-type: none"> <li>4. Reduce vehicle miles traveled (VMT) through more sustainable land use patterns (transit-oriented development, local efficiency)</li> <li>5. Reduce VMT by improving transit systems</li> <li>6. Reduce VMT by promoting active transportation</li> <li>7. Promote carpooling and vehicle sharing</li> <li>8. Promote electric vehicles and other low-carbon vehicles</li> </ol>	<ol style="list-style-type: none"> <li>9. Increase carbon sequestration</li> <li>10. Reduce material consumption, waste generation, and resource depletion</li> </ol>

Largely the existing CAP strategies have focused on mitigation and emission reduction. A draft of the ongoing Climate Action Plan update was shared with the consultant staff in April 2022. The draft included sections previously included in the 2010 CAP, and new sections;

- Equity
- GHG Inventory
- Buildings and Energy
- Transportation and Land Use
- Environment
- Lifestyle and Consumption
- Economy
- Tracking

<sup>39</sup> *Climate Solutions*. Edmondsclimate.com. (2021). Retrieved 10 August 2021, from <https://www.edmondsclimate.com/solutions>.

<sup>40</sup> City of Edmonds. Proposed Strategies for the Edmonds Climate Action Plan. Edmonds. Retrieved from [https://a4504e0a-bf52-42da-9496-ba664a077eba.filesusr.com/ugd/09fdff\\_b6a3b3a4b15f47cf9805234bb7139d40.pdf](https://a4504e0a-bf52-42da-9496-ba664a077eba.filesusr.com/ugd/09fdff_b6a3b3a4b15f47cf9805234bb7139d40.pdf)

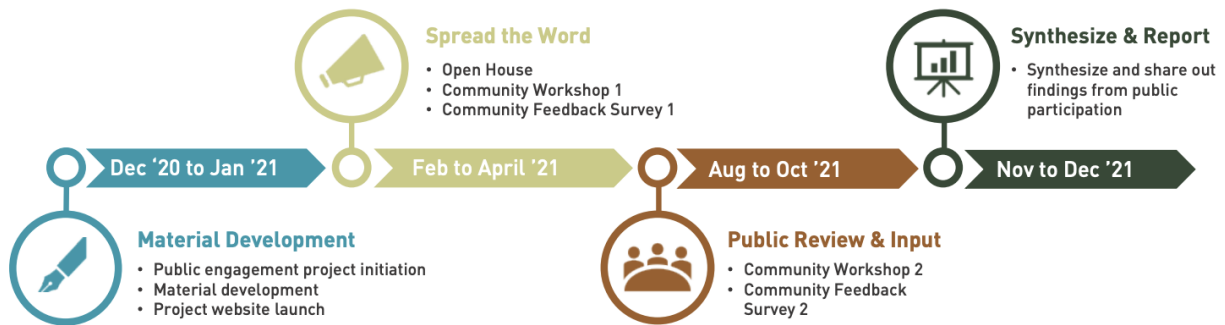
The additional section on equity shows promise by outlining how equity was incorporated into the strategies and actions of the plan, identify the co-benefits of equity and centers equity in identifying vulnerable community members and at-risk communities for disproportionate impact of action and inaction. The plan is not yet complete but is under review by the city as of July 2022.

Overall, the draft version of the updated CAP (2022) includes more adaptation measures than previously included such as actions to develop plans for adapting to sea level rise in Edmonds (EN 3.1), for a resilient local energy supply in the event of outages due to extreme weather or fires (EN 3.3), and for upgrades to stormwater systems (due to higher intensity storms, EN 3.4). The CAP also includes new actions associated with adapting to extreme heat events such as by creating cooling centers, identifying vulnerable residents, and other preparation measures (EN 3.5, 3.6, 3.7). Overall, the CAP now emphasizes preparing communities for future climate change impacts.

The present climate action planning update process involves a multi-pronged public engagement approach. The City of Edmonds hosted a virtual open house February 18<sup>th</sup>, 2021 and Community workshop on March 25<sup>th</sup>, 2021 accompanied by a survey that gave the community an opportunity to provide feedback on current proposed strategies and recommend potential new ones. The team is hosting open houses during the summer 2022. \*These engagement activities are currently underway.

**Exhibit 19. Climate Action Plan Timeline**

Source: City of Edmonds Climate Action Plan Engagement Materials, Project Fact Sheet, 2021 (CAP planning is underway)



**Equity Planning in Edmonds**

The City’s support of a Diversity Commission in 2015 signifies their commitment to integrate equity considerations into planning. However, additional work remains to address equity comprehensively and meaningfully in the City’s processes and policies.

The City of Edmonds Diversity Commission’s purpose is to promote an environment that accepts, celebrates, and appreciates diversity in the City of Edmonds. The nine-member volunteer advisory Commission intends to:

- *“Serve as a resource for the City and community by providing information, education and communication that facilitates better understanding and celebrates our differences,*
- *Provide recommendations to the Mayor and City Council that identify opportunities to address diversity issues, promote diversity programs, and/or provide guidance to create a more accessible, safe, welcoming and inclusive government and community and*
- *Assist the City of Edmonds in supporting and challenging all areas of government and the community to eliminate and prevent all forms of discrimination.”<sup>41</sup>*

The Commission leads and supports activities, such as a film series, a collaboration with the Arts Commission for small grants, and a Social Justice Book Club. They also promote 211 Services and community and regional resources and organizations. In January 2021, the Diversity Commission developed a community Equity Toolkit for local business owners.

The City of Edmonds Mayor’s office has also established a related equity effort, the Equity and Social Justice Task Force, in August 2020 to advise the Mayor on equity and justice issues. The task force was mandated to develop an Equity Toolkit and Equity Work Plan. They released their first report in January 2021, focusing on Public Safety/Policing in the City of Edmonds.<sup>42</sup>

The City additionally continues to invest in ways to enhance equity in their engagement processes. In Summer of 2022, the City developed a draft Equitable Engagement Framework intended to provide a consistent guide for the City of Edmonds to deploy appropriate level of engagement and communication, provides suggested strategies and tactics, and outlines principles for making decisions. The plan includes nine guiding principles:

**Exhibit 20. Guiding Principles For Equitable Community Engagement**

Source: Draft Equitable Engagement Framework (July 2022).

Guiding Principles		
1. Inclusion and mutual respect	4. Meet people where they are	7. Transparency and accountability to build trust
2. Culturally relevant	5. Responsiveness to community	8. Resource investment
3. Prioritize engagement with and feedback from historically overlooked and marginalized communities	6. Early involvement and timely communication	9. Relationship building

Draft strategies broadly encourage those planning for engagement to:

- Increase community presence and involvement,
- Establish multi-faceted engagement and connections,

<sup>41</sup> Diversity Commission. Edmondswa.gov. Retrieved 10 August 2021, from [https://edmondswa.gov/government/boards\\_and\\_commissions/diversity\\_commission](https://edmondswa.gov/government/boards_and_commissions/diversity_commission).

<sup>42</sup> Equity and Social Justice Task Force, City of Edmonds Mayor's Office. (2021). *Equity and Social Justice Task Force Report to Mayor Nelson On Public Safety/Policing*. Edmonds. Retrieved from [https://edmondswa.gov/UserFiles/Servers/Server\\_16494932/File/Government/Departments/Mayor's%20Office/Equity\\_and\\_Social\\_Justice\\_Task\\_Force\\_Report\\_1\\_26\\_2021.pdf](https://edmondswa.gov/UserFiles/Servers/Server_16494932/File/Government/Departments/Mayor's%20Office/Equity_and_Social_Justice_Task_Force_Report_1_26_2021.pdf)

- Invest in areas beyond downtown and communities that have been historically left out,
- Establish city staffing and processes that reflect diversity,
- Create an inclusive atmosphere citywide and,
- Operate with transparency.

## Matrix of Plans, Policies, and Toolkits Reviewed

While not an exhaustive list, these plans are described in Exhibit 21 starting with the state and region, and then narrowing in on Edmonds-specific plans.

### Exhibit 21. Key Plans, Policies, and Toolkits Reviewed for the City of Edmonds

Source: Summarized by ECONorthwest.

Plan, Year	Agency	Description, Key Findings
Growth Management Act (GMA) and Related Laws (2017), Washington State	Department of Commerce	The GMA is a series of laws established to manage urban growth in Washington State. The GMA identifies 14 goals, which provide comprehensive planning guidance to jurisdictions that are required to meet GMA goals, rules, and compliance requirements.
Washington State Ferries (WSF), 2040 Long Range Plan (2019) <sup>43</sup>	<a href="#">Washington State Department of Transportation (WSDOT)</a>	<p>WSF, a division of the WSDOT, operates the largest ferry system in the U.S. and the ridership is forecasted to grow by more than 30 percent by 2040. The Edmonds/Kingston annual ferry ridership is projected to increase from 1.914 million passengers to 3.36 million passengers per year and from 2.068 vehicles/drivers to 2.514 vehicles/drivers per year. The WSF developed a long-range plan to help accommodate this growth and address issues associated with an aging fleet and terminal infrastructure, the need for technological advancements, and the need to increase sustainability, conserve fuel and prepare for climate change. The ferry system provides access to employment centers, opportunities associated with tourism and trade, and a critical lifeline to medical services for some residents.</p> <p>This plan calls for the replacement of 13 Washington ferries and increased availability of standby vessels over the next 20 years. The plan also includes strategies to convert vessels and infrastructure on the Edmonds/Kingston Route to electric-hybrid by 2030. Electrification of most terminals is proposed to support a future electric fleet. With this conversion, the WSF fleet is estimated to have a 50 percent reduction in emissions and fuel consumption, and it is expected to result in tremendous cost savings. Momentum for this conversion is building with funding allocated by the state in 2018 to study the conversion of three vessels consisting of replacement of diesel engines with hybrid propulsion technology and the installation of charging infrastructure at the terminals. This new technology has the added benefits of reduced noise and vibration which in turn lessens the effects on orcas and other marine life.</p>

<sup>43</sup> WSF, WSDOT. 2019. <https://wsdot.wa.gov/ferries/about-us/planning/long-range-plan/the-plan>

Plan, Year	Agency	Description, Key Findings
		Sustainability is also promoted in the plan by supporting mode shift investments associated with walk-on and bike-on passengers. In addition, the plan calls for ferry service enhancements, including increase vessel carrying capacity and service hours for the Edmonds ferry. Conflicts with railway traffic along the Edmonds waterfront can interrupt ferry loading and unloading of pedestrians and motorists accessing the terminal. The Washington State Rail Plan forecasts that traffic on the BNSF tracks in Edmonds will increase in frequency and train length; consequently, this issue likely will need to be addressed. The plan calls for WSF to report GHG and travel time savings.
VISION 2050 (2020), Puget Sound region (King, Kitsap, Snohomish, and Pierce counties)	<a href="#">Puget Sound Regional Council (PSRC)</a>	VISION 2050 provides guidance for countywide planning policies and local comprehensive plans. PSRC reviews and certifies comprehensive plans to ensure consistency and they guide the allocation of regional and federal transportation funding. Equity is recognized more directly in the plan particularly related to housing and displacement. <sup>44</sup> More detail is provided in another section on how equity and climate change planning is addressed.
Regional Transportation Plan (2018), PSRC	<a href="#">PSRC</a>	<p>The Regional Transportation Plan has several components which address climate change planning in the region as it connects to transportation. As the Regional Transportation Planning Organization, PSRC also maintains the Regional Transportation Plan to address long-range needs. The 2018 plan includes a four-part GHG emissions reduction strategy and a water quality maintenance strategy which set a framework for climate change planning. Water quality improvement goals are closely tied to both climate change mitigation and adaptation priorities and these strategies have ancillary benefits to water quality. Reducing the number of vehicle miles traveled limits the amount of pollution (such as by reducing atmospheric nitrogen deposition and gasoline flowing into the watershed that enters both the water and the air). The plan also seeks to manage stormwater through increasing pervious surfaces, restoring natural channels in urban streams, and improving spill response, which would promote resilience to flooding and severe storm incidents. Additionally, the plan covers upgrading infrastructure like culverts and drainage facilities to improve their environmental performance, which also improves resilience to increased flooding events. The plan recognizes the need for more multimodal transportation options such as ferries and passenger-only ferries.</p> <p>The “Four-Part Greenhouse Gas Strategy” in the PSRC’s Regional Transportation Plan is made up of several mitigation strategies that limit the region’s contribution to greenhouse gases.</p> <ul style="list-style-type: none"> <li>• The first part of the strategy is centered on land use policies that promote density and transit-oriented development. These policies seek to reduce the number of vehicle miles that must be traveled between work and home and their associated emissions.</li> <li>• The second part of the strategy focuses on implementing user fees for state driving infrastructure, such as congestion pricing or toll lanes. These tools force drivers to internalize</li> </ul>

<sup>44</sup> Consistency means that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system



Plan, Year	Agency	Description, Key Findings
		<p>the cost of their GHG emissions and is intended to incentivize behavior change that aligns with public goals.</p> <ul style="list-style-type: none"> <li>• The third component of the strategy focuses on improving transportation choices. These include electrification of the transportation system, improving multimodal transportation options, and encouraging high occupancy transit. This reduces emissions through switching to clean energy and encouraging individuals to opt for transit instead of their passenger vehicles.</li> <li>• Finally, technology has a role to play in mitigating transportation’s contribution to GHG emissions. Fuel efficiency improvements, promotion of electric vehicles, and installation of charging infrastructure investments can all help achieve GHG emission reduction goals.</li> </ul> <p>This plan is slated for an update to respond to the priorities and growth strategy outlined in VISION 2050. The plan is expected to be updated by around May 2022. As part of this effort, PSRC is accepting applications for updates to the <a href="#">Regional Capacity Projects List</a>.</p>
PSRC Planning for the WHOLE Community Toolkit (2014)	<a href="#">PSRC</a>	<p>This toolkit provides information on a range of 25 different planning tools that local jurisdictions can use to promote health, equity, and sustainability in plans and policies. The 25 different resource guides (each around 4 pages in length) provide a description of specific tools, associated resources, and their local level implementation considerations and challenges and also provides a useful section outlining health, equity and sustainability considerations. Many of these tools provide helpful insights for supporting equity and climate action planning (such as the Community Engagement, Green Stormwater Infrastructure, Green Waste Management, GHG Emission Reduction Strategies, Sustainable Parks and Open Spaces, and various transportation tools). While each resource guide is designed to stand alone, many are closely related, and can be combined to create a suite of policies or programs that meets a jurisdiction’s needs. PSRC intends for this toolkit to be a living document that could be amended, expanded, and corrected as additional information and more tools and best practices become available. These tools could be helpful to review when for the evaluation of key Comp Plan updates.</p>
City of Edmonds Climate Action Plan Update	<a href="#">City of Edmonds</a>	<p>Edmonds City Council adopted <a href="#">Resolution No. 1389</a> committing the City of Edmonds to achieve or exceed at the local level the goals established in the <a href="#">Paris Climate Agreement</a>. This commitment affects the City of Edmonds Climate Action Plan (first adopted in 2010). Consequently, the City of Edmonds recently inventoried community GHG emissions in 2017 and determined that additional robust strategies are needed to reduce emissions from transportation, waste, and energy sectors in the Climate Action Plan. Thus, 10 strategies are proposed for the Climate Action Plan update, ranging from increased solar energy to promoting TOD, active transportation, and low-carbon mobility. Largely these strategies are focused on mitigation and emission reduction.</p>



