

**ORDINANCE NO. 24-0669**

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF EDGEWOOD, PIERCE COUNTY, WASHINGTON, RELATING TO LAND USE AND ZONING, ADOPTING FINDINGS AND CONCLUSIONS; ADOPTION OF A FULLY REVISED AND UPDATED COMPREHENSIVE PLAN IN ACCORDANCE WITH CHAPTER 18.60 OF THE EDGEWOOD MUNICIPAL CODE (EMC) AND RCW 36.70A.130 PURSUANT TO THE GMA PERIODIC UPDATE REQUIREMENT; ADOPTING AN UPDATED ZONING MAP IN EMC 18.80.030; STATING INTENT TO ADOPT CORRESPONDING DEVELOPMENT REGULATIONS, DIRECTING THE COMMUNITY DEVELOPMENT DIRECTOR TO SUBMIT THIS ORDINANCE TO THE DEPARTMENT OF COMMERCE; PROVIDING FOR SEVERABILITY; AND ESTABLISHING AN EFFECTIVE DATE**

**WHEREAS**, the City of Edgewood, Washington is a fully planning city under the state Growth Management Act (GMA), Chapter 36.70A of the Revised Code of Washington (RCW) which provides for the coordinated planning and growth by city and counties according to a series of goals; and

**WHEREAS**, in accordance with RCW 36.70A.130, fully planning cities in Pierce County are required to review and revise their comprehensive plans and development regulations on or before December 31, 2024, as part of a routine and periodic update to local policies and regulations; and

**WHEREAS**, the City's Comprehensive Plan was last adopted in 2015 by Ordinance 15-0440 and subsequently amended in June 2020 by Resolution 20-0507 and includes the following elements: Natural Environment; Land Use; Community Character; Housing; Transportation; Parks, Recreation, Open Space; Utilities; Energy; and Capital Facilities; and also addresses strategies for Economic Development; and

**WHEREAS**, the City Council passed Resolution 23-0684 on September 12, 2023, announcing the start of the Comprehensive Plan Periodic Update process, adopting a Public Participation Plan, and deferring annual docketing and application review for the years 2023 and 2024 during such process; and

**WHEREAS**, the City last amended the Official Zoning map via Ordinance 21-0605 that took effect on April 20, 2021; and

**WHEREAS**, throughout the 2024 Comprehensive Plan Update, a continuous and broad effort has been made to engage the public and encourage their participation in the project, including creation of a project website with regularly updated content, creation of an e-mail distribution list for interested community members, public notices and information in the City's quarterly magazine, direct mailings and flyers, posts and announcements on the City's social media; multiple community workshops and open houses, surveys, comment forms, contacting City staff, and public presentations and hearings at City Planning Commission and City Council meetings; and

**WHEREAS**, the City of Edgewood City Council has established a process and criteria for making modifications to the City's Comprehensive Plan in EMC Chapter 18.60, including text and map amendments in accordance with the GMA and State Law; and

**WHEREAS**, the Planning Commission has reviewed all text of the existing Comprehensive Plan and oversaw the development of the 2024 Plan update including goals and policies contained in the Plan; and

**WHEREAS**, the Edgewood Comprehensive Plan for 2024-2044 includes an Introduction and the following chapters (Elements): Natural Environment; Land Use; Housing; Town Center; Transportation; Parks, Recreation, Open Space and Trails; Capital Facilities and Utilities; Energy; and Economic Development, together with technical Appendices; and

**WHEREAS**, the Planning Commission has reviewed the maps, figures, and tables in the existing Comprehensive Plan and oversaw the revisions as part of the Comprehensive Plan Update, including the Comprehensive Plan and Land Use Map; and

**WHEREAS**, the Planning Commission held a series of workshops and meetings regarding the Comprehensive Plan update including an Open House event on October 23, 2024; and

**WHEREAS**, the City's Economic Development Advisory Board (EDAB) and Parks Board also participated in the process during their meetings in the summer of 2024; and

**WHEREAS**, the general public has had ample opportunities to suggest areas of study for consideration and outreach has been conducted with Tribes, agencies and key stakeholders; and

**WHEREAS**, in accordance with the State Environmental Policy Act (SEPA), the City's SEPA Responsible Official issued a Determination of Nonsignificance (DNS) on October 6, 2024, under file # 24-007-CODE, and the threshold determination was not appealed; and

**WHEREAS**, pursuant to RCW 36.70A.106, the City sent its notice of intent to adopt the proposed comprehensive plan amendments to Department of Commerce on October 7, 2024, which was greater than sixty (60) days prior to the adoption date of this Ordinance; and

**WHEREAS**, on November 6, 2024, the Planning Commission held a duly noticed public hearing on the proposed plan; and

**WHEREAS**, on December 9, 2024 the Planning Commission voted 6-0 to recommend adoption of the Plan to Council; and

**WHEREAS**, the City Council considered the proposed comprehensive plan amendments at their study session held on December 3, 2024; and

**WHEREAS**, the City Council finds that the proposed 2024 Comprehensive Plan Update meets the criteria set forth in the Edgewood Municipal Code, and meets the requirements of the GMA; and

**WHEREAS**, the City Council finds that the Plan describes the community vision for the next 20 years and sets out goals and policies to help achieve that vision and creating a basis for the city's regulations and guiding future decision-making; and

**WHEREAS**, the City Council finds that the proposed Future Land Use Map is consistent with the City's planning goals and objectives; and

**WHEREAS**, the City Council finds an amendment to the City’s Zoning Map is necessary to implement the Comprehensive Plan and the Zoning Map can be amended pursuant to a legislative change; and

**WHEREAS**, the City Council finds that the proposed Future Land Use Map and the Plan Elements are consistent with each other, the Pierce County Countywide Planning Policies, the PSRC VISION 2050 Plan and the GMA;

**WHEREAS**, the City Council desires to update Edgewood’s Comprehensive Plan to comply with periodic update requirements set forth in the GMA and reflect the current long-range goals and policies of the City; and

**WHEREAS**, adoption of this Ordinance completes the City’s periodic update of its comprehensive plan in accordance with RCW Chapter 36.70A.

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF EDGEWOOD, WASHINGTON, DO ORDAIN AS FOLLOWS:**

**Section 1. Adoption of Findings and Conclusions in Support of the Comprehensive Plan Periodic Update.** The City Council hereby adopts the findings and conclusions of the Planning Commission in their December 9, 2024 recommendations and incorporates the Planning Commission recommendations by reference.

**Section 2. Adoption of the City of Edgewood Comprehensive Plan 2024-2044.** The City Council hereby adopts the City of Edgewood Comprehensive Plan 2024-2044 as shown in Exhibit A, attached hereto and incorporated herein by this reference.

**Section 3. Adoption of an updated Zoning Map.** The City Council hereby adopts the City of Edgewood Current Zoning Map as shown in Exhibit B, attached hereto and incorporated herein by this reference. The Community and Economic Development Director is directed to update the City’s Official map, “City of Edgewood Zoning Map” within the geographic information system (GIS) and this map is incorporated into the Title 18 of the Edgewood Municipal Code as if fully set forth herein.

**Section 4. Intent to Adopt Development Regulations.** The City Council hereby states its intent to adopt development regulations corresponding with the changes to the Comprehensive Plan. The Planning Staff and the City Attorney shall prepare the necessary ordinances so that, following adoption of this Ordinance, the Council may formally adopt said development regulations in separate ordinances in the manner required by law.

**Section 5. Directing Submission to Department of Commerce.** Pursuant to RCW 36.70A.106, the Community Development Director or designee shall transmit a complete and accurate copy of this Ordinance and attachments to the Washington State Department of Commerce within ten (10) calendar days of the date of passage.

**Section 6. Submittal to the Puget Sound Regional Council (PSRC).** State law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning

requirements in the GMA. The Community Development Director is hereby directed to send the plan to PSRC for certification.

**Section 7. Severability.** If any section, sentence, clause or phrase of this ordinance should be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance.

**Section 8. Effective Date.** A summary of this Ordinance consisting of its title shall be published in the official newspaper of the City and shall take effect and be in full force on January 1, 2025, as provided by law.

**PASSED BY THE CITY COUNCIL ON THE 10TH DAY OF DECEMBER 2024**

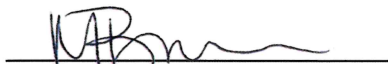


\_\_\_\_\_  
Dave Olson, Mayor

ATTEST/AUTHENTICATED:

  
\_\_\_\_\_  
Jill Schwerzler-Herrera, CMC  
City Clerk

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Maili C. Barber, City Attorney

*Date of Publication: December 13, 2024*

*Effective Date: January 1, 2025*

**Exhibit A**  
City of Edgewood Comprehensive Plan 2024-2044

# INTRODUCTION

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## **OVERVIEW**

The Edgewood Comprehensive Plan looks forward to 2044, provides a vision for the future, identifies goals and policies to achieve that vision, creates a basis for the City's regulations and guides future decision-making.

This plan builds on the City's existing Comprehensive Plan, responds to community needs and fulfills the Washington State **Growth Management Act** (GMA) requirements for periodic review. It also conforms to Pierce County's Countywide Planning Policies and guidance from the Puget Sound Regional Council's VISION 2050 Plan.

## **WHAT IS A COMPREHENSIVE PLAN?**

A comprehensive plan is a broad statement of the community's values and vision for its future. It is a policy road map that directs the orderly and coordinated physical development of the City for the next 20 years. It anticipates change and provides guidance for action to address and manage that change. The Edgewood Comprehensive Plan is specifically intended to sustain the small-town character, ambiance and charm that Edgewood has maintained throughout its history.

The Plan encompasses topics that address the physical, social, and economic health of the City. A comprehensive plan takes a long-range perspective. For this reason, guidance is intentionally general, providing broad direction that does not prescribe outcomes. A plan is also a living document that can be adapted to evolving conditions and offer a framework for considering of policy changes.

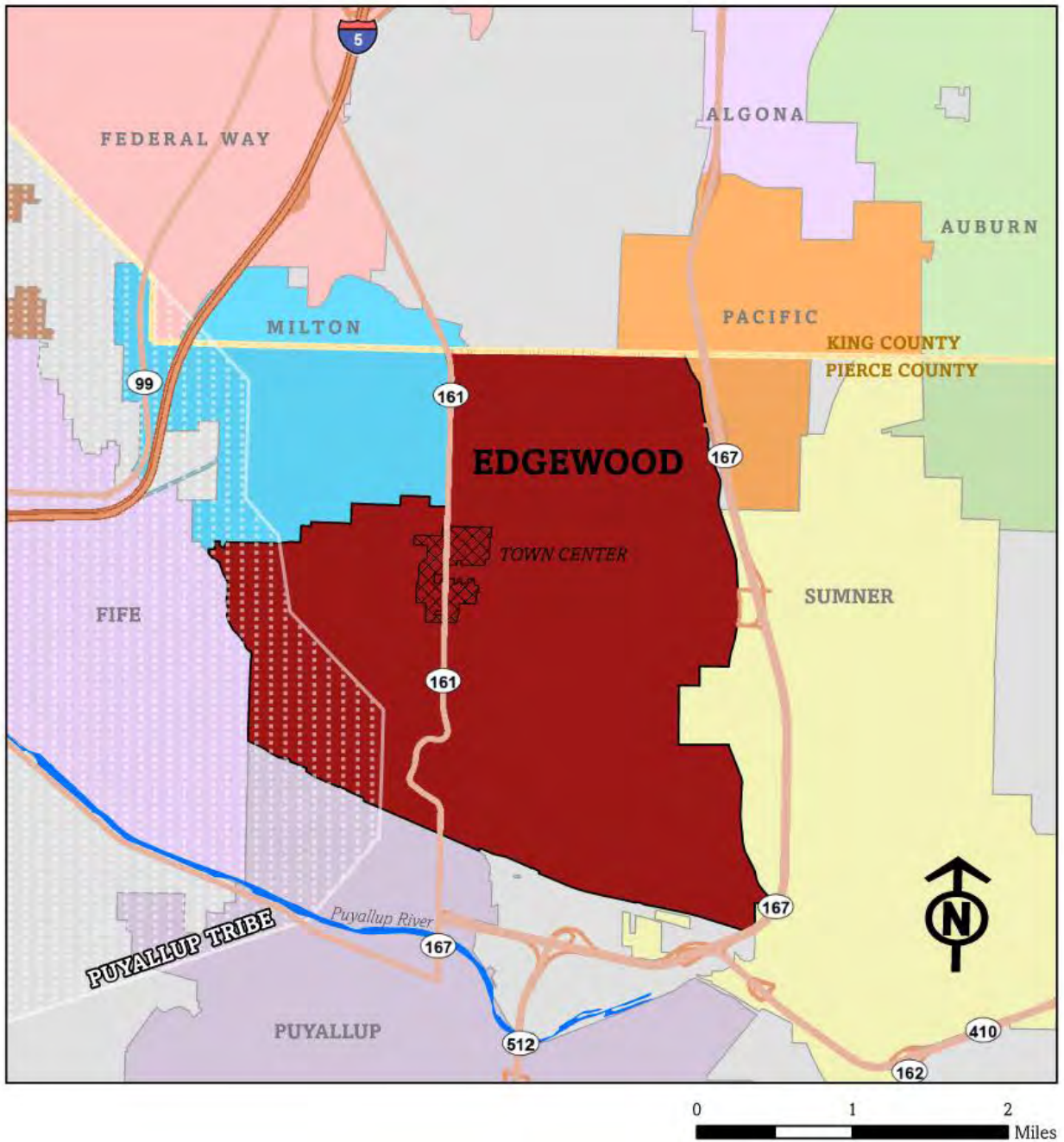
## **WHAT'S INSIDE THE PLAN?**

As established by the GMA, the City is required to include certain chapters, or elements, that address land use, housing, transportation, capital facilities and utilities. The City may also include chapters on other topics of local importance. In this case, the City of Edgewood has opted to include chapters on the environment, economic development, community character, parks, and energy, plus a Town Center Element. Each chapter contains associated goals and policies that guide future actions by the City. The contents of each element are briefly summarized in Table 1.

**Table 1: Plan Contents**

ELEMENT	ELEMENT FOCUS
Natural Environment	Environmental stewardship, water quality, air quality, fish and wildlife habitat, natural hazards, tree canopy, climate change
Land Use	Land use classifications to meet projected growth, land use patterns, compatibility, sense of place, environmental protection, healthy living, equitable land use decisions, site and building design, vegetation and landscaping, public spaces, neighborhood character, and historic preservation
Town Center	Vision and guiding principles for the development of a vibrant, welcoming, and efficient mixed-use center in Edgewood; existing challenges and future opportunities
Housing	Housing capacity to meet projected growth, housing preservation, housing design, provision of a range of housing types to serve diverse needs and all economic segments of the community
Transportation	Transportation to support land uses envisioned by the Comprehensive Plan, movement of people and goods, transportation projects, financing, maintenance, safety, environmental protection
Parks, Recreation, Open Space, and Trails	Parks, trails and open space goals, policies and priorities as established in the City's Parks, Recreation, Open Space and Trails (PROST) Plan
Capital Facilities and Utilities	Facilities, utilities, and infrastructure needed for public services that will support planned population and employment, level of service standards, financing strategies, design and location, maintenance, collaboration with regional partners
Energy	Energy efficiency, conservation, alternative energy sources, public outreach and information, resiliency
Economic Development	Investment and economic opportunity, employment and industry trends and forecasts

Figure 1: Vicinity Map<sup>1</sup>



<sup>1</sup> The map depicts the Puyallup Tribe of Indians treaty boundary which covers a part of Edgewood; however, not all Tribe boundaries are shown on the map



## **PUYALLUP TRIBE OF INDIANS**

The City is located on the traditional homelands of the spuyaləpabš (people from the bend at the bottom of the river), also known as the Puyallup Tribe of Indians. The Puyallup people have lived on and stewarded these lands since time immemorial and continue to do so today. Traditionally, the Tribe has hunted, gathered, and fished throughout the Puget Sound, not just the Puyallup River Valley. In 1854, the Treaty of Medicine Creek established the initial Puyallup, Nisqually, and Squaxin Island Reservations and retained specific treaty rights to each people. The purpose of these lands is to house, sustain, and benefit the Puyallup people. The Treaty ceded lands that now encompass the entire geographical area of the City of Edgewood.

In 1857, the Puyallup Reservation area was expanded from what is now downtown Tacoma to include land in southwest Edgewood and the neighboring jurisdictions of Fife, Milton, Puyallup, Tacoma, and Pierce County. Approximately 10% of the City is located within the current boundaries of the Reservation (Figure 1).

Over the next century, the Tribe would see almost all of its lands sold off or taken as a result of inconsistent enforcement of the treaty. Despite this, the Tribe has persevered, actively working to purchase land within the Reservation and practice its traditional treaty rights to benefit its people. The Tribe is a major employer in Pierce County, with a total estimated employment of 1,300, and approximately 19% of the 5,800 enrolled tribal members (2021) live on the Reservation.

Today, the Puyallup Tribe of Indians has developed its own Comprehensive Land Use Plan, focused primarily on topics critical to maintaining treaty rights associated with access to housing, environmental stewardship, conservation of cultural resources, climate change, and economic opportunity. The Plan includes all land in Edgewood located west of Meridian Ave E.

*ʔuk'wədiid čəʔ ʔuhigwəd txwəl tiit ʔa čəʔ ʔal tə swatxwixwtxwəd ʔə tiit puyaləpabš. ʔa ti dxwʔa ti swatxwixwtxwəd ʔə tiit puyaləpabš ʔəstəʔlil tul'al tudʔ tuhaʔkw. didiʔ ʔa həlgwəʔ ʔal ti sləxʔil. dxwəstəʔlils həlgwəʔ gwəl ʔ'uyayus həlgwəʔ gwəl ʔ'uʔaxwəd həlgwəʔ tiit bədəʔəʔs gwəl tixdxw həlgwəʔ tiit ʔiisəds həlgwəʔ gwəl ʔ'uʔalalus həlgwəʔ gwəl ʔ'utxwəlšucidəb. xwəla...b ʔə tiit tuyəl'yəlabs.*

*We gratefully honor and acknowledge that we rest on the traditional lands of the Puyallup People. The Puyallup people have lived on this land since the beginning of time. They are still here today. They live, work, raise their children, take care of their community, practice their traditional ways and speak the Twulshootseed language – just as their ancestors did.*

The City of Edgewood recognizes the value of coordinated, meaningful, intergovernmental planning with the Puyallup Tribe of Indians, particularly in regard to:

- Housing;
- Natural resources;
- Cultural and archaeological preservation;
- Climate and resiliency planning; and
- Permit intake and review in for proposals within and directly impacting the Reservation.

## **A CURRENT SNAPSHOT OF EDGEWOOD**

The City of Edgewood is located in northern Pierce County. It borders the cities of Sumner and Pacific to the east, the City of Puyallup and unincorporated Pierce County to the south, the cities of Milton and Fife to the west and unincorporated King County to the north. The city comprises a land area of approximately 5,382 acres, or approximately 8.41 square miles.

Following homestead settlement of the region in the late 19th century, the area was mostly converted to farmsteads, orchards, grazing lands, and woodlots. The first known homesteader in the area that became Edgewood was William Benston. The local post office was established in 1894. The Seattle-Tacoma Interurban Railway began service in 1902, bringing significant growth and development to the area.

The City incorporated on February 28, 1996, and has maintained its character as a primarily residential community with a pastoral quality. While there is strong potential and pressure for urban growth, the community has expressed a desire to retain a small-town character and feeling.

The majority of residential units are single-family, but there are also recently constructed multi-family developments and duplexes located throughout the City. Commercial, mixed-use, and multi-family development is concentrated along Meridian Ave E, particularly near and in an area known as “Town Center,” where City Hall and the Civic Campus are

located.

Outside of the Meridian Ave E corridor and Town Center, the City is home to many small, home-based businesses. Public land uses, such as parks, schools, civic buildings, and utility facilities, are distributed throughout the City. Places of worship and the Mountain View Community Center are also important to the character of the community.

## **VISION AND PLANNING FRAMEWORK**

This section contains the City of Edgewood Comprehensive Plan Vision Statement and frameworks for planning for healthy communities, citizen participation and amending and implementing the Comprehensive Plan.

### **EDGEWOOD VISION**

A vision statement is an aspirational description of the future that the City is trying to achieve through its plans and actions. For this Comprehensive Plan, the vision statement uses words to paint a picture of the City of Edgewood in 2044.

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#### *Vision Statement*

*In 2044, we have preserved our small-town character, welcoming and family-friendly neighborhoods and our trees and open spaces. Town Center is the city's core and home to a vibrant local economy. Pedestrian and bike paths connect people and places throughout our community. We are fiscally sustainable, providing high-quality public services within our financial capacity. Similarly, we strive to be environmentally sustainable, living within the capacity of our natural systems. We are a community of active citizens who are engaged in the decisions that shape our future and make Edgewood a unique and special place.*

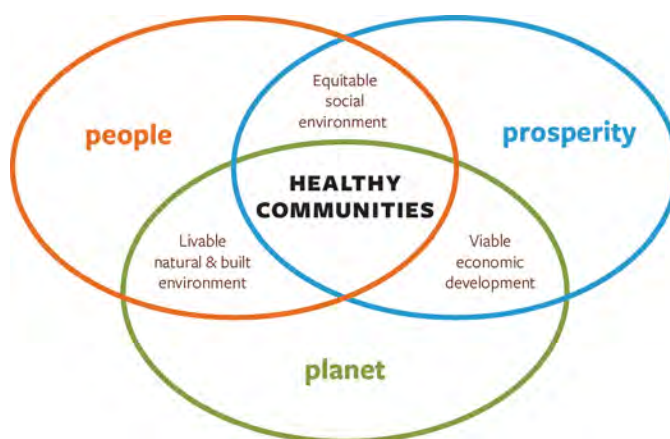
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## COMMUNITY HEALTH

Healthy communities are built on a foundation that considers the needs of the community with respect to environmental quality, economic vitality and social equity. As shown in Figure 2, healthy and sustainable communities are in balance with respect to people, prosperity and planet. Although health has not traditionally been a component of comprehensive planning processes, new state, regional and county policy guidance recognizes the link between health and the built environment. This guidance supports cities in assessing how they can improve the physical, social and mental wellbeing of community members.

The City of Edgewood has considered health as an integral part of the plan update and policies that promote healthy living are included throughout the Plan. For example, the Land Use Element contains policies that promote healthy living by supporting land use patterns that provide opportunities for people in Edgewood to be physically active and to eat healthy food.

Figure 2: Healthy Communities Diagram



## REGIONAL PLANNING AND VISION 2050

The Edgewood Comprehensive Plan was developed to support and help implement the multicounty policy guidance of VISION 2050. The following briefly summarizes how the city's Comprehensive Plan advances the overall direction established by VISION 2050.

Edgewood's Comprehensive Plan advances a sustainable approach to growth and future development. The plan considers sustainability holistically, with policies that support environmental, fiscal, and social sustainability. Collectively, these provisions ensure a

healthy environment as a legacy for future generations.

The Comprehensive Plan has been updated based on residential and employment targets that recognize VISION 2050. Through the targeting process the plan has identified the number of housing units in the city for the year 2044 and establishes a realistic approach to providing affordable housing in our community.

The Comprehensive Plan addresses each of the policy areas in VISION 2050.

- Comprehensive plan policies address habitat protection, water conservation, air quality, and climate change.
- Environmentally-friendly development techniques, such as low-impact development and stormwater management techniques are supported.
- The plan calls for compact urban development focused in the Town Center and supports the City's design guidelines for mixed-use development.
- The housing element commits to expanding housing production at all income levels to meet the diverse needs of both current and future residents.
- Economic development policies support a distinctive built and natural character and high quality of life as key economic development drivers.
- Transportation policies advance cleaner and more energy efficient mobility, with strategies that advance alternatives to driving alone.
- Transportation planning is coordinated with the state and neighboring jurisdictions, including level-of-service standards and concurrency provisions. Public service policies emphasize sustainability and conservation.
- The Plan also addresses local implementation actions in VISION 2050.

## **CITIZEN PARTICIPATION**

An active public participation program was an essential part of the 2024 Comprehensive Plan update. The public participation effort was intended to achieve specific desired outcomes, including:

- Providing clear information to the public on the purpose of the update process and how it worked;
- Public meetings and events designed to provide opportunities for all interested parties to be heard, and for people to listen and learn from one another;
- Public participation events conducted in locations and at times where it will be convenient for citizens to contribute to the update process and provide opportunities for involvement from individuals who are unable to attend

- meetings;
- Broad participation of all interested groups and individuals regardless of point of view;
  - Consideration of all participant viewpoints, even if views are not reflected in the outcomes; Encouragement of participation across all populations, including vulnerable and overburdened populations, in alignment with the planning goals of RCW 36.70A.020; and
  - A transparent process that clearly documents all public input and makes it available for public review.

In order to achieve these goals, the City undertook a wide variety of activities. The City utilized a series of open houses and community surveys to both relay information on the update process and to receive meaningful public input. Main components of the communication program included:

- **Surveys:** The City conducted three public surveys: community preference, land use & housing, transportation.
- **Public Workshops / Open Houses:** The City hosted 6 total public workshops and open houses: kick-off open house, key policy workshop, land use & housing strategies workshop, transportation workshop, land use and housing review workshop, and the final wrap up open house.
- **Webpage:** A specific website was set up for interested parties to receive updates, participate in surveys, submit comments, obtain notices and documents, and sign up for a mailing list. The City's website hosted a page dedicated to the 2024 Comprehensive Plan periodic update, including a link to the dedicated website.
- **Public notices:** Notices of workshops, public hearings, and other update events and milestones were placed on the website, posted at City Hall, and published in the Tacoma News Tribune (the local newspaper of record).
- **Comment forms:** Comment forms were made available at public facilities, such as City Hall and the Milton/Edgewood library, and at events.
- **Written Comments:** Written comments were taken in the form of letters or emails sent to the City regarding the plan.
- **Planning Commission meetings:** Between mid-2023 and adoption of the Comprehensive Plan in 2024, the Planning Commission met approximately numerous times to review information, discuss policy issues and make

recommendations on policy direction. All meetings were open to the public and public comment was invited. Meetings were held in the evening to maximize public participation. Planning Commission meeting information was also posted on the City's website.

## **FRAMEWORK FOR CITIZEN PARTICIPATION**

Going forward, active citizen participation remains a vital component of the City's planning process. The framework for citizen participation is as follows:



## **FRAMEWORK FOR IMPLEMENTING THE COMPREHENSIVE PLAN**

Consistent with GMA requirements, the Comprehensive Plan also includes discussion focused on actions necessary to implement the Plan. This includes:

- Developing a work plan, including a proposed schedule and priorities.
- Tracking and reporting on progress five years after the periodic update.
- Maintaining the Comprehensive Plan to ensure that changing conditions, including changes in the community and changes to regional, state and federal policies and regulation, are reflected in the Plan.

- Considering amendments to this plan no more than once a year (with certain exceptions such as initial adoption of a subarea plan, amendment of the capital facilities element that is part of the adoption or amendment of the City budget). Emergency amendments are permitted under certain circumstances.
- Ensuring that the Comprehensive Plan, development regulations, City and other agency functional plans and budgets are mutually consistent and reinforce each other.
- Collaborating with partners to address regional policy issues, including city, county, state, federal and tribal governments; regional entities; the private sector; non-profit organizations; research institutions and community groups.
- Establishing a process to verify that proposed regulatory or administrative actions do not result in an unconstitutional taking of private property.



# NATURAL ENVIRONMENT



## INTRODUCTION

Edgewood's environment is comprised of both natural and built features. Scenic views, mature trees, rugged slopes, natural vegetation, streams, wetlands and depressional potholes are some of the aspects of the natural environment that Edgewood citizens value. The relationships between the City's natural environment and development have profound impacts on the quality of life in Edgewood. Edgewood's very name reflects the importance of the natural environment to community identity.

As development pressure intensifies in Edgewood, the protection of the natural environment becomes more important. The City must continually assess the relationship between the natural and built environments and evaluate the potential impacts of development on the environment and the community. Maintaining a quality natural environment in the City depends on coordinated actions between government, the private sector, and individuals.

This Natural Environment Element guides City efforts to protect and enhance the natural environment for present and future residents and provides a framework for achieving land use and development practices that are compatible with the natural environment. It is intended to meet the objectives of the state's Growth Management Act (GMA), the federal Endangered Species Act (ESA), State Environmental Policy Act (SEPA), County-Wide Planning Policies for Pierce County and other applicable federal, state and county policies.

This Element also provides guidance for reducing the risks to people, property, and the environment posed by geological and flood hazard areas. The City's Hazard Mitigation Plan and the Pierce County's Hazard Mitigation Plan both provide additional mitigation strategies and background information about natural hazards.

Some environmental impacts from development (e.g., heat island effect, greenhouse gas emissions) are not currently regulated by city code or state regulations. However, in 2023 the Washington State Legislature added a climate goal to the GMA. Accordingly, Edgewood is required add a *Climate Element* to the comprehensive plan by mid-2029, which will include topics addressing resilience and the mitigation of greenhouse gas emissions.

# **BACKGROUND INFORMATION**

## **OVERVIEW**

Edgewood was once primarily an agricultural and wooded area. Since incorporation, the City has become increasingly urban. Edgewood is located on top of a drumlin, an elongated plateau formed by glacial till. Most of the city area is located on this upland plateau bordered by the steep walls of the Puyallup River valley to the west and south and of the White River valley to the east and south. The southernmost portion of the City is in the Puyallup River valley. Elevations within the City begin at 20 feet above sea level and rise to approximately 500 feet. The highest elevations are found in the southeast corner of the City. There are several closed topographic depressions throughout the City, locally known as “potholes.” Natural areas within the City also include steep slopes, ravines, natural reserves, wetlands, streams, flood areas, aquifer recharge areas, native growth easements and stands of mature trees. These areas are found on both private and public property.

### *Climate*

The City experiences a typical maritime climate of mild, wet winters and relatively cool, dry summers. On average the city receives approximately 38.3 inches of precipitation annually, which occurs primarily in an eight-month period beginning in October and ending in May. The average annual temperature for the area is 50.8 degrees Fahrenheit. Over the course of a year, the temperature typically varies from 37 degrees Fahrenheit to 79 degrees Fahrenheit and is rarely below 27 or above 89 degrees Fahrenheit.

## **CRITICAL AREAS**

The GMA requires cities to develop policies and development regulations to protect critical areas using best available science. Critical areas include wetlands, areas with a critical recharging effect on aquifers used for drinking water, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat conservation areas. The City has identified and mapped many critical areas, shown in Figure 1, 2 and 3. Identification of additional critical areas is an ongoing process and generally occurs concurrent with development activities when critical area protection measures are applied as part of the application review.

As mandated by the GMA, the City of Edgewood's Critical Areas Ordinance (Codified at

Edgewood Municipal Code Title 14) promotes the maintenance, enhancement, and preservation of critical areas and environmentally sensitive natural systems by avoiding or minimizing adverse impacts from construction and development. Under the GMA, local governments are required to use the Best Available Science (BAS) when reviewing and revising policies and regulations for critical areas. “Buffers” are areas that may be adjacent to a critical area that have specific building and development activities restrictions intended to protect the resource. The plans and regulations designed to protect critical areas are not intended to deny a reasonable use of private and public property, but to assure that development on or near critical areas is accomplished in a manner that is sensitive to the environmental resources of the community.

Note: The locations of the critical areas in the figures below can also be found on the Edgewood GIS online mapping system. Additional critical areas maps and data can be found on the Washington State Department of Natural Resources (DNR) GIS open data portal and the Pierce County GIS open data portal.

Figure 1: Critical Areas - Steep Slopes

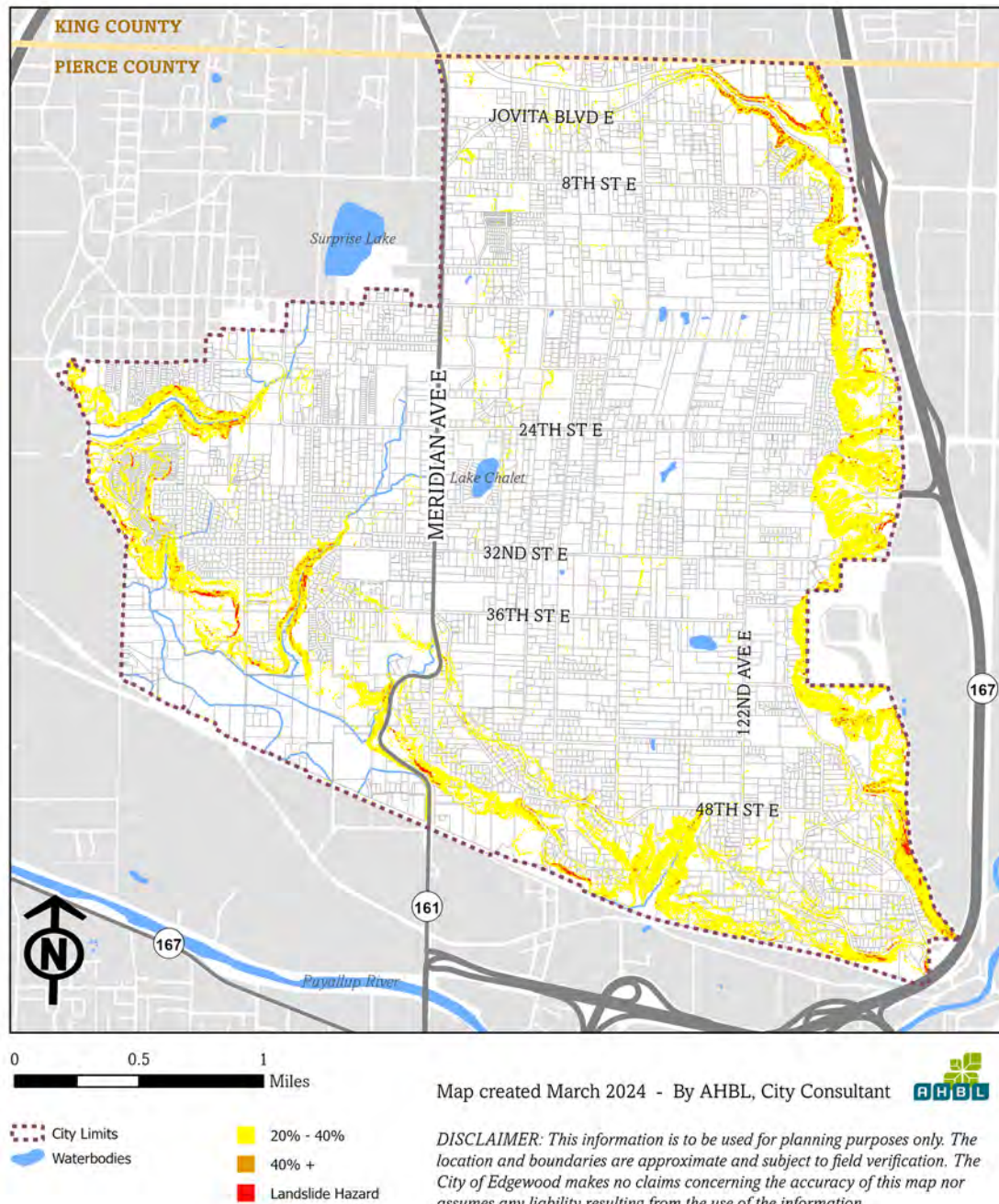
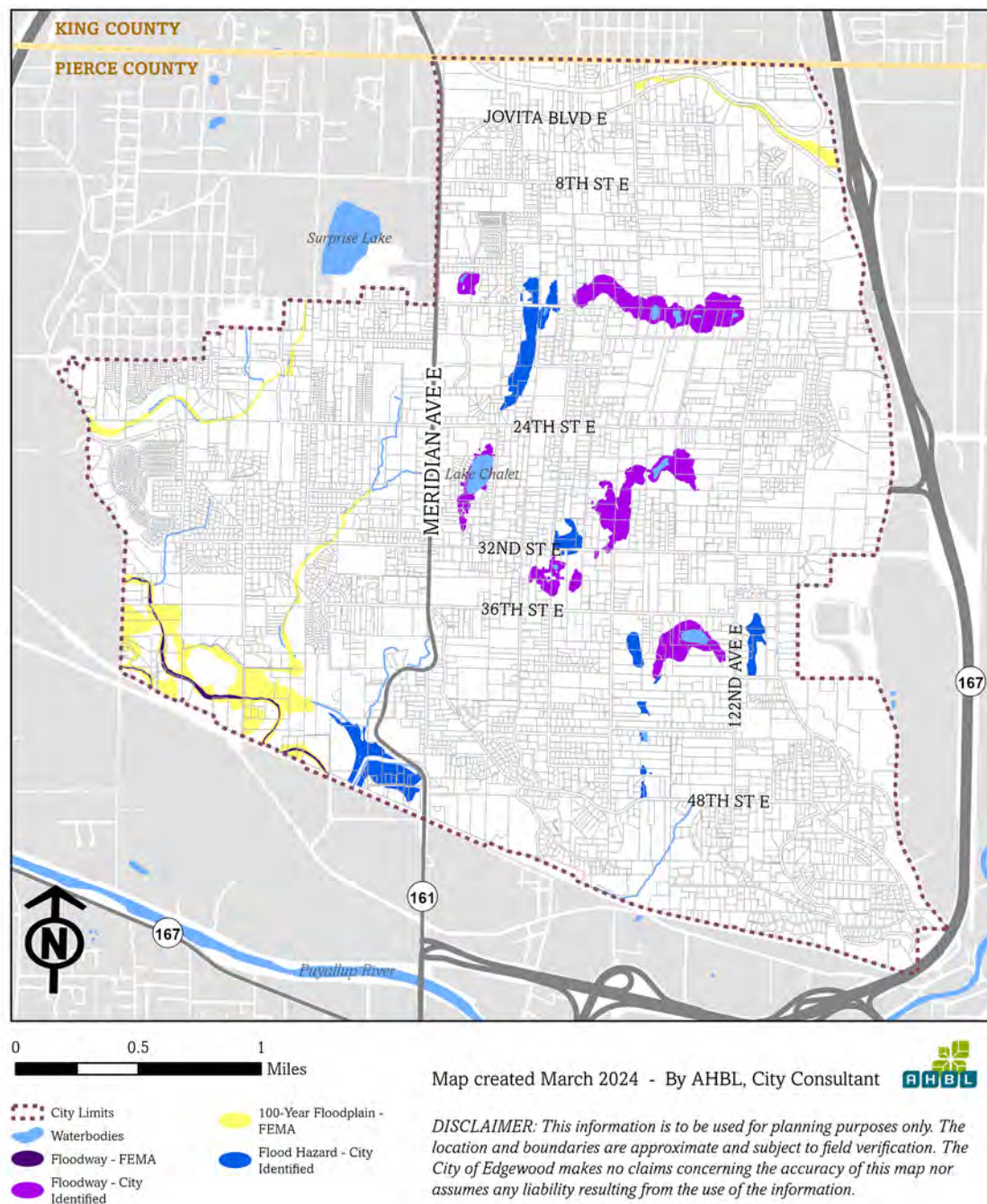


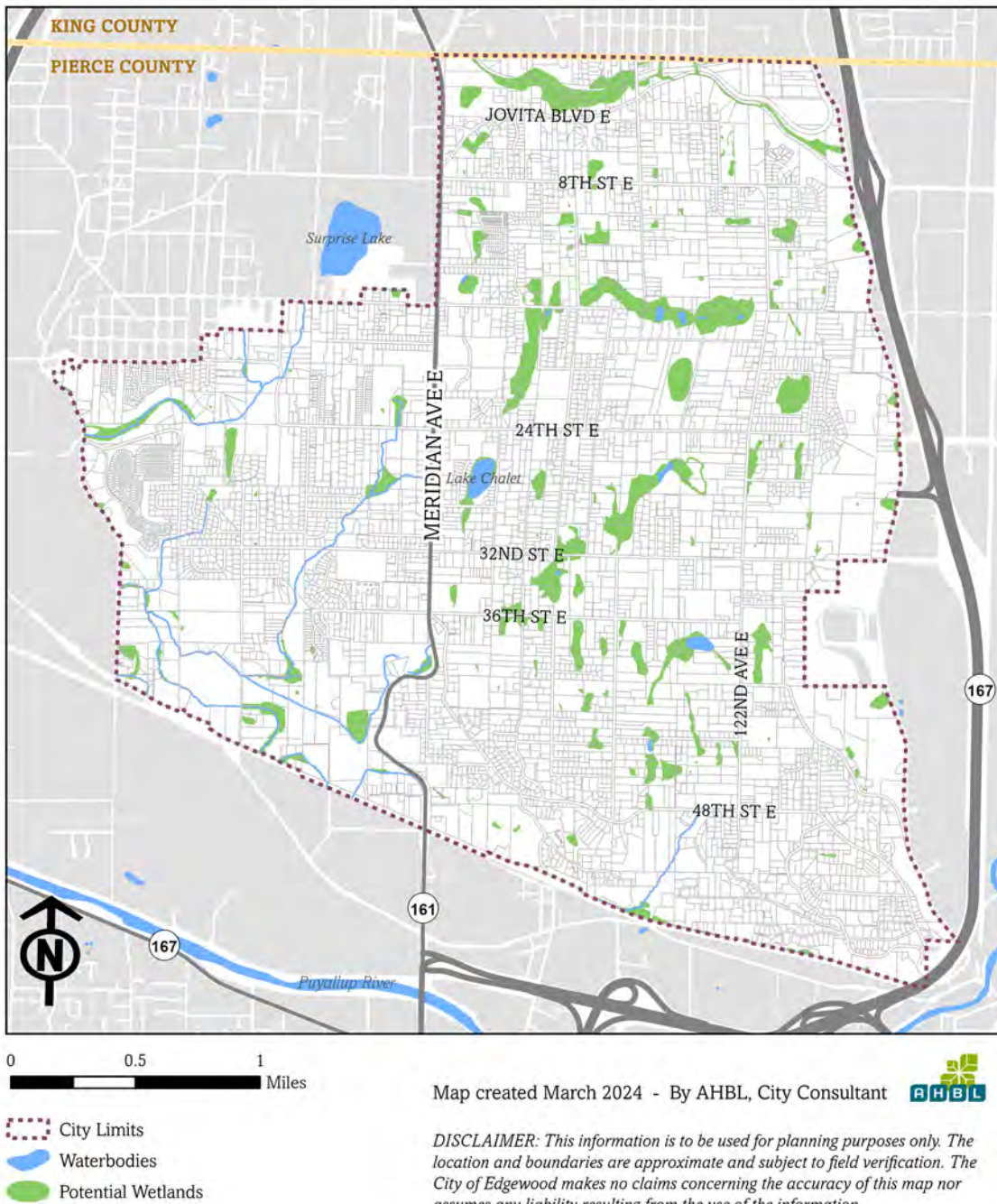


Figure 2: Critical Areas - Flood Hazards



The following map indicates the locations of wetlands within the City, excluding buffers required per EMC 14.40.030.

Figure 3: Critical Areas – Wetlands



## EARTH RESOURCES

### *Soils*

The soils of Edgewood are in the Alderwood-Everett association on the plateau and the Puyallup-Sultan association in the Puyallup and White River valleys in the eastern and southern portions of the City. On the plateau, the predominant soil is Alderwood, with large areas of Kapowsin. The plateau soils also contain large pockets of Everett, Indianola and Neilton soils. The valley areas in the southern and eastern portions of the City contain primarily Snohomish, Briscot, Puyallup, Shalcar and Sultan soils.

Near surface soil within Edgewood has varying runoff potential and infiltration

rates and thus varying degrees of suitability for development. The higher the runoff potential and the lower the infiltration rate, the less suitable an area may be for development. Table 1 to above shows the runoff potential and infiltration rate of each soil type within the City. Many exceptions to these classifications exist.

**Table 1: Soil Types**

SOIL TYPE	RUNOFF POTENTIAL	INFILTRATION RATE
Everett	Low	High
Indianola	Low	High
Neilton	Low	High
Puyallup	Moderately low	Moderate
Alderwood	Moderately high	Low
Sultan	Moderately high	Low
Briscot	High	Low
Kapowsin	High	Low
Shalcar	High	Low
Snohomish	High	Low

### *Geologically Hazardous Areas*

Geologically hazardous areas include areas susceptible to erosion, sliding, earthquake, or other geological events. They pose a threat to the health and safety of citizens when incompatible commercial, residential, or industrial development is sited in areas of significant hazard. Some geological hazards can be reduced or mitigated by engineering, design, or modified construction or mining practices so that risks to public health and safety are minimized. When technology cannot reduce risks to acceptable levels, development in geologically hazardous areas must be avoided.

### **Erosion**



Erosion is a natural process where rain, running water and wind loosen and transport soil from one location to another. Of these natural forces, erosion by rain and running water is by far the most common within the Puget Sound region. The susceptibility of any soil type to erosion depends upon the physical and chemical characteristics of the soil, its protective vegetative cover, slope length and gradient, intensity of rainfall, and the velocity of water runoff. The City contains areas that are prone to erosion activity. Steep slope areas and areas cleared of vegetation are the most susceptible to erosion.

### **Steep Slopes and Landslide Hazards**

The steepest slopes in the City are generally found along the southern, eastern, and western hillsides, and particularly Jovita Canyon near the Edgewood city limits, exceeding 30 percent in places. Potentially unstable slopes are a major hazard to people, structures, and other land uses and infrastructure. Landslide and steep slope hazards were evaluated in the City of Edgewood Surface Water Management Plan (SWMP, December 2018). The SWMP documented the observed presence of landslide features, soil conditions that are conducive to landslides and slope inclination.

### **Seismic and Volcanic Mudslide (Lahar) Hazards**

Seismic hazard areas are those areas subject to severe risk of earthquake damage because of settlement, lateral spreading, slope failure or soil liquefaction. These conditions occur in areas underlain by soils with low cohesion and density, usually in association with a shallow groundwater table. When shaken by an earthquake, certain soils lose their ability to support a load (such as a structure). Some soils will flow like a fluid; this process is called liquefaction. Loss of soil strength can also result in failure of the ground surface and damage to structures supported in or on the soil. Loose, water-saturated materials are the most susceptible to ground failure due to earthquakes. The primary areas of seismic hazards within the City of Edgewood are those along steep slopes, within valley bottoms, atop alluvial fans (for example, the mouth of Jovita canyon) and some areas of filled/graded land.

In addition to seismic hazards, some of the areas within Edgewood are prone to volcanic mudslide hazards. A major landslide on Mount Rainier, southeast of Edgewood, could affect some areas in the southwestern parts of the City.



## VEGETATION AND WILDLIFE HABITAT

Forested open space, wetlands, and native vegetation are important resources that should be preserved. Trees and native vegetation help stabilize soil on steep slopes and some tree stands can serve as wind and sound barriers. Trees provide oxygen, purify the air, slow and absorb stormwater runoff, stabilize slopes, prevent erosion, and provide shade. They can greatly enhance a community's appearance and provide natural beauty. Plants replenish the soil with nutrients and generate oxygen and clean pollutants from the air. The native vegetation found near creeks, lakes, wetlands and depressional potholes offer habitats for a wide variety of wildlife including migratory species. Less-developed wooded areas associated with stream courses and steep slopes also provide habitats for many birds and mammals. In addition, wetlands, depressional potholes, and riparian vegetation provide surface water storage and help clean surface water of pollutants and sediment and provide habitat for species regulated under the Endangered Species Act including the Northwestern Pond Turtle and Salmon. Forest cover also protects riparian habitat, keeping water temperatures cool.

The largest, most contiguous areas of native vegetation in Edgewood are primarily found on the southern, western, and eastern hillsides. These areas, together with wetlands and depressional areas, provide the highest quality wildlife habitat found in the City. However, areas of less intensive development also contain mature trees and other native vegetation, which provide secondary wildlife habitat and substantially contribute to the quality of life in the City.

Development often results in the conversion of habitat areas to other uses. The loss of certain types of habitat can have significant and adverse effects on the health of fish and wildlife species. The City has development regulations in place to protect and limit impacts to habitat during development. This includes critical fish and wildlife habitat areas, which provide habitat for species designated by state or federal agencies as endangered, threatened, sensitive, candidate, or priority species.

### *Wildland Urban Interface*

As described above, beautifully forested areas surround and extend into Edgewood. When urban development extends into areas that were previously undisturbed, an area known as the "Wildland – Urban Interface" forms. The Wildland-Urban Interface (WUI) can be thought of as a zone where natural areas and development meet. This is where the possible threat of wildfires on structures is increased due to the proximity of fire-prone vegetation near the structures. Climate conditions, weather patterns, topography,

hydrology, and development conditions all contribute to the set of conditions that can increase potential threat of catastrophic events. Through implementation of land use and related land development policies and regulations, the City can support mitigation, particularly where firefighting (or suppression) systems may be limited.

## AIR QUALITY

One of the basic characteristics of a livable city is clean air. Numerous federal, state, and regional agencies enact and enforce legislation to protect air quality. Good air quality in Edgewood, and in the region, requires controlling emissions from all sources, including: internal combustion engines, industrial operations, indoor and outdoor burning and wind-borne particles from land clearing and development. In the Puget Sound region, vehicle emissions are the primary source of air pollution and particulates and smoke generated from wildland fires across the Western US and Canada can also have substantial impacts.

Seattle-Tacoma International Airport is the major aviation hub connecting the Puget Sound region to cities across the globe which continues to grow and expand. Airplanes contribute to air pollution and can worsen air quality and pollution emitted from aircraft is often even smaller than pollutants emitted from roadways. Smaller pollution particles can filter into the body with greater ease, and cause health issues for vulnerable populations including pregnant women and youth. In addition, ultrafine particles are not monitored or regulated by the EPA. Thus, the impacts of air pollution as outlined in the study will likely worsen as passenger traffic increases at the airport. Edgewood lies south of SeaTac airport and within the flightpath aligning with the runways.

Local and regional components must be integrated in a comprehensive strategy designed to improve air quality through transportation system improvements, vehicle emissions reductions, and vehicle trip demand management strategies.

Air quality is measured by the concentration of chemical compounds and particulate matter in the air outside of buildings. Air that contains carbon monoxide, ozone, and particulate matter can degrade the health of humans, animals, and plants. Human health risks from poor air quality range in severity from headaches and dizziness to cancer, respiratory disease, and other serious illnesses, to premature death. Potential ecological impacts include damage to trees and other types of vegetation. Quality of life concerns relating to poor visibility and deposit of soot and other particulate matter on homes and other property are additional concerns.

The City seeks long-term strategies to address air quality problems, both on the local level, and also in the context of the entire Puget Sound Basin with coordination and major direction from the Puget Sound Air Pollution Control Agency.

## WATER

### *Drainage Systems and Flood Hazards*

Edgewood is part of the Puyallup River and White River watersheds. Drainage basins in the City include closed depressions, creeks, steep slope ravines, and year-round water bodies. Some of the closed depressions, locally known as potholes, are identified in the City of Edgewood Surface Water Management Plan.

Edgewood is located within the Puyallup-White River Watershed Resource Inventory Area (WRIA) 10. Watershed planning is performed at the regional level and the City participated in the creation and approval of the WRIA 10 Final Draft Watershed Restoration and Enhancement Plan<sup>1</sup>, adopted by Ecology in 2021.

The surface drainage system of the City of Edgewood also includes floodplains. Digital Flood Insurance Rate Maps (DFIRMS) prepared by the Federal Emergency Management Agency (FEMA) are official flood map used in the National Flood Insurance Program. These maps are regulatory tools and provide a lot of information including the location of “100-year” flooding (the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year) and “500-year” floods (areas of minimal flood hazard but which still have a 0.2-percent change of flooding in any given year). The City has designated the 100-year flood hazard areas as frequently flooded areas.

As development continues in Edgewood, it will affect water quality and stormwater quantity. New development can cause or aggravate drainage problems by increasing impervious area, reducing vegetative cover, changing runoff routes, accelerating runoff rate and in other ways. By increasing stormwater quantity and velocity, development can diminish water quality. Improvements and mitigation measures are needed to reduce the risk of erosion, landslides and flooding, and secondary impacts such as property damage, road closures, degradation of fish and wildlife habitat and inundation of septic systems.

### *Streams and Creeks*

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<sup>1</sup> Edgewood Resolution No. 21-0548

Numerous small streams and creeks are found within or adjacent to the City of Edgewood. Many of these streams have been placed in culverts, channels, or are otherwise altered. Jovita Creek flows eastward into the White River. Surprise Lake Creek begins within the City limits of Milton, flows through Edgewood, then out through Edgewood's western boundary. Wapato Creek flows through the southwestern corner of Edgewood, then westward into the City of Fife. Before leaving Edgewood, Wapato Creek is joined by Simons Creek. Coho salmon, steelhead and cutthroat are present in Jovita Creek, Simons Creek and Wapato Creek. Coho and steelhead spawn in Simons Creek and Jovita Creek.

Some portions of the watersheds drained by creeks in the City have been paved or otherwise developed. This development dramatically increases the volume of water in the creeks during storm surges and reduces in-stream flows during drier periods of the year. This combination of more intense storm surges and overall lower flows causes numerous environmental problems, including: increased stream bank erosion, scouring and deepening of the stream channel, reduced water quality, sedimentation of gravel, damage to stream-side vegetation and reduction or elimination of habitat for wildlife, fish and the insects on which fish feed. Creeks can be damaged as a result of large quantities of storm water as well as by pollutants they may contain. The City has adopted regulations to address these issues<sup>2</sup>.

### *Wetlands*

Wetlands are defined throughout Washington State as areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

Wetlands within the City are part of a Palustrine System. Palustrine systems include all non-tidal wetlands dominated by trees, shrubs, persistent emergents, emergent mosses, or lichens. When planning for the future of the community, it is important to consider the specialized functions that wetlands perform as part of the natural ecosystem. To maintain water quality, support groundwater, vegetation and wildlife, it is imperative that wetlands,

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<sup>2</sup> None of the waterbodies are large enough to be classified as a Shoreline of the State, and therefore the City is not required to maintain a Shoreline Management Plan (SMP) under the Shoreline Management Act (1971).

and their functions and values, be preserved to the extent possible. Clearing of vegetation, grading, filling, and draining and other activities associated with land development, may decrease the ability of wetland areas to provide drainage, stabilize stream banks, provide wildlife habitat, and filter pollutants from the water.

Wetlands also play a significant role in flood control. During flooding, streams overflow their banks and spread out across the floodplain. Wetlands attenuate the peak flows from storm events by storing water during wet periods and discharging the stored water during dryer periods. Some of the wetlands within the City of Edgewood have been identified and mapped. Other wetlands have not been identified and will be identified during development review. Several wetland areas exist in the depressional potholes. Stream corridors in Edgewood are generally too steep to contain continuous wetlands, but wetlands can still develop in these areas.

#### *Groundwater and Aquifer Recharge Areas*

When precipitation occurs, rainwater infiltrates the soil and percolates to the water table. This action recharges the groundwater system. Groundwater moves down a hydraulic gradient to where the water table either coincides with or lies above the land surface—this is the discharge area. Areas of permeable soil and areas where surface water accumulates are likely to be aquifer recharge areas.

Preventing groundwater contamination is much more cost-effective than groundwater cleanup requirements, and the GMA requires protection of the public groundwater drinking supplies.

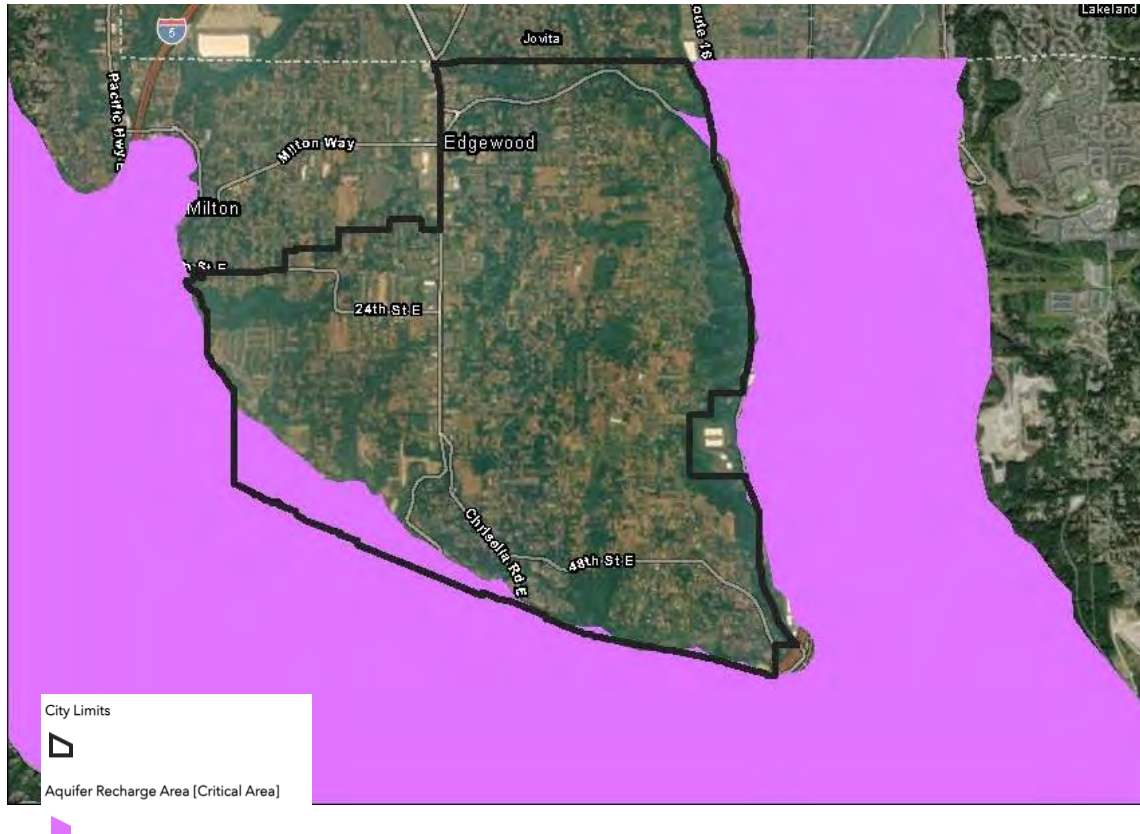
The state of aquifer recharge areas affects the quantity and quality of groundwater. For instance, polluted areas and areas with a high amount of impervious surfaces can have a negative impact on groundwater supplies. Pollution contaminates water, whereas impervious surfaces reduce the amount of water returning to groundwater storage systems. Land uses directly impact the state of aquifer recharge areas.

The GMA requires that cities and counties identify and regulate “areas with a critical recharging effect on aquifers used for potable water.” Aquifer recharge areas exist throughout the City. Studies have not been conducted to determine the exact locations of critical recharge areas. However, the depressional potholes act as aquifer recharge areas by concentrating runoff. In addition, upland deposits of sand and gravel provide important storage and likely function as recharge areas.

The City contains many observed springs and seeps along the hillsides to the east,

southeast and southwest from the upland plateau, which attests to one or more water bearing zones above the valley floors.

**Figure 4: Critical Aquifer Recharge Areas**



## NATURAL RESOURCE LANDS

The GMA required that counties classify natural resource lands of long-term commercial significance, to include agricultural, forest, or mineral resource lands. No land in Edgewood has a natural resource land classification or designation.



# GOALS AND POLICIES

🌲 Please look for this icon for goals and policies that focus specifically on Climate Change.

## Goal NA.1 Protect and enhance the natural environment for the benefit of current and future generations.

- NA.1a Conduct all City activities, including policy and regulatory decisions, budget decisions, public projects and departmental operations in a manner that minimizes adverse environmental impacts.
- NA.1b Maintain the City's inventory of designated critical areas, and continue to update the information as new critical areas are identified.
- NA.1c Maintain and implement development regulations that conserve and protect the functions and values of critical areas, updating development regulations as necessary to respond to advances in the best available science and changing conditions in the City.
  - Give special consideration to protecting critical areas that provide habitat for anadromous fish.

*In addition to their intrinsic value, healthy natural systems provide multiple benefits to Edgewood. These include raw materials and pastoral scenery that support the City's economy, healthy living conditions for residents and ecosystem services such as stormwater control.*

- NA.1d Cooperate with other governments, the private sector, community groups and non-profit organizations to protect and enhance the environment.
- NA.1e 🌲 Explore the use of new and evolving technologies and strategies to support environmental sustainability.
- NA.1f 🌲 Support education and involvement programs that empower community members to practice environmental stewardship.
- NA.1g Coordinate with community members to preserve natural open space lands.
- NA.1h Direct development to areas where adverse impacts on natural resources can be minimized.

- NA.1i Provide incentives for development that is designed, sited and constructed to minimize environmental impacts.
- NA.1j Require mitigation for new development that creates environmental impacts.
- NA.1k Require measures to minimize excessive noise and light emitted from commercial land uses, industrial land uses, and other sources.
- NA.1l 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.
- NA.1m Prioritize the reduction of environmental impacts to vulnerable populations that have been disproportionately affected<sup>3</sup>.
- NA.1n Develop strategies to clean up brownfields and other contaminated sites.
- NA.1o Seek funding from the Washington State Department of Commerce to cover the costs of adding a Climate Element to the Comprehensive Plan, such as technical assistance, in accordance with the state's Climate Commitment Act.
- NA.1p By June 30, 2029 add a Climate Element, comprised of two sub-elements (a Greenhouse Gas Emissions Reduction sub-element and a Resiliency sub-element) to this Plan per RCW 36.70A.070(9).
- NA.1q Reduce and mitigate the risk to lives and property posed by wildfires through implementation of portions of the wildland urban interface code.

## **Goal NA.2 Protect and enhance water quality and hydrological functions.**

- NA.2a Work with neighboring jurisdictions and other partners to maintain and restore natural hydrological functions on a drainage-basin level.
- NA.2b Promote the sustainable use of water resources, including conservation efforts and implement the Water Use Efficiency Program within City

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<sup>3</sup> See SSHA<sup>3</sup>P work documents available at <https://southsoundaffordablehousing.org/middle-housing/> (2023, Berk).





facilities and buildings.





- NA.2c Prevent pollution of surface water, soil and groundwater resources through regulations, programs, and public education.
- NA.2d Require new development to utilize stormwater best management practices, including low impact development (LID) principles such as reducing stormwater runoff, and other techniques to replicate natural drainage processes.

*Best management practices (BMPs) are physical, structural, and/or managerial practices that reflect the current best balanced thinking on how to achieve results.*

- NA.2e Strive to minimize impervious surfaces in the City, particularly in the potholes areas.
- NA.2f Encourage the proliferation of sanitary sewers throughout the City and ensure the proper use and maintenance of on-site sanitary systems.
- NA.2g Protect and preserve areas that are critical for aquifer recharge, such as wetlands, streams, and water bodies.
- NA.2h Strive for “no net loss” of wetland area, function, and value within each drainage basin over the long-term.
- NA.2i Support initiatives to reduce impervious surfaces, prevent surface erosion, decrease the use of fertilizer and pesticides, and prevent contamination of stormwater runoff.
- NA.2j Consider updating the existing clearing and grading ordinance to minimize ground disturbance, prevent potential flooding hazards, and protect water quality.

### **Goal NA.3 Protect and enhance air quality, including addressing climate change.**

- NA.3a Support federal, state and regional clean air policies, including the Puget Sound Clean Air Agency’s growth management policies.
- NA.3b  Participate in regional efforts to address climate change.
- NA.3c  Monitor the potential adverse effects of climate change on Edgewood, and update adaptation and mitigation strategies as needed.

- NA.3d      Promote energy efficiency and the use of renewable and alternative energy sources that help to improve air quality and reduce greenhouse gases (see Energy Element).
- NA.3e      Encourage non-motorized and public transportation and provide opportunities for reduced automobile travel.
- NA.3f      Support transportation system design that reduces idling and enables efficient movement of cars through the City, such as optimized signal timing (see Transportation Element and Energy Element).
- NA.3g     Maintain and consider enhancing dust abatement activities and regulations.
- NA.3h     Encourage the retention of native vegetation, and the incorporation of native landscaping in developed areas.
- NA.3i     Promote healthy indoor air quality through building regulations and through public education.
- NA.3j      Divert organic material going to landfills in order to reduce methane emissions through the implementation of the City's compost procurement policy and conduct educational outreach to inform residents about the value of compost and how the city uses compost.


#### **Goal NA.4     Protect and enhance fish and wildlife habitat.**

- NA.4a     Plan for and preserve habitat areas, including wildlife corridors and areas with healthy native ecosystems, through development regulations and as part of the Parks, Open Space and Recreation Plan.
- NA.4b     Actively participate in regional species protection efforts, including salmon habitat protection and restoration.
- NA.4c     Encourage the removal of invasive species and the replanting of native vegetation.
- NA.4d     With the exception of habitat improvements, stream alterations should only occur when absolutely necessary and should minimize adverse impacts to aquatic life.

**Goal NA.5 Minimize risks to people, property and the environment posed by geological and flood hazard areas.**

- NA.5a Encourage new development to locate outside of geological and flood hazard areas.
- NA.5b Regulate development in hazard areas to ensure that it does not cause safety risks, and that appropriate building standards and mitigation measures are used to address site conditions.
- NA.5c Promote retention of vegetation and limit land disturbance in identified steep slope and landslide hazard areas.
- NA.5d Protect existing natural areas that provide stormwater storage during flood events.
- NA.5e Promote educational efforts to inform landowners about hazard areas and steps they can take to mitigate risks and prepare for emergencies.

**Goal NA.6 Protect and enhance the City's tree canopy.**

- NA.6a  Enhance the urban tree canopy to support climate resilience, mitigate urban heat, manage stormwater, conserve energy, improve mental and physical health, and strengthen economic prosperity.
- NA.6b Review the feasibility of establishing an urban forestry program.
- NA.6c Establish an urban forest manual or guide with an approved or recommended tree lists appropriate for use in streetscapes, landscaping, and critical areas.
- NA.6d Maximize the number, diversity, suitability, location, and size of trees planted.
- NA.6e Preserve and restore native vegetation and tree canopy, especially where it protects habitat and contributes to overall ecological function.
- NA.6f Review the feasibility of establishing a Fee In Lieu Program option for tree replacement for development projects within the City.

# LAND USE



## INTRODUCTION

The Land Use Element guides future use of land in Edgewood and describes development patterns that support the City's vision for the future. The element includes policies promoting community character, preserving and strengthening residential neighborhoods, respecting and promoting the natural environment, and promoting healthy living. The Element also describes and sets out land use designations while including specific policies fostering the focused development of the Town Center and Meridian Corridor as vibrant, mixed-use community hubs.

The requirement for a Land Use Element in comprehensive plans is one of the key components of the Growth Management Act (GMA). The GMA requires cities to show how they will accommodate 20 years of growth through sufficient buildable land that is zoned appropriately to support future development. The Pierce County Countywide Planning Policies establish Edgewood's 2044 population target of 18,258 people.

In addition to managing growth, the Land Use Element also sets goals and policies for the design and spatial layout of cities. These goals and policies provide the opportunity to shape communities into more livable spaces supporting positive health outcomes in the community.

## BACKGROUND INFORMATION

The GMA requires cities to maintain a comprehensive plan with a Land Use Element to designate the proposed categories and intensities of land uses. The GMA further specifies that the Land Use Element is the foundation of a comprehensive plan. This process of designating future land uses must account for future population growth and must be supported by adequate levels of public facilities and services provided concurrent with development.

Consistent with this legislative intent, the Washington Administrative Code (WAC) identifies general features of a Land Use Element as listed below (though these items can be in a Land Use Element or other plan elements).

- Designation of the proposed general distribution, location, and extent of land for all projected uses.
- Population densities, building intensities, and estimates of future population growth.
- Provisions for protection of the quality and quantity of ground water used for public water supplies.
- Consideration of urban planning approaches to promote physical activity.
- Review of drainage, flooding, and stormwater runoff and guidance for discharges that pollute waters of the state.

To ensure consistency with regional goals and objectives, the Puget Sound Regional Council VISION 2050 and Pierce County Countywide Planning Policies (CPPs) were consulted as part of the Land Use Element update. Feedback provided at community meetings and through other engagement activities also provided key direction for updating the Land Use Element and helped guide the update of the City's Official Future Land Use Map.

The GMA requires the City of Edgewood to identify and designate lands for public use to ensure there is sufficient land available for schools, recreation, landfills, stormwater facilities, and other public uses. Edgewood ensures this responsibility is met by collaborating with the local school districts, fire districts, and the county planning department to site new facilities as needed; and determine current and future needs in this plan's Capital Facilities Element.

## EXISTING CONDITIONS

### *Natural Environment*

Edgewood's natural environment includes stands of mature trees, steep slopes, ravines, closed topographic depressions (known as potholes), and several water features.

Lake Chalet is in west-central Edgewood. Four perennial creeks flow through the City: Jovita Creek, Surprise Lake Creek, Simons Creek, and Wapato Creek. Wetlands are found adjacent to these creeks and throughout the City. While there are no rivers in Edgewood, the City's southern and eastern boundaries are defined by the steep valley walls of the Puyallup River and the White River.

Edgewood's topography and hydrology influence land use patterns. For instance, steep slopes, streams, and critical areas limit development potential. The City may also choose

to preserve natural areas to meet community objectives.

### *Existing Land Use*

The City of Edgewood is approximately 8.41 square miles (or 5,382 acres) in area. Residential land uses make up the majority of the City. Single-family residences are the primary residential use, but there are also multi-family developments and duplexes located throughout the City. The City is also encouraging mixed-use development through its zoning designations in specific locations along Meridian Avenue and Freeman Road.

Commercial land uses are located primarily along the Meridian Avenue corridor and include services, office space, and retail sales. Additionally, many residential uses include home occupations. Industrial lands are limited in Edgewood, with most of the regional focus in the adjoining communities of Fife, Pacific, Puyallup, and Sumner.

Public land uses such as schools, parks, utilities, and roads are distributed throughout the City.

There are a number of undeveloped open spaces in private ownership, many of which are on steep slopes or around streams and wetlands thereby limiting development options.

Urban Growth Areas (UGAs) can include areas around cities that are eligible for annexation. Edgewood does not have a UGA that extends beyond the City limits.

### *Growth Targets*

Edgewood's estimated 2024 population is 14,080. The state sets targets for the amount of growth counties will accommodate within the next twenty years by household income level, and counties and cities work together to allocate that growth in a manner consistent with state and regional guidelines. Next, Edgewood's 2044 growth target was established by the Pierce County Countywide Planning Policies and adopted by the Pierce County Council<sup>1</sup> based on guidance provided in PSRC's VISION 2050 plan, which apportions growth among various "regional geographies." VISION 2050 organizes cities and places into various categories: *Metropolitan Cities*, *Core Cities*, *High Capacity Transit (HCT) Communities* and *Cities and Towns*. Edgewood is included in the "Cities and Towns" category due to various factors, and primarily to account for the locational attributes with respect to employment centers and transit. The targets (which are the final values to be planned for, including growth) are shown in Table 1. Over the coming twenty-year period t<sup>2</sup>

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<sup>1</sup> Pierce County Ordinance Nos. 2022-46s and 2023-22s

<sup>2</sup> As this Comprehensive Plan was developed, the future growth which is set out in this plan, which is driven in large part by changes needed to provide sufficient land capacity for housing needs at all income levels, was



he city is forecasted to grow by almost 30 percent in population count. See the capacity analysis at Appendix B for more information.

**Table 1: City of Edgewood Population, Housing and Employment Targets**

CATEGORY	2044 TARGET
Population	18,258
Housing	7,522*
Employment	4,206

\*See Housing Element for housing targets by income level

**Table 2: Comparison of Growth Targets and Available Capacity**

	EXISTING (2020)	2044 TARGET
Housing Units	5,125 units	7,557 units
Employment	2,244 jobs	4,206 jobs

The City's Official Future Land Use Map (Figure 3) shows the broad, future use categories of the community and how those uses will be distributed.

### *Future Land Use Designations*

Information about the City's future land use designations are summarized in Table 3. The purpose of each of the designations is described on the following pages.

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coordinated among planning efforts for capital facilities, utilities and transportation as identified in the corresponding elements.

**Table 3: Acreage according to Land Use Designations**

LAND USE DESIGNATION	IMPLEMENTING ZONING DISTRICTS*	ACRES	PERCENT OF TOTAL CITY ACREAGE
Residential - 1	Single Family 2 (SF 2)	1,510	28.3
Residential - 2	Single Family 3 (SF 3)	448	8.4
Mixed Residential Low	Mixed Residential 1 (MR-1)	2,122	39.7
Mixed Residential Moderate	Mixed Residential 2 (MR-2)	362	6.8
Mixed Use Residential	Mixed Use Residential (MUR)	171	3.2
Commercial	Commercial (C)	104	1.9
Town Center	Town Center (TC)	125	2.3
Public	Public (P)	285	5.4
Business Park	Business Park (BP)	41	0.8
Industrial	Industrial (I)	171	3.2

*\*As listed in the Municipal Code as of the passage of Ordinance 24-0669 or as subsequently renamed/ revised.*

## Residential

The City has several land use categories for residentially focused areas. Residential -1 and Residential – 2 are intended to preserve the identity of areas with patterns of large residential lots, preserve tree stands and reduce traffic volumes in east-west arterial corridors. It is also used in areas lacking service and where critical area protections may be in place or the presence of potholes limits development capacity.

## Mixed Residential

There are two mixed residential land use classifications providing for moderate residential density using a variety of urban housing types such as small-lot detached dwellings, duplexes, and townhouses.

## Mixed Use

There are four mixed use land use classifications. First, the Town Center category is in place to facilitate development at the city's core, reflecting the unique local character and rural roots. The land use category accommodates a range of compatible uses emphasizing a variety of vertical and horizontal mixed-use development, pedestrian-oriented retail, multifamily residential, senior housing and civic uses. Next, the Commercial category is assigned to lands where a visual and functional transition between the town center and other less intensive uses are in place or intended. This category is primarily intended for commercial development but also accommodates light industrial and multifamily housing uses. The Mixed Use Residential land use category accommodates a range of medium density residential housing types as well as some commercial uses and professional office uses. Finally, the Business Park land use classification accommodates a wide range of employment and commercial uses, including professional office, senior housing and apartments, light industrial and retail uses.

## Industrial

The City has a limited amount of lands classified as Industrial providing for regional research, light manufacturing, warehousing, and other major regional employment uses. Industrial lands are limited to areas where regional transportation access is available.

## Public

The Public land use classification accommodates and provides lands for moderate-scale and large-scale activities relating to the purpose of state and local governmental entities and semi-public institutions providing necessary public services.

# COMMUNITY CHARACTER

Edgewood's community character is shaped by its rich history, small town amenities, pastoral and natural areas, residential neighborhoods and its growing mixed-use corridor along Meridian Ave E. The intent of the Goals LU.3 through LU.6 and their associated policies in this element is to guide public and private development, protect the community's positive attributes and foster community design that is people-oriented, diverse, and aesthetically appealing.

Community character can be supported and enhanced through quality community design. Community design combines aspects of architecture, landscape, public works

facilities, public art, and transportation systems. High quality community design does not have to be extravagant, it can simply be a thoughtful approach to the look of new development. Design quality refers to development's overall contribution to the appearance and function of the community. For example, within new developments, retention of existing vegetation and integration of appropriate landscaping contributes to Edgewood's rurally-inspired image and ensures that trees will continue to provide benefits to the community for years to come. Design also has to do with the way development is related to surrounding properties. When development integrates attributes of adjacent sites, the overall function and appeal of the area is improved. Examples include shared driveways, similar landscaping, pedestrian connections and consistent building form.

Quality community design is essential in Edgewood to ensure that the growth anticipated in the next 20 years will maintain and enhance community character.

New commercial and industrial development is anticipated during this time in areas near existing single family residential neighborhoods. For this development to be compatible with existing neighborhoods, it is necessary to have appropriate transitions and mitigate for potential negative impacts. If designed thoughtfully, new development can have positive impacts such as increased access to local services and improved pedestrian connectivity.

## LAND USE COMPATIBILITY

The City promotes the health, safety, and general welfare of Edgewood's residents by guiding planning and land use decisions. The City has defined different land use zones to implement this Plan, support the future development of each zone, and promote compatibility between zones. The City's zoning code addresses impacts such as noise, light trespass, vibrations, glare, and traffic volume in considering classifications. In addition, the City uses height and bulk dimensional regulations to ensure that buildings are compatible with the identity of the surrounding area. For some development, design standards are applied to assure quality physical development occurs in each zone including the regulation of landscape screening, streetscape features, and other controls incorporated between different uses to create continuity between zones.

### *Integrating Health Considerations into the Urban Form*

Maintaining a healthy and safe quality of life for all community members in Edgewood is a top priority when planning for the future of the city. Land use decisions that support

healthy living are encouraged by the city such as preserving the environment, supporting walkable neighborhoods, expanding safe pedestrian and bicycle access, and locating parks and active recreation opportunities nearby residential housing. Through these decisions, the City is able to encourage active lifestyles through the built environment.

### *Infill Development*

The City has undeveloped land located throughout the community that can provide opportunities for new infill development. The focus on opportunities to develop parcels within existing urban areas can reduce sprawl, support improved transportation, increase residential densities, and promote more connectivity throughout the city. Additionally, infill projects can increase the variety of housing forms available in certain areas.

### *Joint Base Lewis McChord*

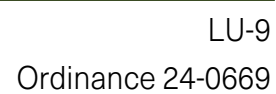
Joint Base Lewis McChord (JBLM) is located southwest of Edgewood and is a major regional center that impacts economics, transportation, and community character in the South Sound. In 2015, JBLM worked in collaboration with jurisdictions surrounding the Base to conduct a Joint Land Use Study (JLUS), which is a strategic plan that provides specific implementation actions to ensure compatible civilian growth and development in the vicinity of JBLM. The South Sound Military & Communities Partnership found that Edgewood's land uses are compatible with JBLM uses in accordance with federal guidance regarding joint land use planning.

## **GOALS AND POLICIES**

### **Goal LU.1      Establish a future land use pattern that is consistent with the City's vision.**

- LU.1a      Ensure that adequate land areas are provided to accommodate projected growth and provide opportunities for economic development activities, while protecting open space and natural resources.
- LU.1b      Use the Future Land Use Map that is adopted as part of this plan to guide land use and development regulations, and update it as needed (Figure 3).

*The City is planning to study the feasibility of changing land use designations in the Special Land Use Study Overlay shown on the Future Land Use Map (Figure 3). A number of factors have led to interest in possible redesignation of land uses (together with zoning and allowed uses) in the overlay areas,*

Edgewood Comprehensive Plan  
LAND USE



- LU.1c Establish zoning overlays, where appropriate, to provide more specific regulation or standards in areas of special concern including, but not limited to, sub-areas or districts, special uses, or environmental protection.
- LU.1d Study the potential for new land use designations within the City on an as-needed basis, in response to changing community conditions or regulatory requirements. Consider the following as part of the study:
- Potential for a master plan or small area plan
  - Potential for economic development, including recruitment of businesses that provide family-wage jobs and support for locally- owned businesses
  - Transportation access
  - Availability of public facilities and services
  - Environmental constraints
  - Compatibility with surrounding development
  - Community input
  - Property owner interests
  - Consistency with City plans and policies
  - Open space preservation, where appropriate
- Zoning regulations for allowable density and intensity are set forth in Edgewood's Municipal Code. These regulations support the land use pattern called for in the Comprehensive Plan.*
- LU.1e Ensure that the City's sewer plan, water plan, Capital Improvement Plan (CIP), Capital Facilities Plan (CFP), Parks, Recreation, Open Space, and Trails (PROST) Plan, and other functional plans are supportive of the land use patterns outlined in this Element.
- LU.1f Reassess the Land Use Element if probable funding falls short of meeting existing needs.
- LU.1g Maintain communication with neighboring jurisdictions including Milton and regional partners to ensure coordination across boundaries.

## RESIDENTIAL

- LU.1h The Residential – 1 designation is intended to preserve the identity of areas with development limitations due to environmental factors or lack

of access to sewer. Environmental factors include critical areas and pothole basins. Allowable uses include single family detached dwelling units and compatible uses.

LU.1i The Residential-2 designation is intended to preserve and maintain established residential neighborhoods. Allowable uses include single family detached dwelling units, middle housing types at a scale that is consistent with surrounding neighborhoods, and compatible uses.

LU.1j The Mixed Residential Low and Mixed Residential Moderate designations are intended to provide for a variety of urban housing types. Allowable uses include a range of housing types such as small-lot detached dwellings, duplexes and townhouses, multi-family dwellings and senior housing facilities. Compatible uses are also allowed.

LU.1k The Mixed-Use Residential designation aims to accommodate a range of medium density residential housing types and provides a visual and functional transition between residential neighborhoods and areas of more intensive development. A mix of land uses is allowed, including commercial, professional, and other uses that are not incompatible due to noise, truck traffic, odors, or design / scale of structures.

LU.1l Designate sufficient land area at a variety of densities for residential uses to accommodate a projected city population of 18,258 in 2044.

## TOWN CENTER

LU.1m The Town Center designation is intended to support a well-designed, pedestrian-friendly community center that embodies Edgewood's distinctive local character and rural roots. It allows for a range of uses including a variety of vertical and horizontal mixed-use development, pedestrian-oriented retail, multifamily residential opportunities, senior housing, and civic uses. Compatible uses are also allowed.

LU.1n Strive to provide a sufficient mix of land uses in the Town Center to achieve a compact built environment that promotes walking, biking, and transit use to access goods, services, and employment opportunities.

## COMMERCIAL

LU.1o The Commercial designation is intended to accommodate a wide range

of commercial uses.

## BUSINESS PARK

- LU.1p The Business Park designation accommodates a wide range of employment and commercial uses, including professional office, senior housing and apartments, light industrial and retail uses, contributing both revenues and jobs to the local economy.

## INDUSTRIAL

- LU.1q The Industrial designation is intended to accommodate industrial uses providing local and regional employment opportunities, such as research, light manufacturing and warehousing. Compatible uses are also allowed.

## PUBLIC

- LU.1r The Public designation allocates land for moderate-scale and large-scale activities relating to the purpose of state and local governmental entities and semi-public institutions providing necessary public services. Allowable uses include civic, utility, and recreation uses. Compatible uses are also allowed.

## Goal LU.2 **Promote a land use pattern that strengthens Edgewood's identity and sense of place.**

- LU.2a Consider entry and gateway features such as signage, enhanced landscaping, streetscaping features and public art that reinforce City identity.
- LU.2b Promote community character and identity, in a welcoming way, including consideration of the following:
- Compatibility with natural site characteristics
  - Development at a scale and character appropriate to the site and surrounding vicinity
  - Design that reflects the community's current and historic character with a small-town feeling
  - Landscaping to enhance building and site appearance

## Goal LU.3 Promote commercial and residential development that is carefully considered, aesthetically pleasing and functional.

### SITE & BUILDING DESIGN

- LU.3a Encourage designs of major private and public buildings to create distinctive reference points in the community.
- LU.3b Incorporate design standards for new development that assures that new projects contribute to the community and complement adjacent uses.
- LU.3c Ensure that development relates, connects and continues the design quality and site functions from site to site in multi-family, public facility and commercial areas.
- LU.3d Encourage developments surrounding public places to use enhanced architectural elements and building materials.
- LU.3e Use building and site design, landscaping, and shielded lighting to buffer the visual impact of development on areas adjacent uses.
- LU.3d Incorporate pedestrian amenities into the design of public and commercial areas.

### SIGNS

- LU.3e Encourage sign design and placement that complements building architecture.
- LU.3f Discourage the use of large signs and off-site signs.
- LU.3g Encourage consolidation of signs on a single structure where a commercial development contains multiple businesses.

### VEGETATION & LANDSCAPING

- LU.3h Encourage coordination of site planning and consolidation of landscaped areas in commercial development.
- LU.3i Encourage concentrated seasonal-color planting in highly visible areas.

### OPEN SPACE

- LU.3j Preserve and encourage open space as a dominant element of the

community's character through parks, trails, water features, cemeteries and other significant properties that provide public benefit.

## **Goal LU.4      Promote the creation of highly usable public spaces that maintain community character and increase public safety.**

### **PUBLIC PLACES**

- LU.4a      Ensure that public and semi-public places are designed to include pedestrian amenities such as seating, landscaping, kiosks, walkways, pavilions, canopies, awnings, and public art.
- LU.4b      Consider the edges of public places that abut adjacent property for special design treatment to create a buffer effect.
- LU.4c      Design buildings and open areas that minimize the effects of building shadows.

### **PEDESTRIAN LINKAGES**

- LU.4d      Provide clear and identifiable systems of accessible sidewalks, walkways and trails.

### **STREET CORRIDORS**

- LU.4e      Provide “complete streets” that include amenities to enhance community character and provide safe pedestrian design elements, especially at the corners of intersections.
- LU.4f      Encourage the designation and development of a City “gateway”.
- LU.4g      Enhance the Meridian Avenue Corridor to include pedestrian amenities, landscaping, cohesive frontage improvements and other design considerations.

### **TRANSIT FACILITIES**

- LU.4h      Encourage site planning and building designs that support and connect with existing and planned transit facilities in the City.
- LU.4i      Design and locate bike racks, benches, shelters and pedestrian amenities, so that they are accessible and coordinated with transit

facilities.

**Goal LU.5 Enhance the identity and appearance of residential and commercial neighborhoods.**

- LU.5a Encourage commercial development to achieve a level of architectural quality and site planning that enhances the visual image and identity of Edgewood.
- LU.5b Incorporate architectural character, landscaping, lighting and signs into commercial areas to create a balance between appearance and functions.
- LU.5c Ensure that perimeters of commercial areas use appropriate planting, lighting and signs consistent with surrounding commercial developments and to buffer adjacent residential neighborhoods.
- LU.5d Encourage buildings on adjacent properties to have common walls and to utilize “zero lot line” provisions.
- LU.5e Encourage small-scale commercial and mixed-use development to incorporate unobtrusive parking areas, pedestrian connectivity, and ample landscaping.
- LU.5f Encourage improvements that enhance neighborhood appearance and pedestrian and vehicular safety.

**Goal LU.6 Protect and enhance Edgewood’s cultural, scenic, historical and natural attributes.**

- LU.6a Recognize the heritage of the community by naming parks, streets and other public places after major figures, events, or native names.
- LU.6b Designate and inventory historic landmark sites and structures.
- LU.6c Review proposed changes and develop incentives such as fee waivers and code flexibility to encourage preservation of City landmarks or important features.
- LU.6d Work jointly with other jurisdictions, agencies, organizations, tribes, and property owners to preserve historic resources and consider potential



impacts to culturally significant sites and tribal treaty fishing, hunting, and gathering grounds.

*Tribes that may have interest in culturally significant sites in Edgewood may include, but are not limited to: the Yakama Nation, the Squaxin Island Tribe, the Nisqually Indian Tribe, the Suquamish Tribe, The Muckleshoot Indian Tribe, the Puyallup Tribe of Indians, and the Snoqualmie Indian Tribe.*

## **Goal LU.7 Promote development that respects and preserves the natural environment.**

*Additional policy guidance for promoting and protecting the natural environment is included in the Natural Environment Element. Open space corridors are also addressed in the Parks, Recreation and Open Space Element on page PR-15.*

- LU.7a Provide design flexibility to encourage the preservation and integration of existing natural site features in new development, including clusters of trees, watercourses, slopes, and open spaces.
- LU.7b Encourage the retention of existing landscaping and native vegetation in new development, particularly focusing on drought-tolerant species and the preservation of significant trees.
- LU.7c Recognize and promote tree preservation as an integral part of community character.
- LU.7d Identify and preserve scenic vistas.
- LU.7e Protect the quality and quantity of water resources.

## **Goal LU.8 Promote the quality, character and function, and a welcoming sense of place for residential neighborhoods.**

- LU.8a Consider natural constraints, surrounding development and proximity to services and facilities when establishing residential densities.

*Low-impact development (LID) is a stormwater and land use strategy that strives to mimic pre-disturbance hydrologic processes. LID measures emphasize conservation, use of on-site natural features, site planning, and integration of stormwater management practices into project design.*

- LU.8b Support innovative design and site planning options that help to

preserve significant natural features and provide transitions between residential uses and other uses, such as zero lot line housing and locating townhouses and cottage housing in areas near services.

- LU.8c Encourage infill development in locations with adequate facilities to accommodate the development that is generally compatible with surrounding development.
- LU.8d Provide for flexibility in order to retain open space, preserve sensitive areas, and allow for continued agricultural uses.
- LU.8e Focus multifamily development in areas nearest to transportation facilities, commercial services, and other amenities.
- LU.8f Encourage a high-quality pedestrian environment near multi-family housing.

## **Goal LU.9 Establish Town Center as the commercial, mixed use heart of Edgewood.**

- LU.9a Foster the continued development of the Town Center to better serve the community and to attract regional visitors.
- LU.9b Consider leveraging City-owned property along Meridian Ave E to catalyze the development of Town Center.  

*Co-working spaces are working environments shared by individuals who do not work for the same organization. Typically, co-working spaces are attractive to sole proprietors, independent contractors or other small businesses.*
- LU.9c Explore partnerships with developers to support development of unique, community-serving projects such as co-working spaces or a community center.
- LU.9d Support the development of distinctive landmarks within Town Center.
- LU.9e Promote a mix of uses in Town Center, including residential, retail, office and community gathering places.
- LU.9f Support pedestrian-oriented features and uses in Town Center.
- LU.9g Encourage ground floor commercial or public uses in all development.
- LU.9h Explore opportunities for public spaces and recreation facilities.

LU.9i	Consider standards to ensure a smooth and compatible transition to adjacent residential areas, including: <ul style="list-style-type: none"> <li>• Limitations on building height and bulk, lighting and parking adjacent to residential areas</li> <li>• Clustering of buildings away from residential development</li> <li>• Preservation and enhancement of critical areas and open space adjacent to residential areas</li> </ul>
LU.9j	Prioritize investments that support development of Edgewood's Town Center, such as investments that improve transportation systems and public spaces.
<b>Goal LU.10</b>	<b>Promote commercial uses that offer unique and essential services and goods for residents and visitors and that distinguish Edgewood from surrounding commercial centers.</b>
LU.10a	Ensure City land use policies and regulations enable and support commercial development that captures the spending power of residents, regional commuters and of those seeking alternative retail experiences.
LU.10b	Encourage diversification of the City's commercial offerings.
LU.10c	Support the long-term economic vitality of commercial development.
LU.10d	Establish standards to ensure long-term compatibility of commercial development with surrounding areas.
LU.10e	Promote safe and easy access to commercial corridors and centers for pedestrians, bicyclists and transit users.
LU.10f	Encourage ground floor commercial uses in mixed use development.
<b>Goal LU.11</b>	<b>Accommodate and facilitate industrial development that positively contributes to Edgewood's economy and character.</b>
LU.11a	Establish opportunities for a range of industrial uses, such as regional

research, manufacturing, warehousing or other regional employment uses.

- LU.11b Expand the number and type of industrial uses in the City through more intensive use of existing industrial lands and expansion of industrial uses in appropriate locations.

**Goal LU.12    Ensure that public uses support and strengthen community character.**

- LU.12a Create community landmarks and promote identity through public development and public-private partnerships.
- LU.12b Support convenience and vitality of public amenities through joint siting and use of public facilities.
- LU.12c Update streetscape standards as needed to support the community vision, including design guidelines for signage, lighting, landscaping and hardscaping.

**Goal LU.13    Establish a land use pattern that supports physical activity for all abilities, including biking and walking.**

- LU.13a Promote neighborhood connectivity through improvements to the existing and planned trail system.
- LU.13b Encourage pedestrian scale improvements such as plantings, lighting, street furniture, signage, sidewalks, and attractive street fronts.
- LU.13c Support safe routes to schools.
- LU.13d Consider how the spatial arrangement of different land uses can foster active transportation between those uses.

**Goal LU.14    Ensure continued access to healthy foods and healthcare.**

- LU.14a Protect continued agricultural uses in the City.
- LU.14b Promote community gardens, farmers' markets and other activities that provide access to healthy foods.

LU.14c Identify areas which would benefit from food retailers or healthcare and ensure that zoning supports the needs.

LU.14d Incorporate multi-modal connections to food resources and healthcare.

**Goal LU.15 Ensure that land use decisions are fair and equitable.**

LU.15a Create public engagement opportunities for all groups.

LU.15b Seek methods to overcome barriers to equitable engagement such as language and culture.

LU.15c Review land use decisions for disproportionate impacts to marginalized groups.

LU.15d Ensure mitigation to address disproportionate impacts to minority, low income and tribal communities in projects and proposals.

LU.15e Support inclusive engagement to ensure land use decisions do not negatively impact historically marginalized communities.

LU.15f Develop strategies to mitigate against potential residential and commercial displacement.

LU.15g Limit incompatible uses adjacent to Tribal reservation lands.

# TOWN CENTER



## INTRODUCTION

Town Center is a designated mixed-use zone, located geographically central within the City of Edgewood around the intersection of Meridian Avenue and 24th Street East. The “Heart of Edgewood”—as Town Center is dubbed—is envisioned to have attractive pedestrian and bike routes, as well as places to live, shop, eat, drink, relax, and work. Its location on Meridian Avenue, a high-capacity state transit corridor, creates opportunity for urban development characterized by medium-density residential/mixed use, community-scale retail, and a range of public facilities with City Hall and the Civic Campus as its epicenter.

Town Center is envisioned to reflect Edgewood’s community character while bringing new people, places, and opportunities to the City. Attracting this type of development requires a planning effort that will establish a clear implementation strategy for public and private investments. This element sets out a vision for Town Center and articulates a series of goals and policies intended to facilitate it.

Pierce County has designated the Edgewood Town Center as a “Center of Local Importance”, a County designation for regional planning purposes. The Pierce County Comprehensive Plan includes priorities for connecting Centers of Local Importance within the County through means such as shared use paths and regional trails.

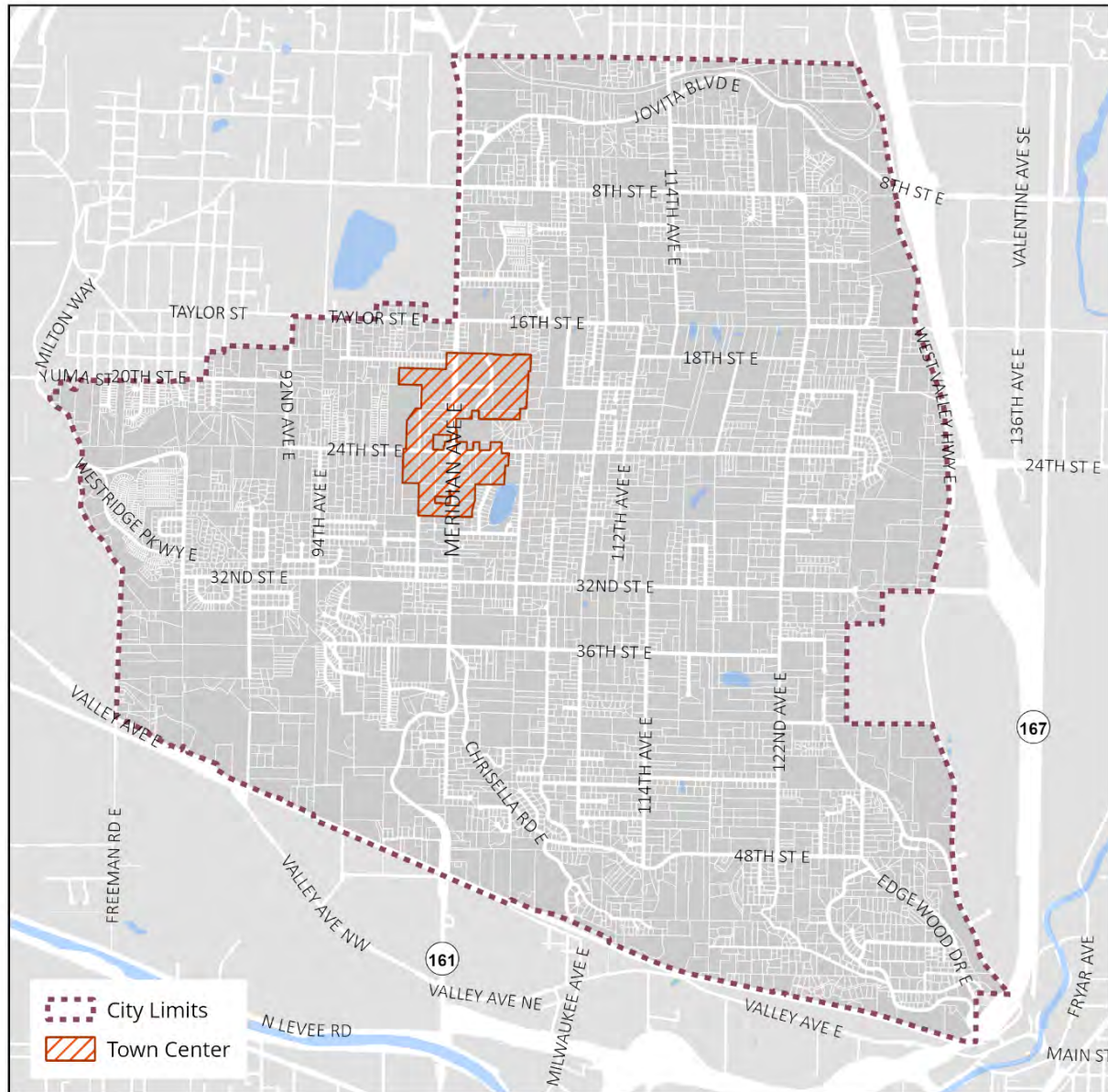
## TOWN CENTER LOCATION

The Town Center is about 112 acres in size and centrally located in Edgewood, with its epicenter near the intersection of 24th Street East and Meridian Avenue East, also known as State Route 161 (SR 161). Figure 1 depicts the location within the City. The city council established the Town Center zoning district in 2001 after several years of public involvement activities and various community planning efforts to promote mixed-use, community-scale development. The Town Center is situated entirely within the Town Center land use zone.

Thus, Town Center is poised to absorb the most significant and highest density of urban growth in the City. Furthermore, the Town Center is relatively central location in the City supports the community’s vision for Town Center as a community gathering place and the metaphorical “Heart of Edgewood.”



Figure 1: Town Center Location Map



## BACKGROUND

There is a history of plans prepared for Edgewood's Town Center dating back to 1990, making this study area the subject of over 30 years of planning. Some of these plans are broader in scope, but many focus specifically on Town Center.

There is also a robust collection of memorandums, reports, and presentations related to Town Center and its adjacent corridors, including design guidelines and market analyses. This element builds upon and distills the findings and recommendations from these documents to produce a definitive direction for Edgewood's Town Center, *the Heart of Edgewood*.

A complete list of downloadable documents is available at the City's website: <https://wa-edgewood.civicplus.com/320/Historic-Community-Planning-Resources>

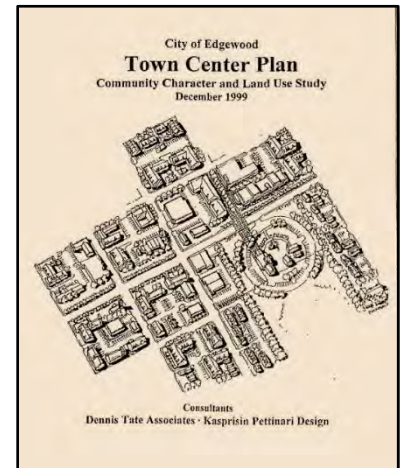


Figure 2: Town Center Plan cover

## BUILDING UPON PAST PLANNING

The origins of the Town Center urban design vision reach back to the 1999 Town Center Plan: Community Character and Land Use Study. A community design workshop, conducted during the study, revealed a strong preference for the following urban design characteristics:

- Segmented, smaller scaled individual shops with well-defined building mass, linked to a network of pedestrian plazas and walks.
- Buildings moved closer to the street with architecture communicating shopping functions to passing traffic and smaller pedestrian scale signage.
- Two to two-and-one-half story buildings with smaller footprints or pads adjustable to varying site conditions with opportunity to protect natural site elements such as significant clusters of trees, slopes, and creeks.



Figure 3: The Nyholm Windmill is a historic symbol of the City's past and is centrally located in Town Center.

- Parking broken up into smaller lots dispersed around the site and linked by small driving lanes and defined by landscape and pedestrian walkways.
- Architectural features evoking farmsteads and a small-town character with owner operated businesses.

## EXISTING CONDITIONS

Today, the Town Center is characterized by small-scale, disconnected commercial development and comparatively newer small to medium scale residential developments along Meridian Ave. Development on the east side of Meridian Ave includes the relatively newer low-rise (two-three story), multi-family housing developments Edgewood Heights and the Arbors at Edgewood. These residential developments are in contrast to the older, single-story, commercial buildings on the west side. There are also several vacant lots fronting Meridian Ave creating a patchwork of form and character in Town Center.

The existing conditions of Town Center generally do not reflect what was envisioned nor the preferred urban design characteristics that were identified in the 1999 Town Center Land Use Study as described above.



**Figure 4: Edgewood Heights development**  
**Source: Google**



## VISION STATEMENT AND GUIDING PRINCIPLES

### Town Center Vision Statement:

**Town Center is the livable, affordable, accessible, and sustainable Heart of Edgewood. People move freely through a walkable Town Center via connected sidewalks, bike lanes, pathways, and transit. A wide range of housing options and businesses activate the main street and the entire center. The bustling civic campus is a gathering place providing meaningful resources and events. Well-designed buildings; landscaped areas; vibrant shops and restaurants; and public spaces welcome locals and visitors.**

Figure 5: Concept Drawing



This concept drawing demonstrates the character of building frontages and facades.

## GUIDING PRINCIPLES

The following guiding principles are derived from some of the earlier planning efforts and continue to guide the goals, and policies that implement the Town Center vision.

- 1. Focus on future commercial and residential growth along the Meridian Avenue corridor.**
- 2. Create a Town Center between key intersections along Meridian Avenue (SR 161).**
- 3. Retain lower density residential areas and other less intensive development outside the Town Center.**
- 4. Direct future infrastructure and transportation improvements within the Town Center.**
- 5. Provide improved transit access within and to Town Center.**
- 6. Within the Town Center, provide for a diversity of housing types and affordability.**
- 7. Encourage small, owner-operated neighborhood commercial development within the Town Center.**
- 8. Create a new neighborhood street network within the Town Center that provides local access and alternate pedestrian connections to Meridian Avenue. The new street system should build upon existing streets to create an inter-connected network or grid with development blocks and alleys for future residential and commercial development.**
- 9. Provide new crossroad intersections within the Town Center with safe pedestrian crossings.**
- 10. Locate new commercial and mixed-use residential development in close proximity to (within ¼ mile) to transit stops.**

# **CHALLENGES AND OPPORTUNITIES IN TOWN CENTER**

## **INCREASED MARKET DEMAND FOR HOUSING**

Over the past decade, Edgewood has experienced significant growth in its population. Between 2016 and 2019, 628 multi-family apartment units were constructed, primarily along the Meridian Ave corridor, and more are in the pipeline. At the same time, there is still additional capacity for housing in the Town Center. Currently, there continues to be demand to develop more high-density residential projects in Town Center. However, there is concern that commercial development has not kept up pace with residential growth.<sup>1</sup>

Looking forward, the housing options in Town Center should include multi-family apartments and condominiums, townhomes, live-work, and senior-oriented living. Whenever possible, residential and commercial land uses should be mixed to support a critical mass of activity and make efficient use of land.

## **LACK OF EMPLOYMENT OPPORTUNITY**

Relative to other regional commercial centers, retail and employment growth have been slow and the jobs-to-population ratio is relatively low. This is due in part to Edgewood's geographic position in the market. While Meridian Avenue / SR 161 provides regional access, competing retail areas are located close to major regional arterial and highway connections.<sup>1</sup> In a sense, Edgewood is a community caught between these more “regionally competitive” commercial centers and must provide a local and alternative shopping and service experience to thrive.

## **CHALLENGES FOR MIXED-USE COMMERCIAL DEVELOPMENT**

Mixed-use development continues to be challenging in Town Center. This is in part attributed to vacancy and capitalization rates that suggest residential development may be more desirable than other real estate classes.<sup>1</sup> The 2021 Pierce County Buildable Lands Report demonstrates that land use in Town Center is presently split 89 percent residential and 11 percent non-residential.

As of 2021, Town Center was 89 percent residential and 11 percent non-residential, as

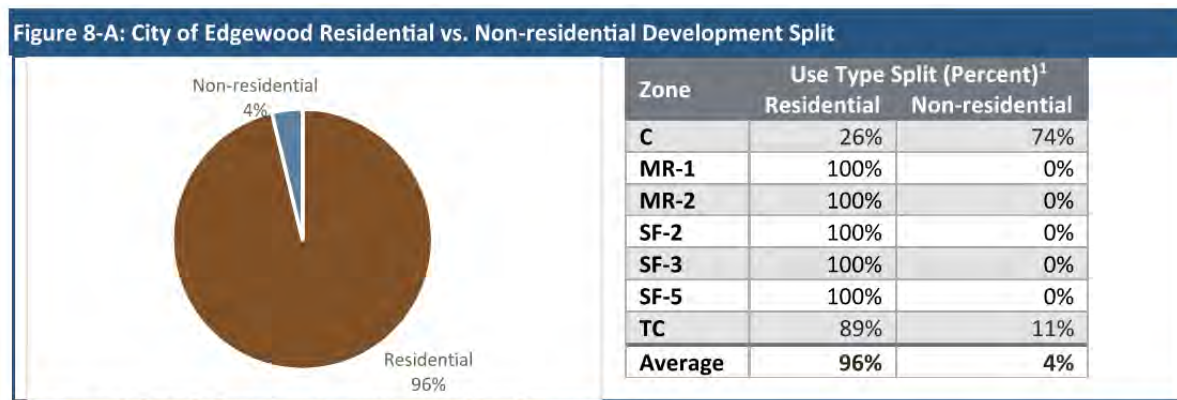
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<sup>1</sup> Planning and Economic Development Study for the TC & MUR Districts, BERK Consulting, April 2020



seen in Figure 6 below.

**Figure 6: Percentage of Residential and Non-residential Development Split within the City of Edgewood**



<sup>1</sup>Does not include single-family permits in order to avoid double-counting acreage.

Sources: City Permit Data, Pierce County Assessor-Treasurer Tax Parcels, Puget Sound Regional Council Housing Unit Permit Database.

There is opportunity for the City to attract long term commercial development by ensuring that in places where multi-family development occurs, an efficient pedestrian network connects these developments to and through Town Center. This may be a stronger approach than attempting to compete with regionally-oriented retail locations.

## MERIDIAN AVENUE TRAFFIC

Meridian Avenue accommodates a significant traffic volume. The challenge is to create a walkable Town Center around this roadway, balancing the needs of multiple and often conflicting modes of transportation. Because Meridian Avenue has been a major corridor for quite some time, much of the development has been designed around automobile access. To realize the vision for Town Center, commercial development will likely need to be clustered in a way that encourages pedestrians to linger in the area, while recognizing that most residents of Edgewood primary mode of transport is the automobile. This will be challenging, given the currently fragmented state of ownership along the corridor.

## ECONOMIC DEVELOPMENT

A 2020 Planning and Economic Development Study<sup>2</sup> included a summary of findings from its community profile highlighting considerations for how the City could manage broader issues of economic development that would impact the Town Center. The major findings suggest:

- Previous population targets for Edgewood were low and have been reduced over time.
- New growth has been predominantly in the form of multi-family developments.
- Edgewood is primarily a community of commuters.
- Growth in retail in Edgewood will be challenged by competing retail centers with regional access.
- Local commercial development may also be challenged by high area-wide vacancy rates.

Although slow employment growth reflects Edgewood's largely residential character and history, it highlights the potential of the Town Center to generate new business and employment opportunities.

## GOALS AND POLICIES

### **Goal TC.1      Create vibrant, pedestrian-orientated streetscapes to create a walkable, pedestrian-friendly Town Center.**

- |       |  |
|-------|--|
| TC.1a | Prioritize completion of the pedestrian network throughout Town Center and to/from nearby neighborhoods and commercial districts.  |
| TC.1b | Ensure private development includes both internal and external pedestrian connectivity to adjacent destinations, public open spaces, pedestrian routes, public rights-of-way, and transit.     |
| TC.1c | Build upon existing trails, pathways, and sidewalks to increase non-motorized connections between parks, schools, transit, services, businesses, and other community amenities in Town Center. |
| TC.1d | Prioritize safely and comfortably connecting for all modes to/from Town  |

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<sup>2</sup> Planning and Economic Development Study for the TC & MUR Districts, BERK Consulting, April 2020

Center and the Edgewood Community Park, on the northeast corner of 36th and Meridian.

- TC.1e Ensure streetscape improvements create a comfortable, lively, and active street environment that supports and encourages pedestrian activity and public enjoyment of the Town Center, such as outdoor patios, seating, bike amenities, comfortable lighting, weather protection, artwork, and cultural features.
- TC.1f Ensure pedestrian pathways and crossings are oriented to/from transit.
- TC.1g Prioritize pedestrian safety at intersections and road crossings by provide enhanced pedestrian safety features and improvements at key locations across Meridian Avenue, such as pedestrian “safety islands”, raised or special-paving, traffic-calming methods, lighting, or other features.



Figure 7: In situations with more than one travel lane in each direction, the pedestrian refuge should be scaled up to match the proportion of space dedicated to vehicles. This creates the added benefit of sufficient space for trees, which further aid in traffic calming and fulfill other urban design goals. (Source: NACTO<sup>3</sup>)

## Goal TC.2 Encourage a variety of commercial and residential mixed-use development within Town Center.

- TC.2a Encourage a range of affordable residential living options at all price points to allow for a diverse, multi-generational community.
- TC2.b Explore collaboration with larger developers for high-quality, diverse commercial, and mixed-use, especially those that have experience with

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<sup>3</sup> <https://nacto.org/publication/urban-street-design-guide/intersection-design-elements/crosswalks-and-crossings/pedestrian-safety-islands/>

integrated mixed-use projects and larger developments.

- TC2.c Prioritize the development of vacant land and the redevelopment of the underdeveloped properties at the corners of 24th Street East and Meridian Avenue.
- TC2.d Ensure development provides the opportunity for a variety of commercial uses within the Town Center.
- TC2.e Ensure new development would be resilient to market changes and the ebbing flow of real estate demands, such as ensuring ground-floors are constructed to easily accommodate a mix of uses (retail, restaurant, office, residential, etc.) and reduce the costs of future tenant improvements if later converted.
- TC2.f Use findings from the City's middle housing analysis to inform possible infill housing opportunities within Town Center.

### **Goal TC.3 Support and encourage businesses in the Town Center.**

- TC3.a Identify opportunities for local business collaboration and branding of the Town Center.
- TC3.b Highlight clusters of existing businesses and promote new businesses that can help enhance the Town Center character.
- TC3.c Encourage and support proposed mixed-use developments to avoid an uneven patchwork of commercial through Town Center.
- TC3.d Explore partnerships to encourage different types of catalyzing projects, such as co-working spaces, community kitchens, pop-ups, and start-ups.
- TC3.e Ensure safe and efficient commercial business use in the Town Center, such as deliveries and loading/unloading.

### **Goal TC.4 Support long-term transit improvements.**

- TC4.a Coordinate with Pierce Transit on future transit planning in Town Center.
- TC4.b Integrate current and planned transit stops within plans for future

development or improvements in Town Center.

- TC4.c Enhance existing transit locations to ensure comfortability, improved access, and safety.
- TC4.d Provide development incentives for transit-oriented development within the Town Center, such as reduced parking, increased density, or height allowances.
- TC4.e Promote and encourage alternative transit opportunities for businesses, residential development, and workplaces for vanpools, rideshares, and other carpooling programs.
- TC4.f Ensure clear connections between from private developments and public spaces to transit are provided.

**Goal TC.5 Explore alternative options for parking quantity and placement in Town Center.**

- TC.5a Reduce or eliminate minimum parking requirements for Main Street businesses and transit-oriented development.
- TC.5b Explore opportunities for public parking.
- TC.5c Identify parking management strategies that consider customer and business needs.
- TC.5d Ensure bike parking infrastructure is provided at key locations, such as public spaces, near building entries, near sidewalks, and near transit stops.
- TC.5e Parking should be located within, below, or behind structures and screened.
- TC.5f Consider adding on-street parking where practicable, to reduce demand for off-street parking lots, calm traffic, provide separation from other modes, and encourage commerce for street-fronting businesses.

**Goal TC.6     Explore urban design strategies to enable the realization of the Town Center Vision.**

- TC.6.a     Consider amending the municipal design standards to reflect the desired built form and character of Town Center.
- TC.6b     Explore ways to encourage through-block connections throughout the Town Center.
- TC.6c     Promote the development of Town Center gateways at key intersections.
- TC 6.d     Where permissible, stand-alone multi-family residential development should be appropriately scaled and formally reflective of the community character.
- TC 6.e     Consider reducing minimum lot sizes and opportunities for neighborhood commercial uses for residential zones within a half mile walkshed of Town Center.
- TC.6.f     Provide opportunities for creativity, street art, unique building designs that honor Edgewood's heritage and increase visual interest throughout the Town Center.
- TC.6.g     Ensure variety between buildings of the same development and between properties.
- TC.6.h     Encourage activated rooftops with patio areas, potential businesses, and communal spaces.
- TC 6.i     Ensure the first floor of development along street frontages and facing open spaces is pedestrian-oriented and is connected to the pedestrian environment.



Figure 8: A signature market and grocery at the intersection would be architecturally appropriate and could become a catalyzing commercial business for Town Center.

## **Goal TC.7     Enhance the sense of community within the Town Center**

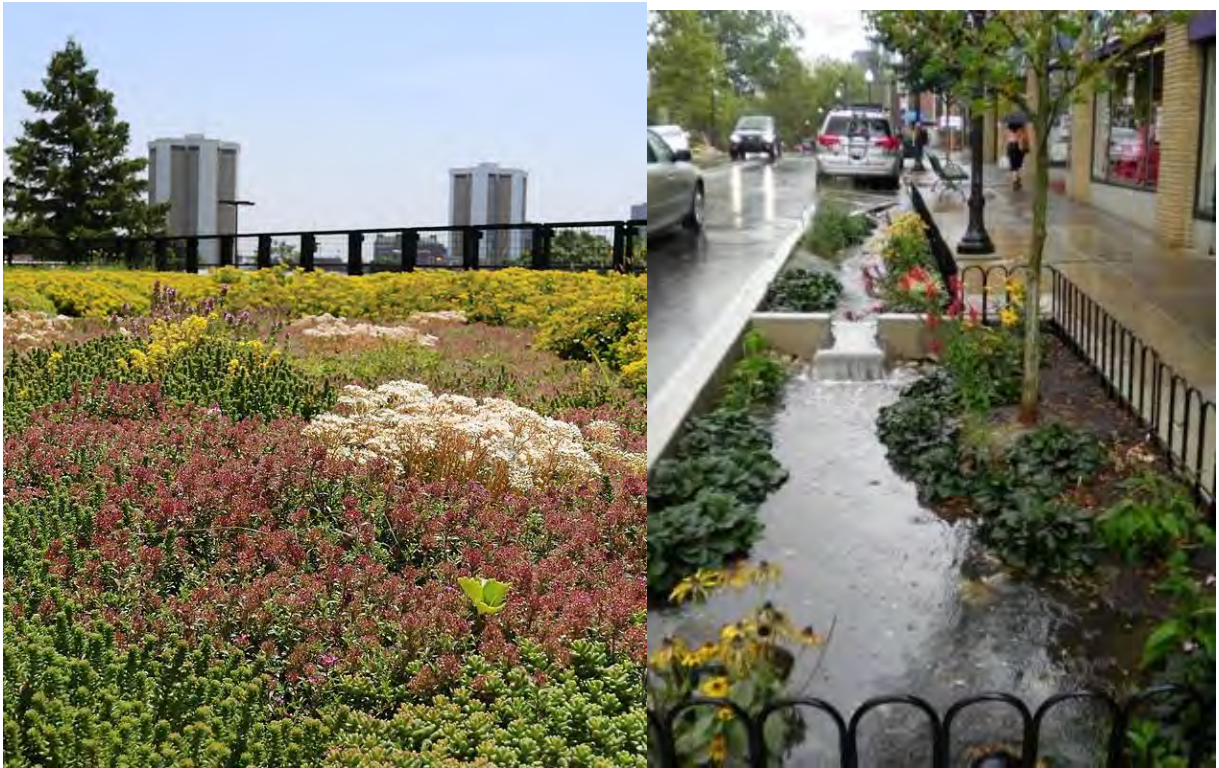
- TC.7a     Explore opportunities for community activities within the Town Center that bring Edgewood together, such as street fairs, markets, outdoor movies, and cultural events.
- TC.7b     Form a plan for the City Hall Civic Campus property that achieves the vision, goals, and policies of the Town Center as the heart of Edgewood.



**Goal TC.8     Ensure Town Center development is sustainable and enhances the natural environment.**

- TC.8a     Encourage dense and compact development, reduced surface parking areas, and open space preservation in Town Center.
- TC.8b     Require development to incorporate green stormwater infrastructure and low-impact development (LID) strategies.
- TC.8c     Seek strategies to address the urban heat island effect resulting from an increase in impervious surfaces.
- TC.8d     Require the use of native, drought-tolerant landscaping.
- TC.8e     Ensure development is compatible with the Energy Element vision, goals, and policies.
- TC.8f     Incentivize development that orients lots, roads, and buildings to limit solar exposure, maximize potential solar energy capture, weaken wind velocity, and create wind disturbances that reduce cooling costs.
- TC.8g     Protect and expand existing tree canopies within Town Center, especially within both public and private spaces and along pedestrian, multi-modal, and transit routes and roadways.
- TC.8h     Encourage installation of charging infrastructure for electric vehicles and consider regulations that would require the installation of conduit at the time of development, to facilitate the future addition of charging stations.
- TC.8i     Protect and expand existing tree canopies within Town Center, especially within both public and private spaces and along pedestrian, multi-modal, and transit routes and roadways.
- TC.8j     Explore recycling and composting programs for residential and commercial uses within the Town Center.
- TC.8k     Provide opportunities for waste and recycling for pedestrians and in public spaces and along the street environment.

Figure 9: Native plantings, mixed vegetation and LID designs are encouraged in landscaping of all kinds, including in parking lots and streetscapes. Green roofs are also encouraged.



# HOUSING



## INTRODUCTION

This Element of the Comprehensive Plan sets out the vision, goals, and policies to address current and projected housing needs for the next 20 years (2024 to 2044), inclusive of the diverse needs of the whole community across the income spectrum. The community is facing housing challenges that could benefit from improved access to more housing options including more housing for seniors and young adults, smaller housing, more rentals and affordable homeownership opportunities, all of which the City can have a role in supporting.

The Housing Element is supported by a housing needs assessment (provided below) that quantifies existing housing and projected housing needed to accommodate projected growth<sup>1</sup>. Housing analysis is an important exercise as Edgewood's housing needs tend to continually evolve based on changes in the broader economy, local demographics, and the regulatory environment. In addition to an assessment of housing needs based on the best available existing data, the Housing Element goals and policies reflect community input, state legislative requirements, and City of Edgewood priorities.

The following section provides background on the planning framework and highlights the analytical findings associated with current and projected housing including details on Edgewood's community demographics, housing stock, housing market dynamics, expected housing demand, and special housing needs. The insights from this analysis help to build a factual basis for the housing policy updates.

## BACKGROUND

### PLANNING FRAMEWORK

After incorporation in 1996, a Comprehensive Plan for the City of Edgewood was first adopted in 2001. This plan has been regularly updated, with the most recent major periodic update occurring in 2015 to fulfill the requirements of Washington State's Growth Management Act (GMA). The GMA is a series of state statutes first adopted in 1990

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<sup>1</sup> Also see the capacity analysis at Appendix B for more information.

aimed at managing population growth, particularly in the state’s fast-growing areas. In Pierce County, Revised Code of Washington (RCW) 36.70A.040 requires all cities to “fully plan” for the elements of a Comprehensive Plan, including land use, housing, capital facilities, utilities, transportation, and climate change.<sup>2</sup>

As part of the Puget Sound region, Edgewood is also represented by the Puget Sound Regional Council (PSRC), which convenes local jurisdictions and public agencies within Pierce, Kitsap, Snohomish, and King counties. In 2020, the PSRC adopted the VISION 2050 plan as a long-range growth management plan which prioritizes housing as a top need for residents of the region and provides the region with the 30-year vision that: *“The central Puget Sound region provides an exceptional quality of life and opportunity for all, connected communities, a spectacular natural environment, and an innovative, thriving economy.”*

The Pierce County Regional Council (PCRC) is a group of elected leaders comprised of representatives from all jurisdictions as well as County staff which coordinates planning efforts that bring together multiple local governments (such as cities, tribes, ports, etc.). The PCRC is responsible for coordination between jurisdictions, monitoring implementation of the VISION 2050 Plan within the County, and making a recommendation to Pierce County Council. In turn, Pierce County Council adopts Countywide Planning Policies (CPPs) per RCW 36.70A.210.<sup>3</sup> The CPPs include policies and goals for housing and are intended to be consistent with local jurisdictions.

Pierce County completed its most recent Buildable Lands Report in 2021, which meets statewide standards to plan for future growth as part of the Buildable Lands Program (RCW 36.70A.215). This report analyzes the capacity within Pierce County jurisdictions to meet future community needs for jobs and housing, including analysis specific to the City of Edgewood. The County’s assessment relies on a combination of historic development trends, zoning, and the existing inventory of parcels in each jurisdiction to determine if they are aligned with growth targets for the 2020-2044 planning period. The results of the Pierce County Buildable Lands Report determined that there is capacity for 3,584 new housing units within the City of Edgewood, indicating sufficient capacity to meet

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<sup>2</sup> The GMA includes other optional elements for economic development, parks and recreation, conservation, energy, subarea plans, and ports. The City of Edgewood has chosen to include Parks and Recreation and Energy as elements in its current plan and is adding an Economic Development element as part of the current process.

<sup>3</sup> This state statute requires that “the legislative authority of a County that plans under RCW 36.70A.040 shall adopt a Countywide planning policy in cooperation with the cities located in whole or in part within the County”

projected housing needs for 2044.<sup>4</sup> A Housing Land Capacity Analysis is included as an Appendix to this Plan.<sup>5</sup>

## COMMUNITY ENGAGEMENT

As a part of this Comprehensive Plan update, the project team engaged with community members and stakeholders to learn about their housing needs and insights. The City hosted a series of meetings and two (2) surveys to provide findings relevant for the housing priorities and needed updates. Key findings from the surveys regarding housing needs are summarized below.

- The character of neighborhoods was the top response for what residents enjoy most about living in Edgewood, followed by location and proximity to other places in the region, and people in the community.
- Development and growth were a key theme for what people would like to see change about Edgewood, emphasizing the need to maintain a small town environment and manage growth within the capacity of the City's infrastructure and designated centers.
- Respondents most commonly cited the following as their top five (5) priorities for the City to focus on in the next 20 years:
  - Public Safety;
  - Community Character;
  - Walking and Biking;
  - Parks and Recreation; and
  - Businesses.
- From a list of housing types, the top preferences from respondents for housing types beyond single-family detached dwelling units were cottage housing (groups of smaller detached dwelling units around a common open space), accessory dwelling units (attached or detached small-scale units on the same lot as a single-family home), and duplexes (two residential units in one building, either side-by-side or stacked).
- Amongst larger scale housing types, respondents had the strongest preference for mixed-use, mid-rise apartments (housing units in a building with other uses like

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<sup>4</sup> Pierce County Planning and Public Works, 'Pierce County Buildable Lands Report,' November 2022, <https://www.piercecountywa.gov/923/Buildable-Lands>, 96-106.

<sup>5</sup> Housing Land Capacity Analysis prepared by AHBL, Inc. dated November 2024



retail).

- When asked about different priorities for new housing development, respondents gave the greatest importance for the City to have regulations and rules to ensure high quality design for new multi-family housing and to ensure that property owners have a wide variety of options for what they can do with their land.
- When asked about the most important needs for housing affordability, the top choices noted that older adults should be able to age in place and families and single parent households should be able to live in Edgewood. A top housing concern was fearing that their children might be unable to afford living in the City when they are adults.
- When asked about individual challenges and motivations for buying a home in Edgewood, survey respondents noted cost as the biggest challenge. Cost of living was the least frequently cited response as to why residents enjoyed living in Edgewood.

In addition to engaging the community, the project team analyzed the best available data describing housing conditions, community needs, housing market trends, and a housing needs analysis that quantifies existing and projected housing needs and identifies the number of housing units necessary to accommodate projected growth. Housing analysis is an important exercise as a community's housing needs tend to continually evolve based on changes in the broader economy, local demographics, and the regulatory environment. This assessment relied on data primarily sourced from the United States Census Bureau's 5-year American Community Survey (ACS) estimates,<sup>6</sup> CoStar, the Washington State Office of Financial Management (OFM), the United States Department of Housing and Urban Development (HUD), the Puget Sound Regional Council (PSRC), and the City of Edgewood. OFM provides official state and local population estimates and projections for use in the allocation of funds, growth management, and other planning functions. In the Puget Sound Region, the PSRC operates as a Metropolitan Planning Organization, which develops policies and coordinates decisions about managing growth as well as planning for transportation and economic development in King, Kitsap, Pierce and Snohomish counties and jurisdictions within them.

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<sup>6</sup> 5-year estimates use data collected over a longer period of time used to increased statistical reliability of the data by using a larger sample for geographies with populations under and small groups within a population. Since Edgewood's population is below the threshold of 65,000 residents, 1-year estimates are not available at the city level. This report generally uses the most current estimates at the time of writing; for ACS data this is 2018-2022, as well as comparison over time to 2008-2012 data.

# Summary of Housing Needs Findings

A summary of key housing analysis findings are highlighted below to identify the housing needs of today and for the next 20 years, forming the basis for this Element.

## COMMUNITY DEMOGRAPHIC TRENDS

Since 2000, Edgewood has grown at a faster rate than Pierce County or Washington State overall, with an average annual growth rate (AAGR) of 1.8%, growing from a little over 9,000 persons to 13,590 persons in 2023 (see Figure H-1). The City also saw a higher annual rate of household growth compared to Pierce County and Washington.

Figure H-1. Annual Population Change, 2000-2023



JURISDICTION	POPULATION BY YEAR			CHANGE 2000-2023	AAGR 2000-2023
	2000	2010	2023		
City of Edgewood	9,089	9,387	13,590	4,501 (49.5%)	1.8%
Pierce County	700,818	795,225	946,300	245,482 (35.0%)	1.3%

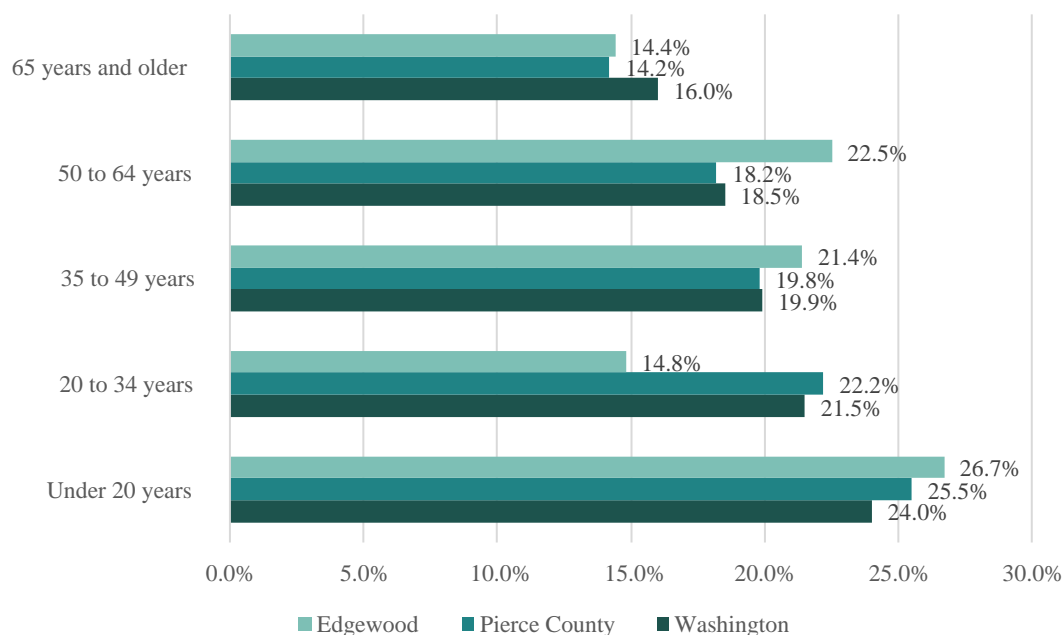
Source: WA OFM (Intercensal and postcensal). Year-over-year population change.



## Age

Evaluating the age of the population is important in the context of housing needs as these needs can shift during different life stages. For example, early career workers, multigenerational families with children, and older persons entering retirement may have different needs regarding the location, price, size, and layout of their home. As shown in Figure H-2, Edgewood has seen growth in those aged 50-64 years and under 20 years. This finding aligns with the observed increased share of couples with children and single parents with children compared to Pierce County and Washington State (see Figure H-4 below). Another indicator, median age, indicates that the City's median age has decreased from 45 to 40.3 years from 2012 to 2022. As of 2022, Edgewood's median age of 40.3 years remained higher than Pierce County's median age of 36.5 years.

**Figure H-2. Age Distribution, 2022**

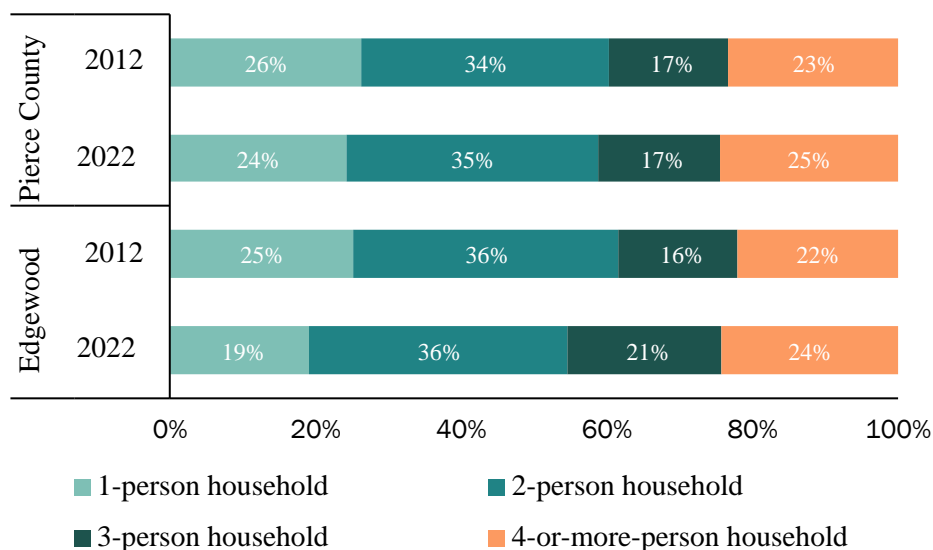


Source: U.S. Census Bureau, 2018-2022 ACS 5-Year Estimates.

## Household Size

The City's growth in average household size slightly increased from 2.48 persons per household in 2012 to 2.73 persons in 2022 (see Figure H-3). This could indicate a variety of different factors, such as growing housing demand for families with children, multigenerational households, or other larger household types.

Figure H-3. Household Size Distribution, 2012-2022

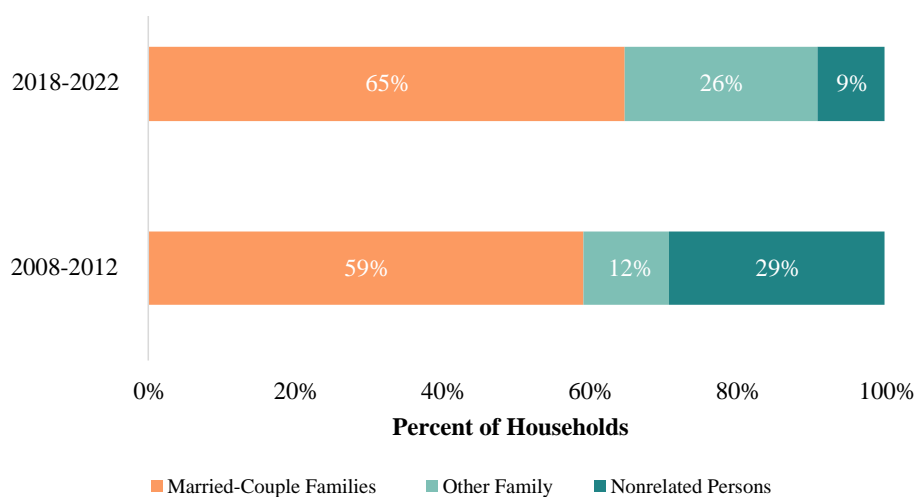


Source: U.S. Census Bureau, 2008-2012 and 2018-2022 ACS 5-Year Estimates

### Household Type

Changing household size and age demographics are likely related to changing household types. In 2022, Edgewood had a larger share of both couples and families with children as well as single parents compared with Pierce County and Washington state. Likewise, the City's age demographics indicate growth in youth under the age of 20 (Figure H-4). Since 2012, the share of non-related persons living together decreased by 20 percentage points.

Figure H-4. Household Type, 2022

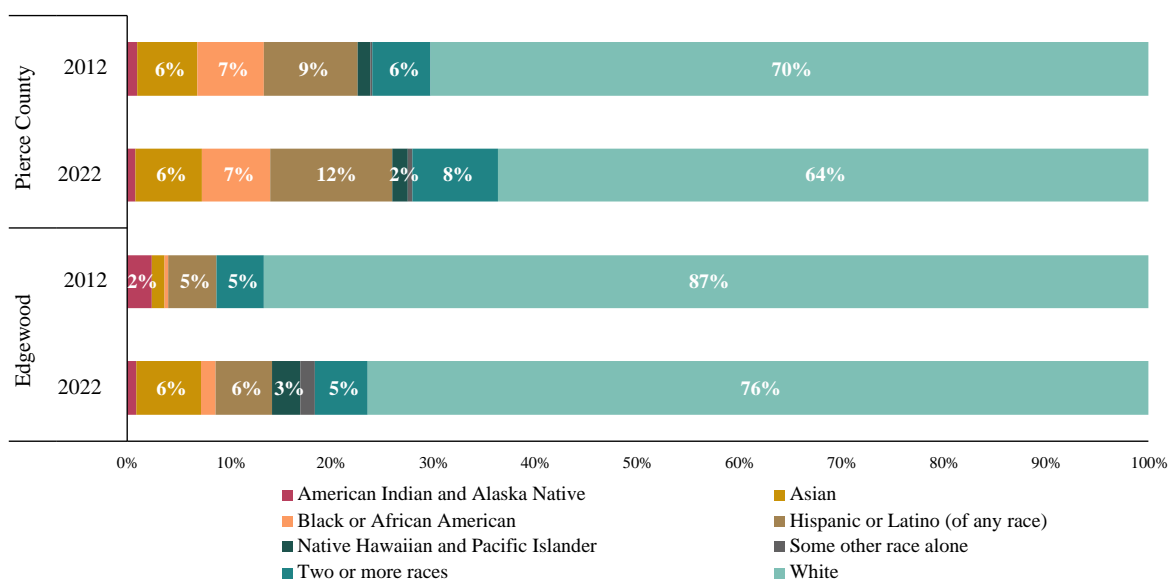


Source: U.S. Census Bureau, 2018-2022 ACS 5-Year Estimates

## Race and Ethnicity

Edgewood is becoming a more diverse community, with approximately one-quarter of the total population identifying as Persons of Color in 2022, increasing by 11 percentage points since 2012. In 2022, the largest groups of Persons of Color in Edgewood were Asian residents and Hispanic or Latino residents, each making up approximately 6% of the City's population. Out of the many groups identified as Persons of Color (see Figure H-5), the City of Edgewood saw the greatest growth over the past decade in its Asian and Native Hawaiian and Pacific Islander populations, growing by 5 and 3 percentage points, respectively.

Figure H-5. Population by Race and Ethnicity, 2012-2022



Source: U.S. Census Bureau, 2008-2012 & 2018-2022 ACS 5-Year Estimates. <sup>7</sup>

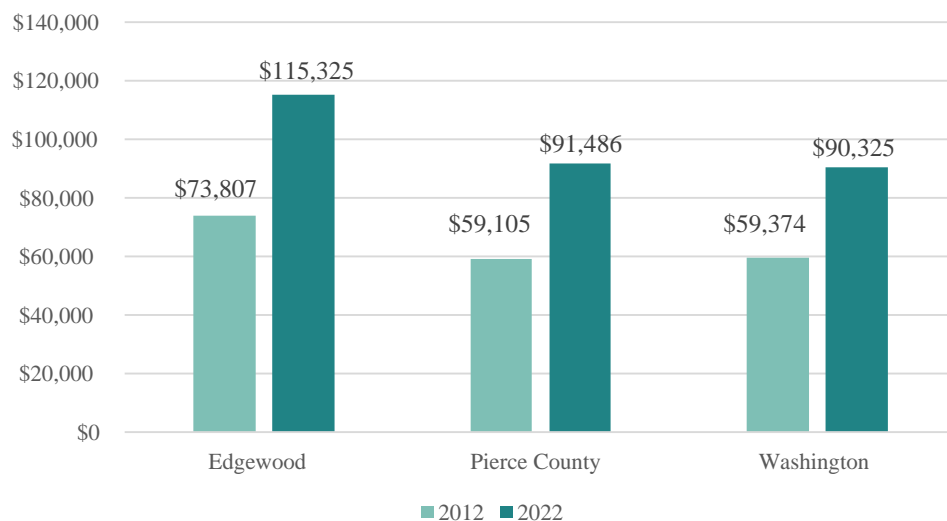
## Household Income

Edgewood's median household income in 2022 was about \$115,000 annually, rising by 56% in nominal dollars since 2012 and was higher than the countywide figure of \$91,000.

Edgewood's growth in median household income was driven by an increase in households earning \$150,000 or more annually, which grew by 20 percentage points since 2012 (see Figure H-6).

<sup>7</sup> Labels not included for values  $\leq 1\%$  on chart.

**Figure H-6. Median Household Income, 2012-2022**



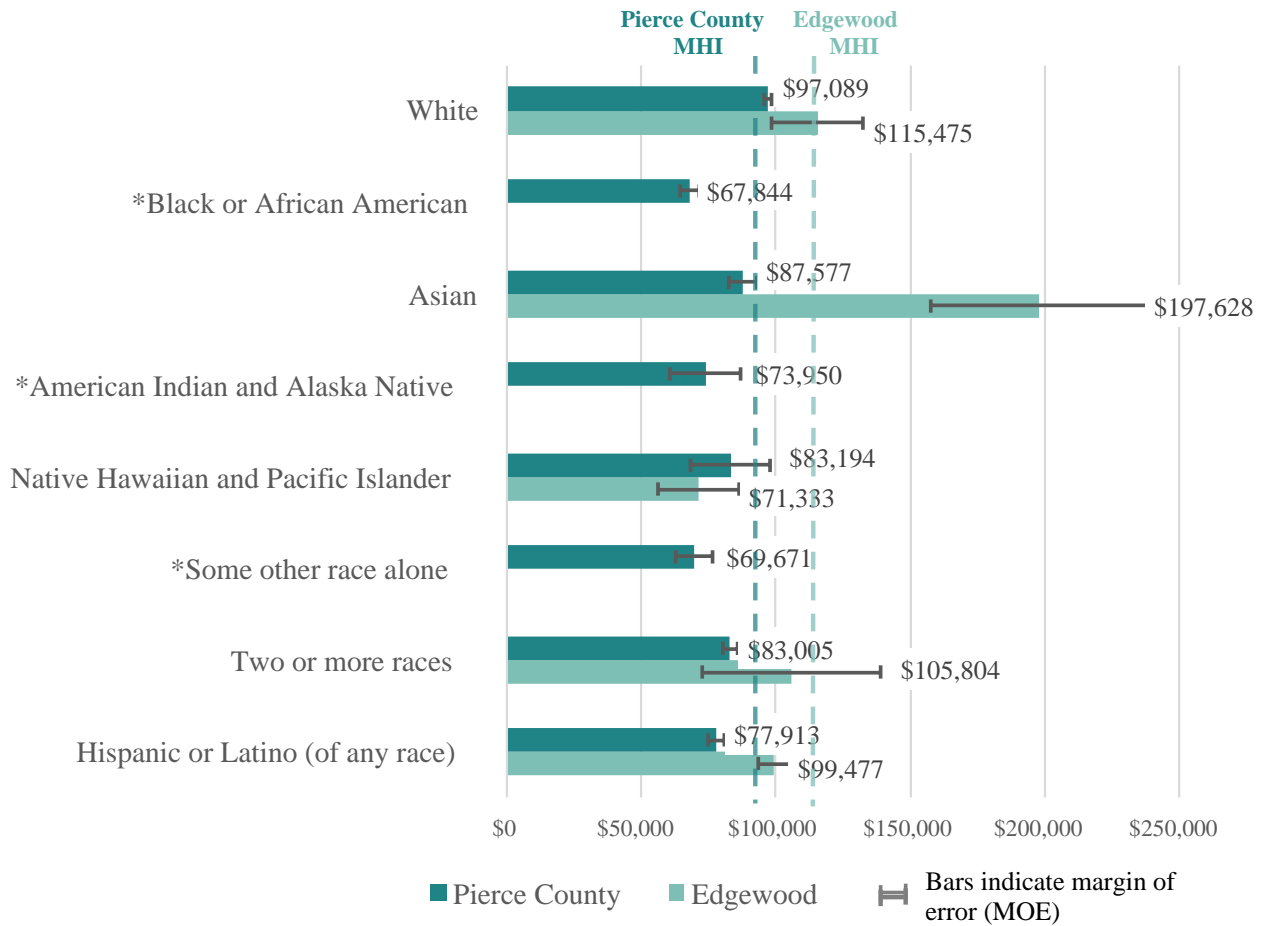
Source: U.S. Census Bureau, 2008-2012 and 2018-2022 ACS 5-Year Estimates<sup>8</sup>

Household income levels vary in Edgewood and Pierce County by race and ethnicity as shown below in Figure H-7. In Edgewood, the median household income for Native Hawaiian and Pacific Islander and for Hispanic or Latino households was lower than overall City average according to recent data from 2022. Overall, Pierce County trends show lower median household incomes for residents who are Black, Hispanic or Latino, American Indian or Alaska Native, multiracial, or of another race.

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<sup>8</sup> 2008-2012 values not adjusted for inflation.

Figure H-7. Median Household Income (MHI) by Race and Ethnicity, 2022



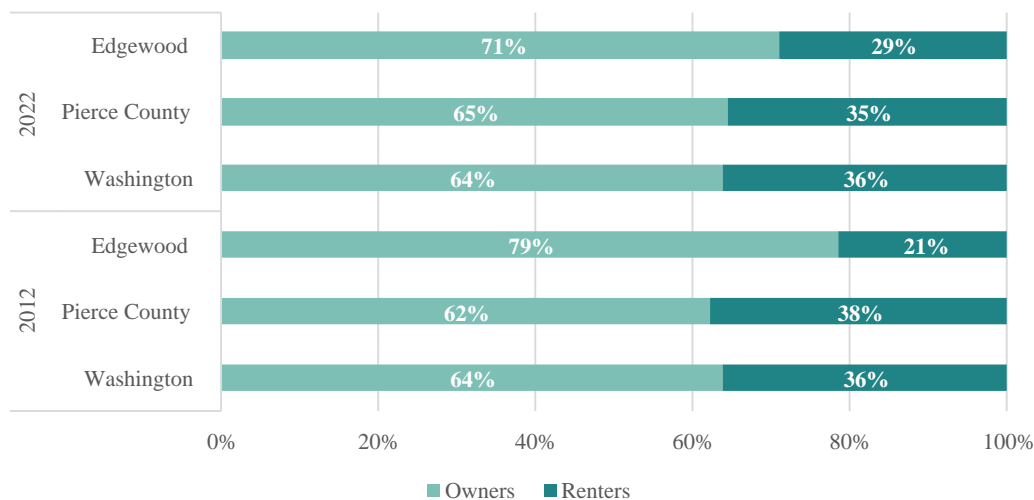
Source: U.S. Census Bureau, 2018-2022 ACS 5-Year Estimates<sup>9</sup>.

<sup>9</sup> The Margin of Error (MOE) was too high for some categories and higher MOEs reduces the accuracy of the information.

## HOUSING MARKET

Most households in Edgewood own their home with around 71% owning their homes in 2022, a higher rate than either Pierce County (see Figure H-8). However, the share of renter households is growing in Edgewood, showing an increase of 8 percentage points since 2012.

**Figure H-8. Household Tenure, 2012-2022**

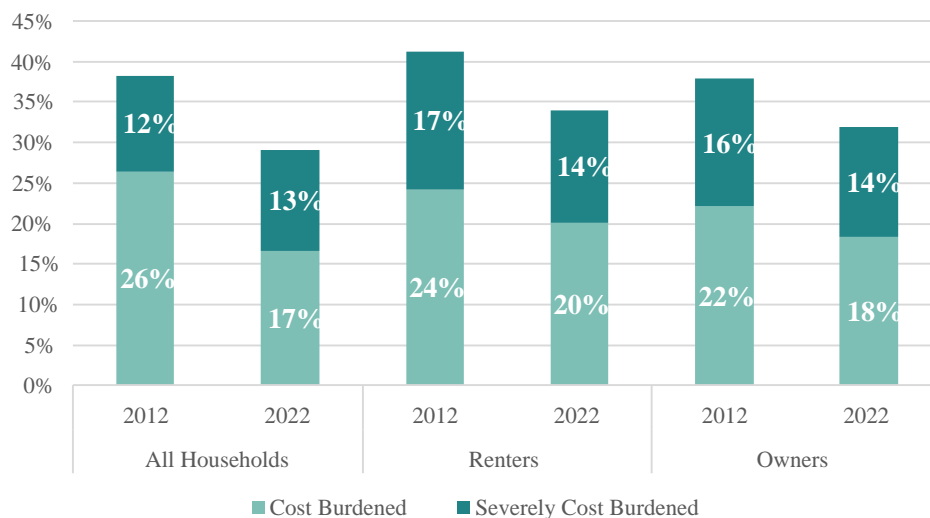


Source: U.S. Census Bureau, 2008-2012 and 2018-2022 ACS 5-Year Estimates

### *Housing Costs*

Total rates of cost burden were lower for households in Edgewood in 2022 than in Pierce County and Washington State, with about 17% of households experiencing cost burden in the City (paying 30-50% of monthly income towards housing costs) and an additional 13% experiencing severe cost burden (paying more than 50% of income towards housing costs).

Figure H-9. Cost Burden and Severe Cost Burden by Tenure, 2012-2022



Source: U.S. Census Bureau, 2008-2012 and 2018-2022 ACS 5-Year Estimates

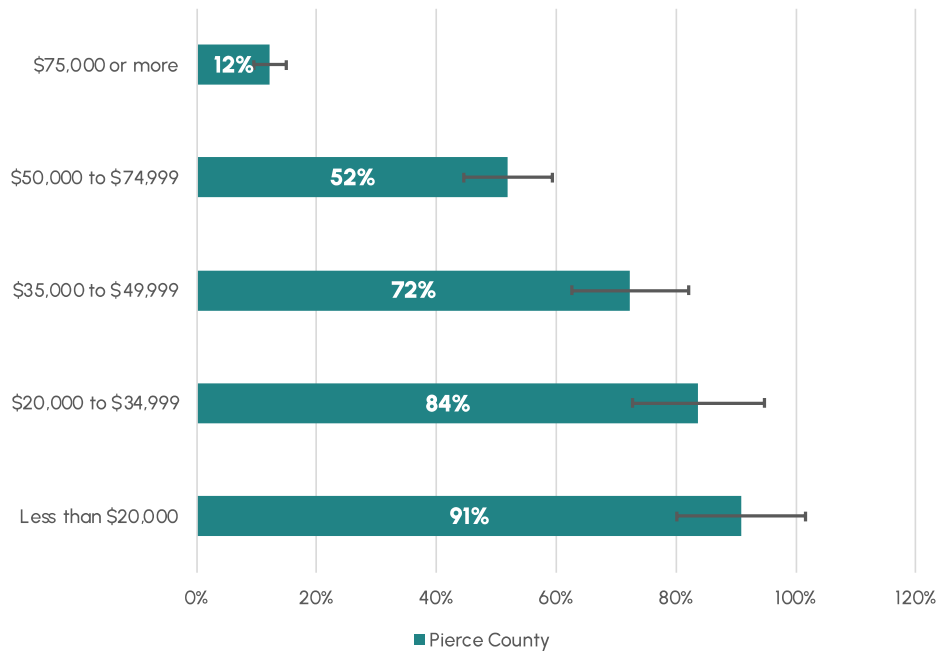
### Household Income

Pierce County households with lower income levels tended to experience housing cost burden more frequently than households earning \$75,000 or more per year in 2022. Nearly all household earning \$34,999 or less were cost burdened in this time period.<sup>10</sup> Like disparities in median income, Persons of Color in Pierce County also saw disparate rates of housing cost burden, particularly for renter households. Households that were Black, Hispanic, or Latino, and another race saw higher total rates of cost burden.

<sup>10</sup> City of Edgewood data describing cost burden by household income levels was not reliable enough to report.



Figure H-10. Cost Burdened Households by Income Level, Pierce County, 2022



Source: U.S. Census Bureau, 2018-2022 ACS 5-Year Estimates<sup>11</sup>

### *Total Housing Units*

Edgewood, Pierce County, and other surrounding cities have seen growth in the number of housing units in the past two (2) decades. As shown in Figure H-11 Edgewood has seen a 62% increase since 2000 (annually this equals 2.7% growth or 96 new homes per year), exceeding the City's population growth and indicating that the City has been adding steadily to its supply to meet the rising demand.

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<sup>11</sup> Chart shows the share of all households within each income level experiencing housing cost burden.

Figure H-11. Total Housing Units, Edgewood and Pierce County, 2000-2023

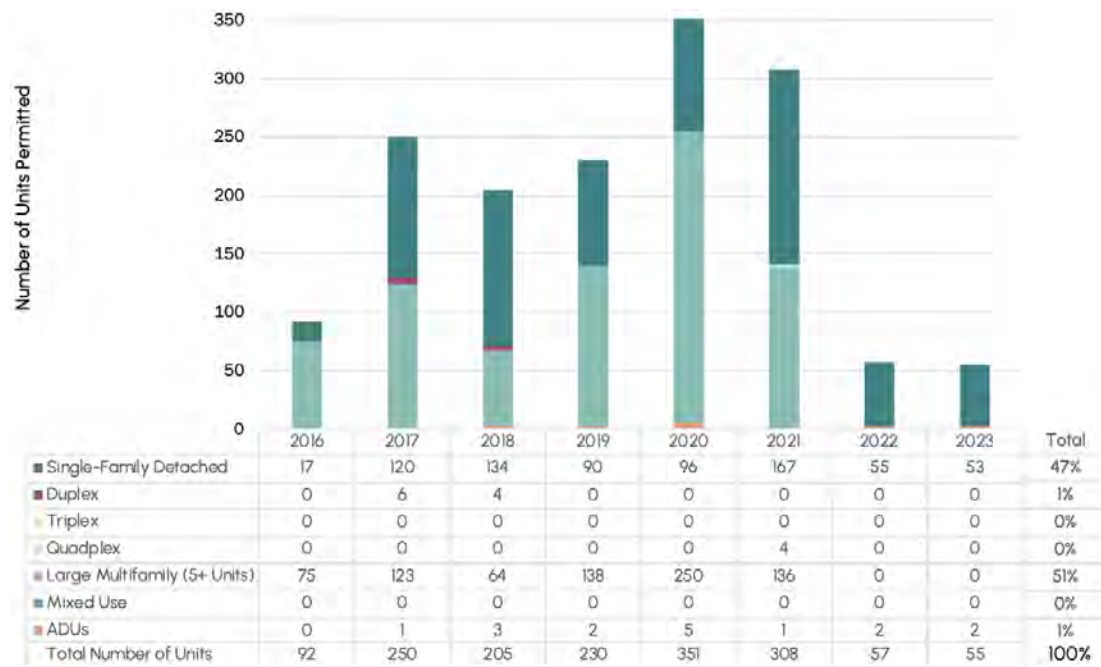
JURISDICTION	HOUSING UNITS			CHANGE, 2000- 2023	PERCENT CHANGE, 2000- 2023	AAGR 2000- 2023
	2000	2010	2023			
City of Edgewood	3,562	3,801	5,782	2,220	62%	2.1%
Pierce County	277,060	325,375	372,113	95,053	34%	1.3%

Source: WA Office of Financial Management (Intercensal and postcensal). Average Annual Growth Rate (AAGR)

### *Housing Types*

As shown in Figure H-12, a sharp spike in housing production in 2017 and 2020 primarily reflected large new multifamily developments. Edgewood is experiencing a steady increase in new units permitted, with the greatest share of new units originating from multifamily buildings (51%) or detached single-family homes (47%). However, the total number of new units permitted in 2022 to 2023 was lower than prior years. Only 2% of new homes fell into ‘middle housing’ types, which describes moderate density housing such as duplexes and triplexes.

Figure H-12. City of Edgewood Housing Permit Changes, 2016-2023



Source: City of Edgewood<sup>12</sup>

<sup>12</sup> This figure only includes permits finalized as of 2023. While this does not indicate that construction may be complete on all new units, it demonstrates the number of new housing units in Edgewood.

## KEY BENEFITS OF MIDDLE HOUSING

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Since 2016, Edgewood has seen slow growth in middle housing types such as duplexes, triplexes, and quadplexes (see **Figure H-12** above). Encouraging more middle housing can have benefits for communities such as:

- » **Diverse Housing Options:** Middle housing can offer smaller units and yards for those wanting less home maintenance responsibilities. Multiunit buildings can also serve multigenerational and caregiver housing needs.
- » **Affordability by Design:** Compared with new single-detached homes, middle housing commonly offers smaller units and spreads land costs over more units on the same lot, offering more attainable housing costs.
- » **Smart Land Use and Sustainability:** Middle housing can be focused in areas near existing public facilities, support compact development in newly developing neighborhoods, and reduce the need to convert undeveloped land to housing. It can support walkable neighborhoods and allow more people to live near where they work. Middle housing with smaller units, attached units, or smaller yards also tends to use less energy and water than single-detached homes.
- » **Equity and Homeownership:** Middle housing can expand homeownership opportunities for people of various income levels since the entry-level purchase price tends to be lower, allowing more people to benefit from the stability, tax advantages, and economic mobility associated with homeownership. Integrating middle housing within high-opportunity neighborhoods can also expand access to quality schools, parks, and employment opportunities.
- » **Aging in Place:** Middle housing can offer downsizing options for older adults to continue living independently in their homes and communities as they age.

### *Vacancy*

According to U.S. Census data, Edgewood saw an increase in residential unit vacancies from 2 to 5% from 2012 to 2022 while Pierce County overall saw a slight decrease. The City and County had identical vacancy rates of 5%, indicating a healthy housing market with natural rates of turnover (extremely low vacancy can indicate a more constrained supply not meeting demand).

### *Affordability*

While Edgewood home prices and rents are higher than overall Pierce County averages, housing prices increased at a lower overall rate in recent years. In 2023, the median home sale price in Edgewood was roughly \$718,000 (\$168,000 higher than Pierce County

overall). Average monthly rents in Edgewood were \$1,768 in 2023 (\$175 higher than Pierce County overall). To afford the average housing unit in Edgewood, households would need two full time earners making \$34/hour each to avoid cost burden (see Figure H-13).

**Figure H-13. Monthly Rental and Home Sale Costs, Edgewood and Pierce County, 2023**

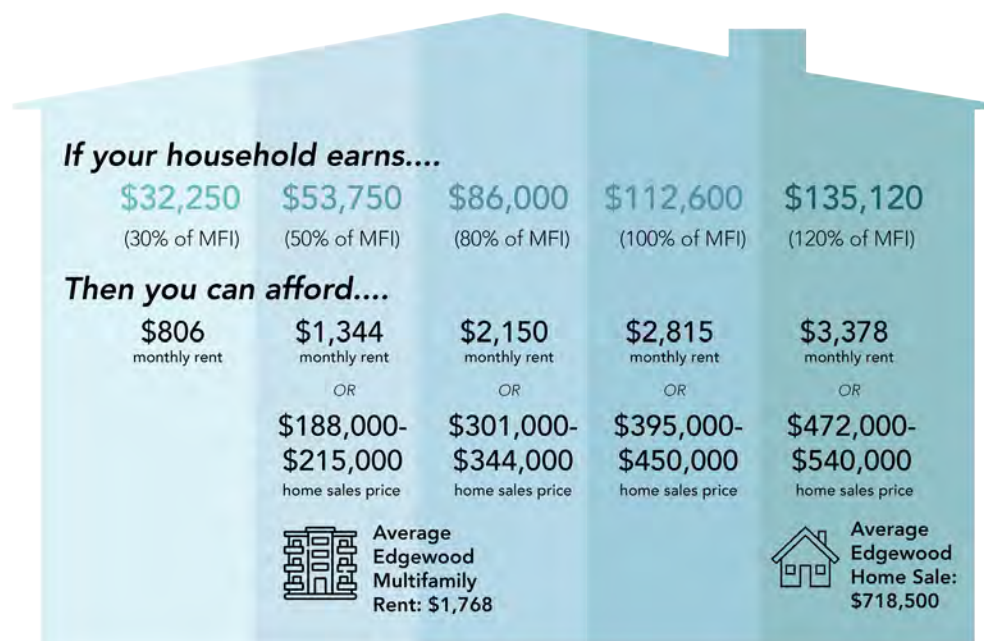
JURISDICTION	AVERAGE MULTIFAMILY RENT	MEDIAN HOME SALE PRICE
City of Edgewood	\$1,776	\$718,533
Pierce County	\$1,614	\$550,110

Figure H-14 demonstrates how much a household in Edgewood in 2023 could afford to pay for monthly rent or a home sales price based on their income level. The US Department of Housing and Urban Development (HUD) uses data from the US Census to define an area's Median Family Income (MFI, also referred to as AMI).

In Edgewood, the average rent in 2023 for multifamily units is affordable for households at about 60% of MFI without experiencing cost burden (where households pay more than 30% of monthly income towards housing costs). However, purchasing a home with an average sale price for 2023 is out of reach even for many households above the median income level (100% median income level). In fact, a household would need to make about \$180,000 annually to afford the average home in Edgewood (or about 150% of Median Family Income).



Figure H-14. Household Affordability Compared to Monthly Housing Costs, 2023



Source: US Department of Housing and Urban Development, CoStar, Redfin. Graphic: EConorthwest<sup>13</sup>

*Barriers to Rent-Restricted Affordable Housing, Emergency Housing, and Permanent Supportive Housing:*

- The limited ability of developers to build affordable housing due to the insufficient development feasibility and subsidies.
- Limited permit fee incentives and permit procedure support for affordable housing.
- Lack of incentives such as the property tax exemptions and tax incentives dedicated to affordable housing.
- Limited access to public transit and other community services and healthcare resources compared to other, larger cities in the Puget Sound region, together with of financial resources in the City to support the development of affordable housing.

<sup>13</sup> Monthly Family Income (MFI) means the same thing as AMI. This chart uses the median household income based on HUD MFI. Home sale prices are calculated using an assumption of 3.5-4 times annual salary as a benchmark.

## Demand

- The Pierce County Countywide Planning Policies set population growth targets for jurisdictions within the County, with projections between 2020 and 2044. Edgewood is expected to continue to grow increasing by 48% between 2020 and 2044 (or an average annual growth rate of 1.6%), as shown in **Error! Reference source not found..** This same growth pattern is reflected in the projected growth for households in the City. The City of Edgewood population change forecasted in the 2020 to 2024 time period comprises 2.14% of the total population growth anticipated for Pierce County.
- **Figure H-15. Population Growth Targets, 2020-2044**

JURISDICTION	2020 CENSUS POPULATION	2044 PROJECTION	CHANGE (NUMBER)	CHANGE	AAGR, 2020 TO 2044
City of Edgewood	12,327	18,217	5,890	48%	1.6%
Pierce County	921,130	1,196,798	275,668	30%	1.1%

- - Source: Pierce County Population Growth Targets, Exhibit A to Ordinance No. 2022-46s. AAGR: Average Annual Growth Rate. Note: This shows the AAGR from 2020 to 2024.

## Allocations

The Washington State Department of Commerce Housing for All Planning Tool (HAPT) includes two (2) allocation methods for determining how a County's future housing supply needs can be assigned among jurisdictions. In 2023, Pierce County adopted allocations using HAPT tool Method A. Figure H-16 shows that in total, an estimated 2,396 permanent housing units are needed by 2044 in the City of Edgewood. The HAPT is calibrated to 2020, and the City of Edgewood has already permitted 496 new housing units during the years 2021-2023.

The allocations below assume that the City would meet a large share (about 30%) of its new permanent housing target with units priced for moderate to high income households earning 100% or more of AMI. The City of Edgewood currently has no units of Permanent

Supportive Housing (PSH) <sup>14</sup> or emergency units;<sup>15</sup> and to meet these targets the City will need to accommodate 418 and 147 new units of these housing types respectively by 2044.

In addition, the City of Edgewood had no regulated affordable housing (as of 2021) which focus on providing housing for low to moderate income households. The City will need to build new affordable housing to meet its allocated targets.

**Figure H-16. Housing Unit Allocations by Income, Edgewood, 2020-2044**

	0-30% AMI		>30-50% AMI	>50-80% AMI	>80-100% AMI	>100-120% AMI	>120% AMI	TOTAL	TOTAL EMERG-ENCY BEDS
	Non-PSH	PSH							
<b>2020 Est. Supply</b>	165	0	356	744	644	875	2,341	5,125	0
<b>New Unit Allocation by 2044</b>	310	418	445	351	151	137	585	2,397	147
<b>Total Units (2044)</b>	475	418	801	1,095	795	1,012	2,926	7,522	147

<sup>14</sup> "Subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and utilizes admissions practices designed to use lower barriers to entry than would be typical for other subsidized or unsubsidized rental housing, especially related to rental history, criminal history, and personal behaviors" Washington RCW 36.70A.030(31)

<sup>15</sup> "Temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health, food, clothing, and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement." - Washington RCW 36.70A.030(14)

## WA STATE HOUSING ALLOCATIONS

In 2021, HB 1220 created a new way that communities in the state are required to plan for housing needs. This legislation requires that jurisdictions plan for sufficient land supp for housing needs, including all economic segments of the population (moderate, low, very low and extremely low income, as well as emergency housing and permanent supportive housing).

- » Since 2000, the City of Edgewood has had an average annual growth rate in housing units of 96 new units per year.
- » Comparatively, the City will need to add an average of 120 new units per year to reach its allocation.

### *Housing for Older Adults*

Addressing housing needs for older adults (those aged 60 and over) also requires additional considerations for housing choice. Within the group of older adults, housing needs also vary. Nationally, trend show that “the 82-to-86-year-old cohort dominates the assisted living and more intensive care sector”<sup>16</sup> while new or near-retirees may prefer aging in place or active, age-targeted communities. Households for adults 65 years or older also typically have different financial situations than younger adults; low-income households with older adults may not have the financial resources to afford years in a nursing home and may instead choose to downsize to smaller, more affordable units. Others living nearby relatives may also choose to live in multigenerational households. Although the City of Edgewood has no regulated affordable housing units, the City does have several long-term care residential facilities for older adults providing 77 units (see Figure H-18).

In the City of Edgewood, adults aged 65 to 69 are the largest share of older adults, with the share of adults 70 to 74 growing the most since 2012, while the share of adults 80 years and over declined (see Figure H-17). Addressing housing needs for different segments of older adults requires a range of housing policies. For example, “the 82-to-86-year-old cohort dominates the assisted living and more intensive care sector” while new or n<sup>17</sup>

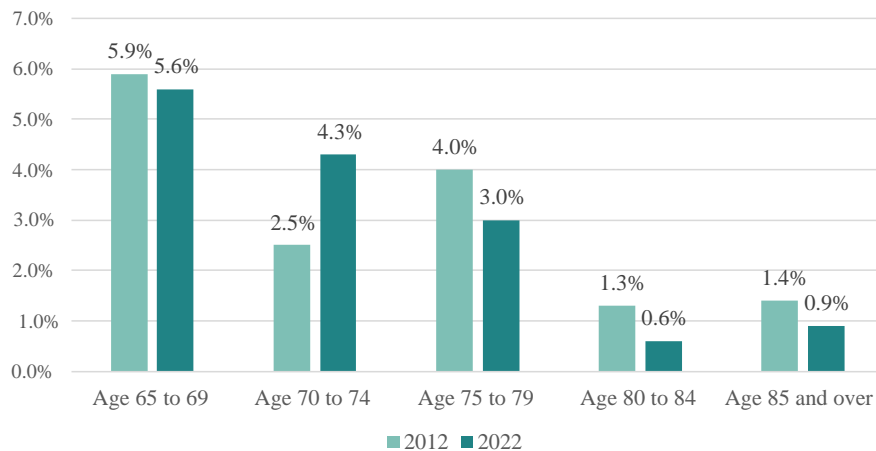
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<sup>16</sup> Urban Land Institute, ‘Emerging Trends in Real Estate, United States and Canada,’ 2018.

<sup>17</sup> Urban Land Institute, ‘Emerging Trends in Real Estate, United States and Canada,’ 2018.

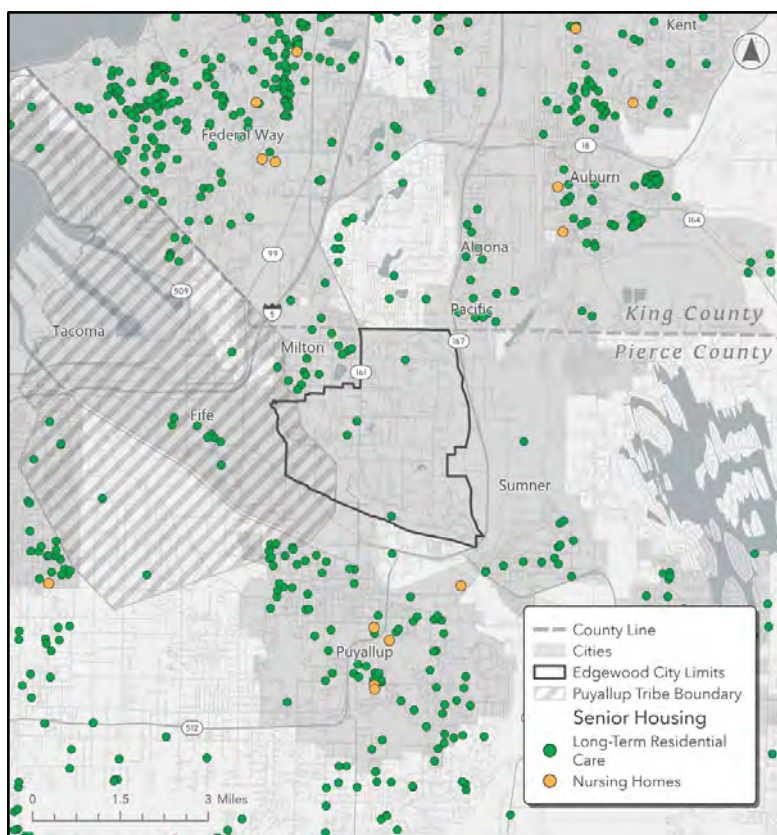
ear-retirees aged 65 to 80 may prefer aging in place or active, age-targeted communities. Senior households earning different incomes may require different housing choices. For instance, low-income seniors or those on a fixed income may not have the financial resources to live out their years in a nursing home and may instead choose to downsize to smaller, more affordable units.

**Figure H-17. Older Adults as a Percentage of Total Population, 2012-2022**



Source: U.S. Census Bureau, 2008-2012 and 2018-2022 ACS 5-Year Estimates

Figure H-18. Map and Inventory of Housing for Older Adults



LONG TERM CARE RESIDENTIAL FACILITY	NUMBER OF UNITS (BEDS)
Edgewood Country Retreat Inc.	6
Edgewood Manor AFH LLC	5
The Ashley House	6
The Cottages at Edgewood	60
<b>Total</b>	<b>77</b>

Source: ECONorthwest, Washington State Department of Health and Social Services

Additionally, 8% of residents in Edgewood as of 2022 had at least one disability, increasing slightly from 2012 according to U.S. census data. This indicates that the City

may have increasing needs for accessible housing. The most common type of disability in the City was ambulatory difficulties, which can require housing accommodations such as zero-step entryways, ramps, lifts, or other accessibility features.

## **POLICY CONTEXT**

The Housing Element should accommodate the diverse needs of the whole community providing different options with sufficient variety for different household incomes and sizes, life stages of people, and community location needs. The Housing Element identifies sufficient land capacity and strategies to accommodate existing and projected housing needs for all segments of the community over the next 20 years. It seeks to enhance neighborhoods, support the maintenance and improvement of existing housing stock and guide the development of new housing stock to accommodate a range of income levels, ages, abilities, household sizes, and special needs.

## **STATE AND REGIONAL PLANNING CONTEXT**

The City of Edgewood Comprehensive plan must fit within the planning framework established through the enactment of state, regional and county laws, directives, goals and policies.

At the state level, the Growth Management Act requires local jurisdictions to adopt housing elements that are consistent with statewide goals and objectives. The Housing Element must include an inventory and analysis of existing and projected housing needs that identifies the number of housing units by income level necessary to manage projected growth including permanent supportive and emergency housing. Recent state legislation calls for cities to expand middle housing allowances in single family residential zones (HB 1110) and support Accessory Dwelling Unit development (HB 1337). These changes require cities to allow up to two Accessory Dwelling Units (ADUs) on all lots zoned to allow single-family homes. Edgewood is counted as a Tier 3 city under the HB 1110 Middle Housing policy, which requires the City to allow two dwelling units (or higher) per lot in predominantly residential zoning districts.

At the regional level, the PSRC has established multi-county housing policies in VISION 2050, which encourage local jurisdictions to adopt best housing practices and innovative techniques to advance the provision of affordable, healthy, and safe housing for all the



Puget Sound region's residents. Updates to the Puget Sound region's local comprehensive plans must be reviewed for consistency with PSRC policies as a part of the plan certification process.

At the county level, the Pierce County Countywide Planning Policy establishes a countywide framework to ensure that municipal and county comprehensive plans are consistent.

Consistent with the Pierce County Countywide Planning Policies and RCW 36.70A.070, this element includes:

- A housing inventory describing the diverse housing needs among different household income levels and special housing needs including permanent supportive and emergency housing.
- Review of racially disparate impacts and measures to address these impacts<sup>18</sup>.
- Displacement risk and anti-displacement measures.
- Evaluation of land capacity to meet housing needs.

In addition, the South Sound Housing Affordability Partners<sup>19</sup> Racial Equity Analysis (2023) informed this Housing Element update. This study showed higher levels of housing segregation for the Black population in Edgewood relative to other cities studied, disparity in the rate of homeownership for the Hispanic/Latino households, and a higher overall rate of housing cost-burden in Edgewood for Persons of Color. Although Edgewood exhibits low displacement risk, there are risks associated with limited availability of low to moderate-income housing (no rent-restricted affordable housing), rising rents, and a growing share of Persons of Color.

This Element addresses the major housing issues facing Edgewood over the next 20 years. These issues include:

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<sup>18</sup> See Appendix A.

<sup>19</sup> The South Sound Housing Affordability Partners (SSHA<sup>3</sup>P) is a collaboration established in 2021 via an interlocal agreement involving Edgewood, several other cities and towns in Pierce County, Pierce County itself, and the Puyallup Tribe of Indians. Together, they create and preserve *affordable, attainable, and accessible* housing throughout their communities.

- Support housing availability that is affordable inclusively for all economic segments of the community and for those in need of transitional or emergency housing (in compliance with Pierce Countywide Planning Policies and HB 1220).
- Include strategies to provide broader homeownership opportunities and housing for those working in Edgewood.
- Expand attainable housing options available for those wishing to downsize or age in place or in the same community.
- Provide strategies to prevent and minimize displacement of people from their housing particularly due to redevelopment of housing currently used by low to moderate-income residents.
- Increase the range of housing choices that are reflective of rapidly changing demographics, preferences and needs.
- Provide supportive policies for the housing targets consistent with the PSRC VISION 2050 Regional Growth Strategy and PSRC growth projections for 2050 and meeting the Pierce County GMA population and housing targets for 2044 as outlined in this Housing Element.

## **GOALS AND POLICIES**

<b>Goal H.1</b>	<b>Ensure new housing development supports City and regional growth plans.</b>
H.1a	Provide an adequate supply of land to accommodate the City's housing growth target of 2,397 new housing units and 147 emergency beds by 2044, attainable across various household income levels.
H.1b	Allow new housing development where it can be supported by existing and planned infrastructure
H.1c	Encourage a mix of residential types and uses in pedestrian-oriented commercial and mixed-use districts.
H.1d	Facilitate coordination between plans for new housing development with plans for expansion of utilities (such as sewer) and services (such as transit access).
H.1e	Collaborate with regional jurisdictions and the South Sound Housing Affordability Partners to meet housing growth targets and address housing issues that cross jurisdictional boundaries. Support efforts by Pierce County and other municipalities in the County to establish a countywide program by an organization capable of long-term consistent coordination of regional housing planning, design, development, funding, and housing management.
H.1f	Develop implementation plans and strategies to ensure that adequate housing is available for all community members across all income segments in the future, in accordance with the policies contained in the Comprehensive Plan and 20-year housing targets for Edgewood.
H.1g	Support a long-term strategy to convert existing development from septic systems to sanitary sewer, recognizing that alternative technologies may be appropriate in certain situations if they can be shown to produce treatment at acceptable standards and where a long-term maintenance plan is in place.
H.1h	Achieve and sustain the housing targets by income group allocation for Edgewood as adopted by the Pierce County Council. Monitor and

assess the City's progress in meeting housing needs at least every five years.

- Goal H.2      Encourage housing design that provides quality living and community spaces that enhance neighborhood livability.**
- H.2a      Encourage high quality construction that is safe, durable, and sustainable.
  - H.2b      Create visitability standards and incentivize universal design to maximize building lifecycle and creation of accessible units.<sup>20</sup>
  - H.2c      Promote building designs and site design features that celebrate Edgewood's agricultural heritage.
  - H.2d      Promote site planning that creates quality outdoor spaces and harmony within neighborhoods and districts.
  - H.2e      Encourage cluster residential development that preserve open spaces and natural areas and make them accessible for community enjoyment.
  - H.2f      Provide guidelines for transitions between different uses and buffers to mitigate to mitigate potential impacts and foster quality living environments for all community members.
  - H.2g      Ensure regulations, requirements, and procedures are clear and predictable to applicants and the community-at-large to minimize unnecessary permitting delays.

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<sup>20</sup> Universal design is the principle that people of all ages and ability levels can use buildings, products, and the built environment without adaptation. Examples of universal design in housing include wide doorways, adequate maneuvering space in kitchens and bathrooms, switches and handles that are easy to reach and operate, and slide-out shelves. These and other relatively simple features enable people to remain in their homes even as their needs change over time. Visitability features are a subset of universal design that addresses access to the main part of the house to ensure that visitors with mobility limitations are able to go to the homes of friends and relatives. Being able to do this supports important, life-enriching interactions. Visitability features include wide doorways, a zero-step entrance, and no-stair access to a toilet facility with adequate space for maneuverability. (AARP, <https://www.aarp.org/livable-communities/housing/info-2020/homefit-guide.html>).

<b>Goal H.3</b>	<b>Promote a mix of housing types to meet the needs of current and future residents.</b>
H.3a	Encourage the preservation, maintenance, and enhancement of the City's existing housing stock.
H.3b	Promote housing rehabilitation programs that help homeowners maintain or repair their homes and preserve affordable housing and work with partners to help rehabilitate existing housing that serves low to moderate-income households. Explore measures to preserve affordable housing, such as a manufactured housing preservation program focused on supporting healthy living conditions.
H.3c	Encourage residential infill development that includes middle housing types.
H.3d	Increase the diversity of the City's housing stock by encouraging construction of moderate- and higher-density housing, such as apartment buildings, mixed use developments, townhomes, multiplexes, and cottage housing.
H.3e	Encourage a range of unit sizes to accommodate different household types and lifestyles, including single person, two-person, families, seniors, and co-living spaces.
H.3f	Encourage the supply of affordable housing units (both rental and ownership) available to all of Edgewood's household income segments to provide greater housing choices for all community members.
H.3g	Allow for and provide incentives to support accessory dwelling units in new and existing residential developments.
H.3h	Encourage construction of senior housing and accessible housing types that allow residents to "age in place" to support aging populations and allow residents to continue living in Edgewood.
H.3i	Promote and incentivize homeownership opportunities for moderate to low-income households by allowing for a variety of housing types, densities, and community land trust arrangements.

**Goal H.4      Provide a diversity of affordable housing units.**

- H.4a      Work with public and private sector partners to provide a supply of affordable housing for low income and moderate income households in Edgewood.
- H.4b      Incentivize affordable housing construction, such as through density bonuses, height allowances, reduced parking requirements, and tax incentives.
- H.4c      Coordinate with the Pierce County Housing Authority and non-profit groups to explore opportunities for acquiring funding to address affordable housing needs in Edgewood, including private foundations and federal, state and local programs. Seek and secure state funds such as the Housing Trust Fund and federal subsidy funds to implement affordable housing projects.
- H.4d      Collaborate with and support non-profit organizations that construct and manage affordable housing.
- H.4e      Encourage new affordable housing units near community amenities, multi-modal infrastructure, and transit..
- H.4f      Encourage energy efficient design features in new affordable housing units to provide low utility costs for future residents.
- H.4g      Expand opportunities for affordable housing by ensuring that manufactured housing and modular housing is allowed in residential zones and is regulated the same as site-built housing.
- H.4h      Connect residents to programs that teach financial literacy and offer homeownership counseling and resources, such as creating a webpage with a list of relevant resources.
- H.4i      Consider the impacts of City regulations on housing cost and supply and take steps to mitigate any negative impacts.
- H.4j      Evaluate the potential use of the Washington State Multifamily Tax Exemption (MFTE) program to test out program options and their associated costs and benefits helping to support overall housing production and affordable housing targets.

H.4k	Work with Pierce County, other Pierce County municipalities, and entities such as the South Sound Housing Affordability Partners to cooperatively maximize available local, state, and federal funding opportunities and private resources for the development of affordable housing. Explore and identify opportunities to reduce land costs to build affordable housing.
H.4l	Ensure the Edgewood Municipal Code is consistent with Pierce County and State agencies, such as updating definitions for affordable housing and residential use related, different income levels, and workforce housing.
<b>Goal H.5</b>	<b>Work with community partners to provide housing for special needs populations.</b>
H.5a	Work with community and regional partners to understand the demand for special needs housing in Edgewood.
H.5b	Support organizations that provide special needs housing in Edgewood.
H.5c	Direct resources and work with partners to provide opportunities for the provision of accessible and assisted living housing, including group homes, assisted care facilities, nursing homes and other facilities.
H.5d	Develop a strategy or action plan to secure grants and loans by agencies, private developers, and nonprofit organizations that are tied to the provision of permanent supportive housing, emergency shelter beds, transitional housing, and other housing serving at-risk populations.
H.5e	Work with other jurisdictions and health and social service organizations to develop a coordinated, regional approach to address the impacts of displacement and people at risk of becoming homeless.



# TRANSPORTATION



## INTRODUCTION

The intent of the Transportation Element is to guide the development of a transportation system that improves safety and mobility and offers a range of transportation choices for all users. This Transportation Element identifies the pedestrian, bicycle, automobile, public transit and freight systems that are envisioned by the City. Transportation projects and programs are outlined that support the land use plan and meet City goals and policies. The Element also recognizes the regional nature of the transportation system and the need for continuing interagency coordination at the local, state, and federal level.

## GROWTH MANAGEMENT ACT AND VISION 2050

Under the Growth Management Act (RCW 36.70A.070), the Transportation Element is required to assess the needs of a community and determine how to provide appropriate transportation facilities for current and future residents. The plan must contain:

- An inventory of existing facilities;
- An assessment of future facility needs to meet current and future demands;
- A multi-year plan for financing proposed transportation improvements;
- Forecasts of traffic for at least 10 years based on adopted land use plan;
- Multimodal level of service (LOS) standards for arterials and public transportation, including actions to bring deficient facilities into compliance;
- Transportation Demand Management (TDM) strategies;
- Identification of intergovernmental coordination efforts;
- A collaborative pedestrian bicycle component aimed at identifying planned enhancements of active modes of transportation; and
- Implementing steps to upgrade local transportation facilities or services below the set service standard.

The Puget Sound Regional Council (PSRC) adopted VISION 2050 as the central Puget Sound region's long-range strategy for growth management, the environment, economic development, and transportation. It represents the regional plan aimed at establishing a sustainable future across King, Kitsap, Pierce, and Snohomish Counties. The plan addresses economic, social, and environmental concerns, enhancing resilience against challenges like climate change and housing scarcity. VISION 2050 advocates for

equitable, sustainable approaches to housing, mobility, and services. Realizing the plan's success relies on coordinated efforts among local governments and agencies.

In 2023, the Washington State Legislature passed House Bill (HB) 1181 to integrate climate change into the Growth Management Act (GMA), establishing new transportation expectations and deadlines for larger jurisdictions, and addressing multimodal service, active transportation planning, state facility impacts, and costs. While further guidance might be necessary, jurisdictions should anticipate and incorporate changes into the 2024 update to the extent feasible. The bill promptly influenced transportation and climate goals, aligning with Puget Sound Regional Council's (PSRC) VISION 2050.

## CONTEXT

Edgewood is primarily a residential community with ready access to employment and shopping opportunities within and outside the City limits. Edgewood's existing street system was originally developed to serve the basic needs of a rural agricultural community. While most of the roads of Edgewood currently have adequate vehicle capacity, much of the current system lacks urban pedestrian and bicycle facilities and is not constructed to current roadway standards. The future multimodal transportation system will feature a balance of rural and urban transportation facilities to meet the needs of a growing community.

## **BACKGROUND INFORMATION**

### INVENTORY OF EXISTING TRANSPORTATION FACILITIES AND CONDITIONS

A range of transportation facilities and services meet the local travel needs. These facilities and services provide for travel within the City and also connect Edgewood with the rest of the region. The City's existing transportation system is comprised of a state highway, arterials, collectors and local roads, as well as facilities for pedestrians, bicycles and transit. The following summarizes key elements of the existing transportation system serving the City. This inventory provides input for identifying and prioritizing the City's transportation improvement projects and programs.

#### *Street and Highway System*

The backbone of the City's transportation system is the street and highway system. The street and highway system provides mobility and access for a range of travel modes and

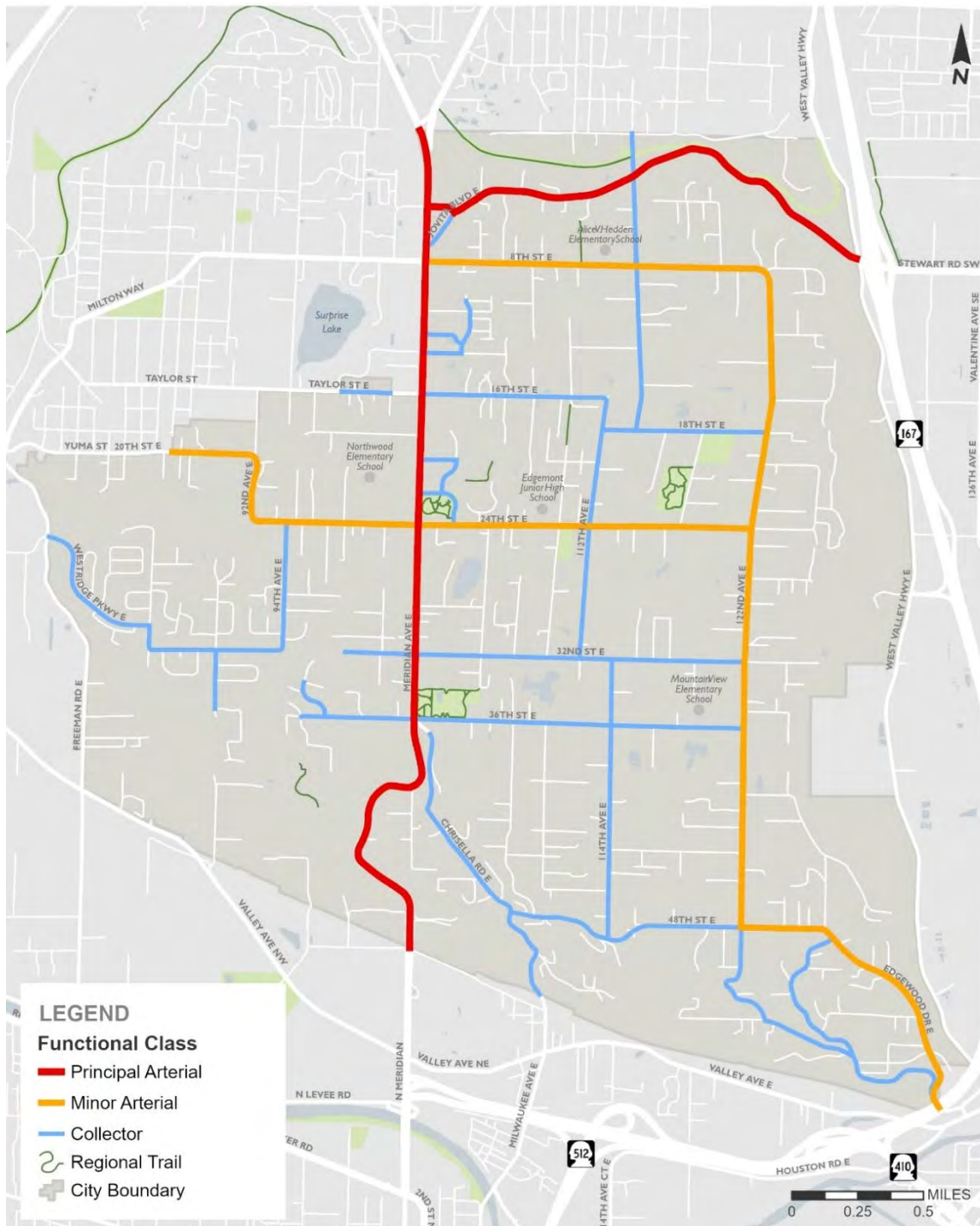
users. Roadways are classified according to their intended function and desired service. The City's roadway functional classification is identified in the Transportation Systems Plan Section and is based on existing and future transportation needs.

To provide background for identifying the transportation improvement projects and programs, a summary of existing conditions of the City roadway system is presented. This includes the number of lanes and existing traffic controls, traffic volumes and operations, transportation safety conditions and the freight system. Active transportation and transit facilities and services, which use the roadway system, are described in the subsections that follow.

### Street Network

Figure 1 shows the existing state highway and road arterial system serving Edgewood. The City is served by several major, minor, and local streets.

Figure 1 - Existing Street Network and Functional Classification



The PSRC classifies Meridian Avenue E (SR 161) as a Highway of Regional Significance (HRS). Meridian Avenue E is a key vehicular, transit, and freight corridor, as well as the commercial backbone of the City supporting a significant through-traffic function. This roadway is generally 5 lanes wide north of 24th Street E and 3 lanes wide south of there. This roadway connects to I-5 and Federal Way to the north, and to SR 167 and SR 512 to the south in Puyallup.

Jovita Boulevard E is a major east-west route in the northern part of the City. It provides access to SR 167 and regional points east of the City. The roadway is 2 lanes wide with posted speeds of 35 mph. There is a roundabout at Emerald Street E near the western terminus of Jovita Boulevard E, which has moved major vehicle access to SR 161 to the north of the 8th Street E (Milton Way) intersection.

Milton Way, Taylor Street (16th Street E) and 24th Street E are major east-west routes in the western half of the City (and extending outside the City) providing access to Fife, I-5 and other Pierce County points to the west. All are 2 or 3 lanes wide, with Milton Way having a posted speed of 35 mph and the others having posted speeds of 25 mph.

Edgewood Drive E, 122nd Avenue E, 24th Street E, and 8th Street E are major routes in the eastern half of the City. Each is 2 lanes wide and is used more by local traffic to access residential areas within the City. Speed limits on 8th Street E and 122nd Avenue E are 35 mph, while the others are 25 mph.

The remainder of the City network is intended for local neighborhood circulation and the streets provide access to adjacent properties. These local roadways are generally 2 lanes wide with posted speeds of 25 mph.

### Existing Traffic Volumes

Recent traffic counts were assembled from a variety of sources to determine current vehicle demands on City roadways. Daily vehicle volumes were assembled from WSDOT records for Meridian Avenue E (SR 161). Weekday PM peak hour volumes were also assembled for major intersections throughout the City. The weekday PM peak hour is typically the period when traffic volumes are the highest within the City.

The average annual daily traffic (AADT) volumes along Meridian Avenue E ranged from approximately 24,200 north of 8th Street E to 19,000 north of 36th Street E (WSDOT, 2022). Existing (2023) PM peak hour traffic volumes across City roadways are shown in Figure 2.



Figure 2 - Existing (2023) Weekday PM Peak Hour Traffic Volumes



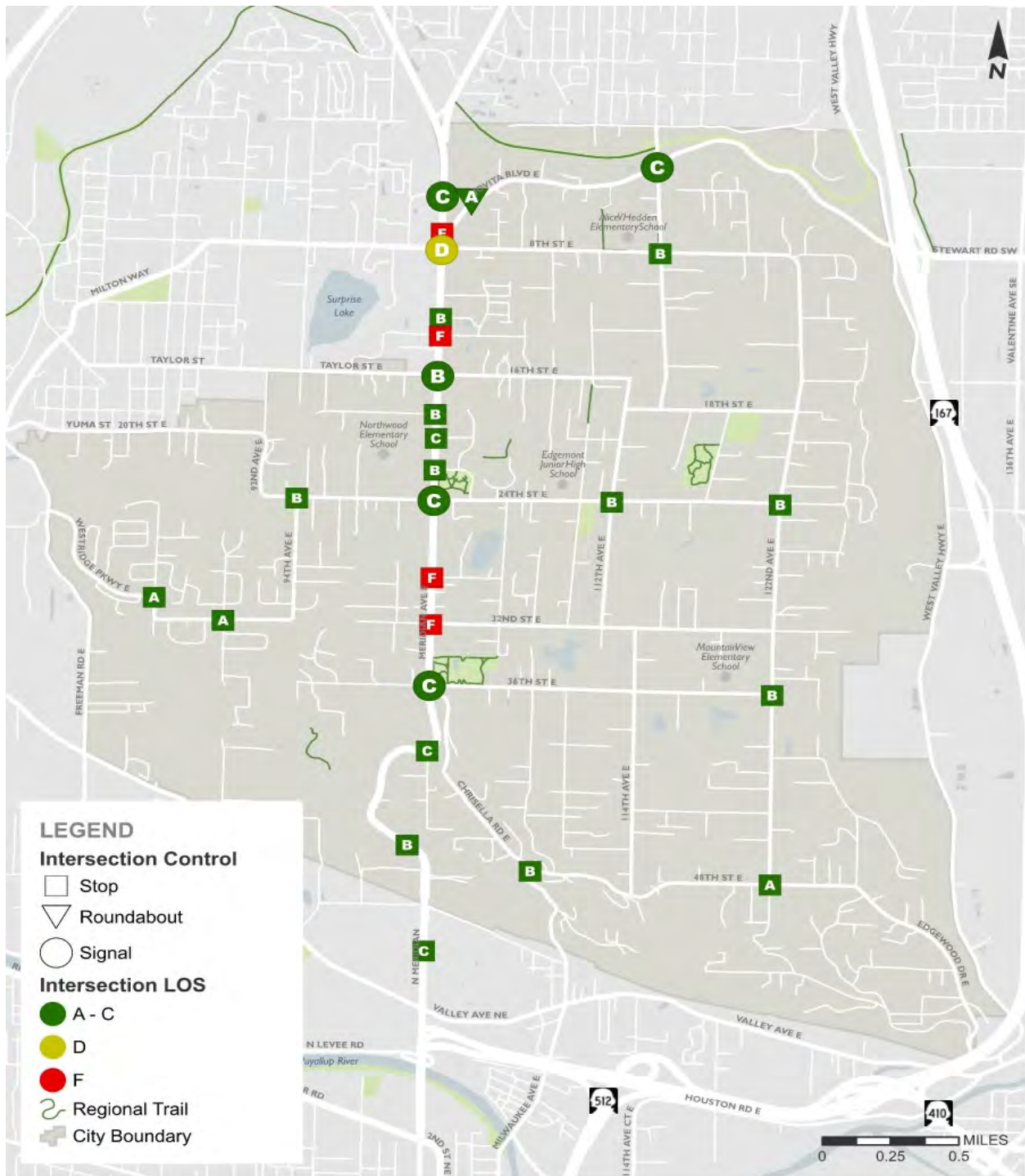
## Traffic Operations

Traffic volumes were used to evaluate existing traffic operations in Edgewood through the evaluation of levels of service (LOS) as defined in the Travel Forecasts and Needs Evaluation section of this Element.

Major intersections along the City's two principal arterials, Meridian Avenue E and Jovita Boulevard E, were evaluated based on the latest level of service methodology defined in the Highway Capacity Manual (HCM), 6th Edition (Transportation Research Board). The City's LOS standard is LOS E or better for the Meridian Avenue E, corridor consistent with the PSRC's adopted standard for HRSs. For intersections off the state highway, LOS D or better is the standard. Figure 3 shows the level of service at each of the major intersections.



Figure 3 - Existing (2023) Weekday PM Peak Hour Intersection Level of Service



As shown in Figure 3, all signalized study intersections operate at LOS D or better. Due to higher volumes of traffic along Meridian Avenue E, several minor-street movements at unsignalized intersections will experience higher levels of delay, similar to what is shown at the Meridian Avenue E / 32nd Street E intersection (which is operating at LOS F with average delays of almost 90 seconds for the westbound approach).

The City also monitors roadway segment LOS along its minor arterials and collector streets as shown in Table 1. The City's LOS standard is LOS C or better for roadway segments, which is based on a volume-to-capacity (V/C) ratio of 0.80 or less.

**Table 1 – Existing (2023) Weekday PM Peak Hour Roadway Segment Level of Service**

SEGMENT	SOUTHBOUND/ WESTBOUND <sup>1</sup>		NORTHBOUND/ EASTBOUND <sup>2</sup>	
	V/C RATIO <sup>3</sup>	LOS <sup>4</sup>	V/C RATIO	LOS
114th Ave E, south of Jovita Blvd E	0.12	A	0.27	A
8th St E, east of Meridian Ave E	0.22	A	0.34	B
24th St E, west of Meridian Ave E	0.27	A	0.26	A
24th St E, east of Meridian Ave E	0.18	A	0.15	A
24th St E, west of 122nd Ave E	0.07	A	0.05	A
122nd Ave E, north of 24th St E	0.10	A	0.22	A
122nd Ave E, south of 24th St E	0.12	A	0.25	A
32nd St E, west of Meridian Ave E	0.02	A	0.03	A
36th St E, west of Chrisella Rd E	0.13	A	0.02	A
48th St E, east of 122nd Ave E	0.15	A	0.12	A
Chrisella Rd E, south of 48th St E	0.09	A	0.33	B

Source: Transpo Group, 2023 Notes:

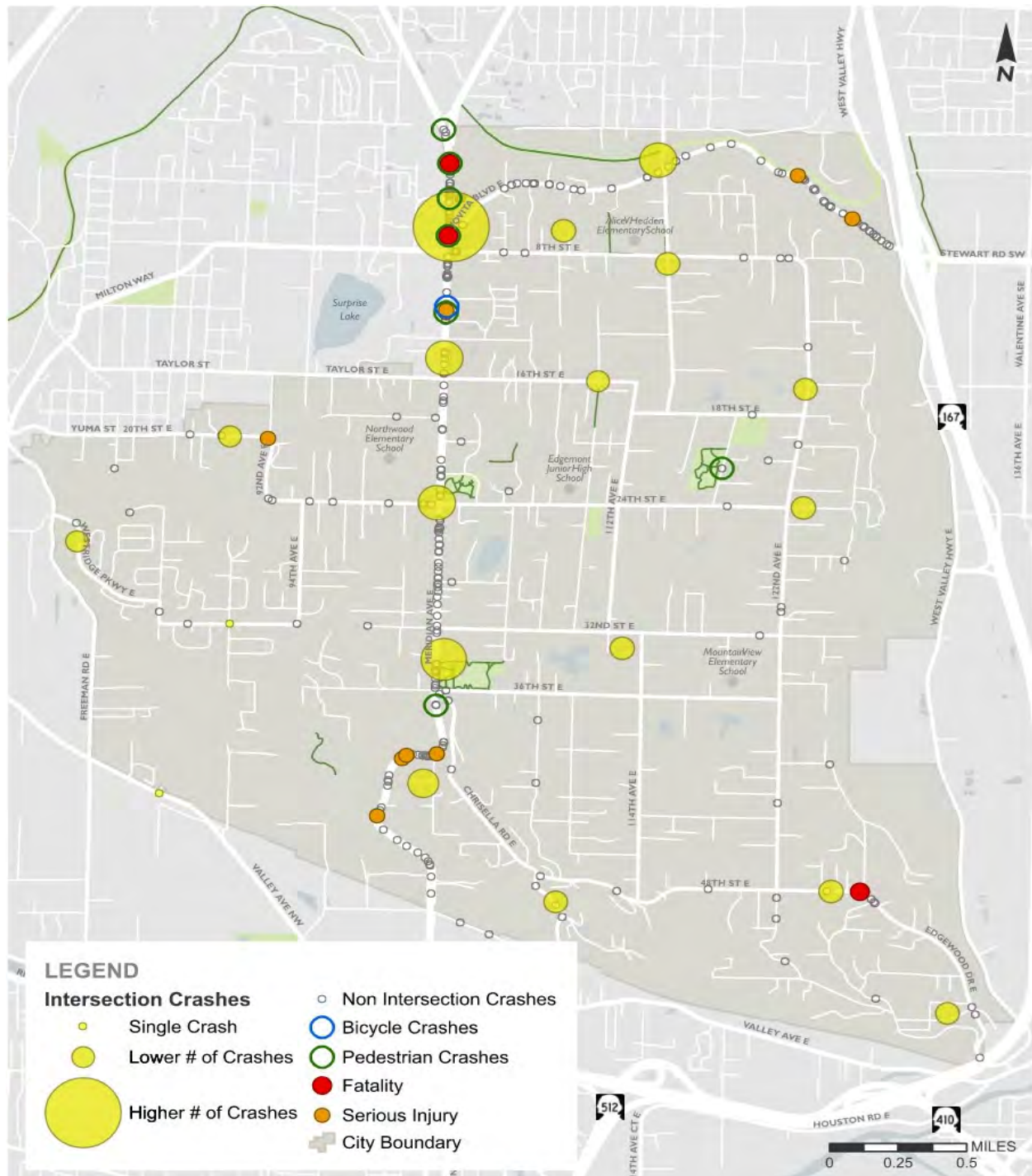
1. Intersection control; TWSC is two-way, stop control
2. Level of Service (A to F)
3. Average delay per vehicle in seconds
4. For TWSC, delay represents the worst performance among the traffic movements

As shown in Table 1, roadway segment volumes are well under capacity, with most segments operating at LOS A and only a couple at LOS B. This indicates that transportation capacity issues are primarily associated with Meridian Avenue E and Jovita Boulevard E.

### Traffic Safety

A traffic safety review was conducted within the City of Edgewood. WSDOT provided collision records for all roadways for a five-year period from 2018 to 2022. Collisions are categorized as either intersection crashes, non-intersection crashes, pedestrian and bicycle crashes, or fatal and serious injury crashes. The map of the collision history of each category is shown in Figure 4.

Figure 4 - Citywide Collision Data (2018 - 2022)



Based on the five years of data collected by WSDOT, 160 collisions occurred with a concentration at intersections with high traffic movements. A few instances of pedestrian and bicycle crashes with multiple injury and fatality collisions are recorded across the city. Meridian Avenue E has the highest frequency of collisions, particularly the northern segment extending from the city boundary south to 16th Street E. Major intersections along Meridian Avenue E, including Emerald Street and 8th Street E, 24th Street E, and 36th Street E, have high crash rates, often involving rear-end collisions.

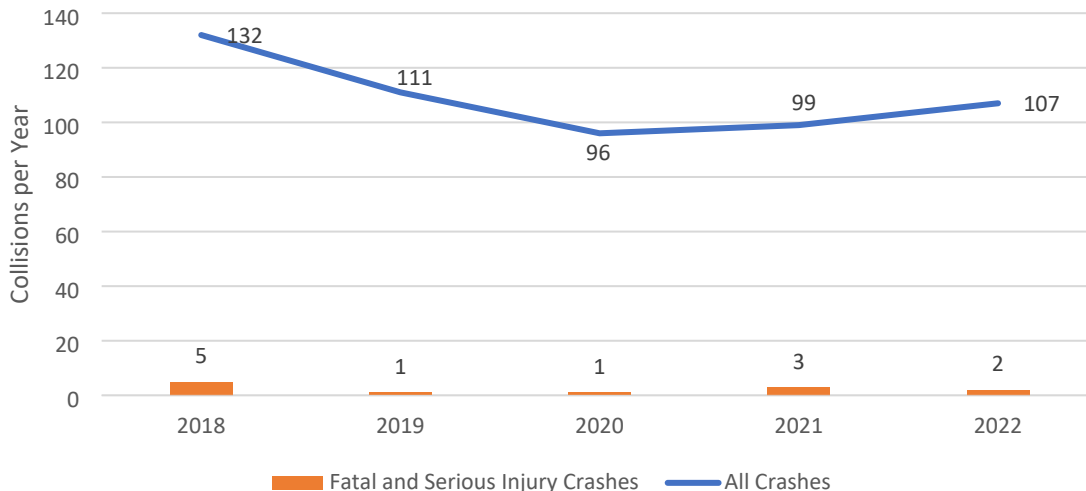
The intersection of 36th Street E is a five-leg signalized intersection with a stop sign at one approach that suggests that inconsistency of traffic controls might be the main contributor to these collisions. The City of Edgewood completed the Meridian Avenue E Corridor Study in July 2024, which outlines the ultimate vision for the intersection of 36th Street E and Meridian Avenue E as a roundabout. Outside of Meridian Avenue E, the Jovita Blvd / 114th Ave E intersection also has a relatively high number of collisions, primarily involving approach turn and angle collision types, often attributed to left-turn movements.

There are three fatalities in the collision records. One of these occurred on Jovita Boulevard E and Meridian Avenue E, which involved a motorcycle traveling over the speed limit. The other two fatalities include one fixed object collision and another one involving a pedestrian where both driver and pedestrian distractions were identified as corresponding causes. Pedestrian and bicycle collisions were mostly scattered along Meridian Avenue E, characterized by low lighting, and wet driving conditions. These collisions were primarily attributed to driver distraction or unusual driving conditions.

Based on the five-year data collected by WSDOT, the total number of crashes in the City of Edgewood has shown a downward trend from 2018 to 2022, as depicted by the trendline in Figure 5. Furthermore, there has been a decrease in fatal and serious injuries during this period. The decline in 2020 and 2021 may be attributable to reduced traffic volumes resulting from the COVID-19 pandemic.



Figure 5 – Citywide Annual Collision Trends in Edgewood



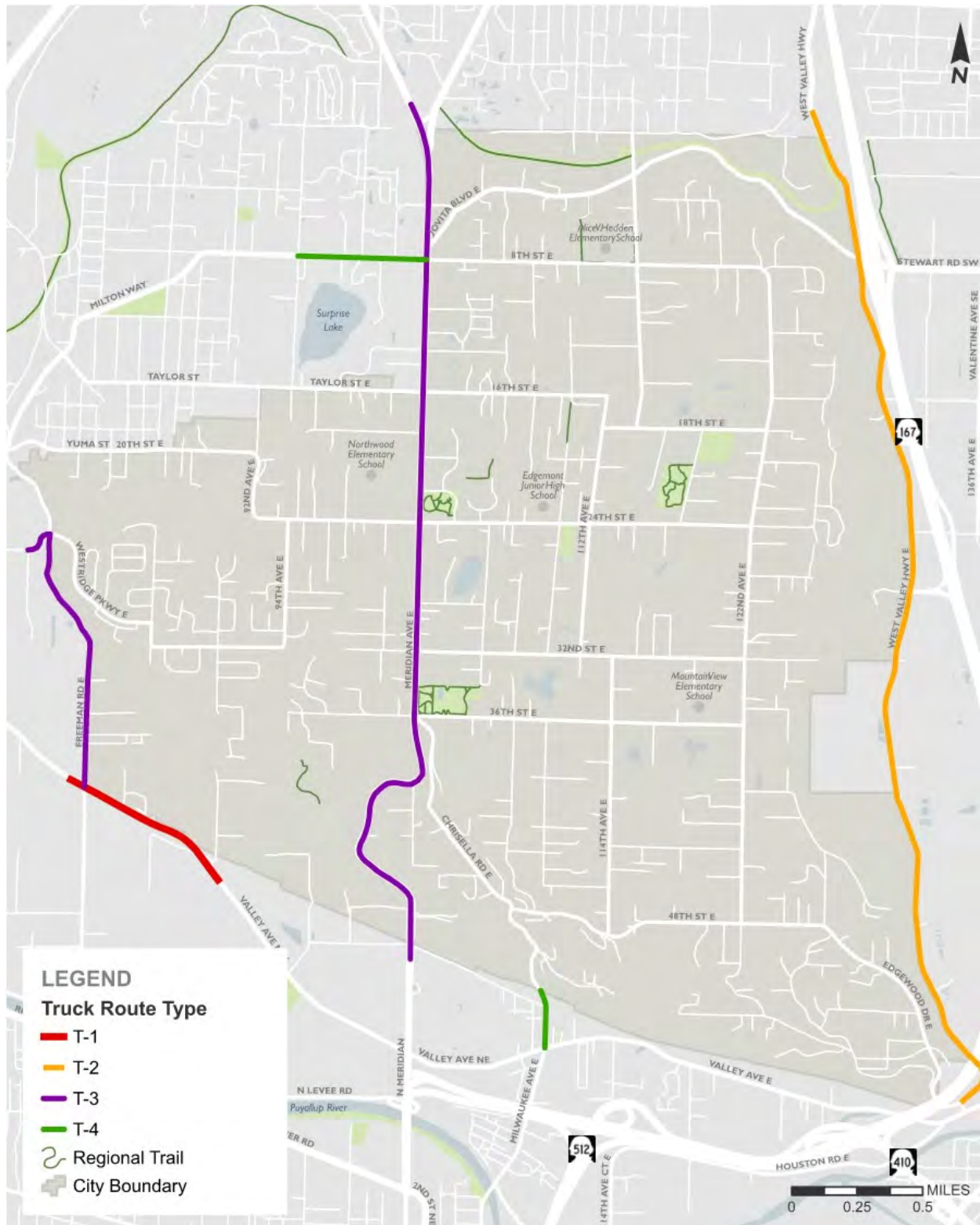
### Freight System

The Washington State Freight and Goods Transportation System (FGTS) is used to classify state highways, county roads, and City streets according to the average annual gross truck tonnage they carry as directed by Revised Code of Washington (RCW) 47.05.021. The FGTS establishes funding eligibility for the Freight Mobility Strategic Investment Board (FMSIB) grants and supports designations of HSS (Highways of Statewide Significance) corridors, pavement upgrades, traffic congestion management, and other state investment decisions.

The FGTS classifies roadways using five freight tonnage classifications, T-1 through T-5. Routes classified as T-1 or T-2 are considered strategic freight corridors and are given priority for receiving FMSIB funding. Within the City of Edgewood, there are no T-1 or T-2 classifications (W Valley Highway E is classified at T-2 but is just outside the City's jurisdiction).

Meridian Avenue E is classified as T-3 through the City. Milton Way, within the City of Milton, is classified as a T-4 corridor, between 23rd Avenue and Meridian Avenue E. Part of Valley Avenue E is also classified as T-1. Milwaukee Avenue, just south of Edgewood city limits is also classified as a T-4 route. The map of truck routes within and adjacent to the City limits is shown in Figure 6.

Figure 6 - Freight and Goods Transportation System (FGTS) - Freight Map





### *Active Transportation System*

Pedestrian and bicycle facilities play a vital role in the City's transportation environment. The active transportation system is comprised of facilities that promote mobility without motorized vehicles use. A well-established system encourages healthy recreational activities, reduces travel demand on City roadways, and enhances safety within a livable community. Pedestrian and bicycle facilities also provide access to/from transit stops. Good transit access can additionally increase the use of non-automobile travel modes.

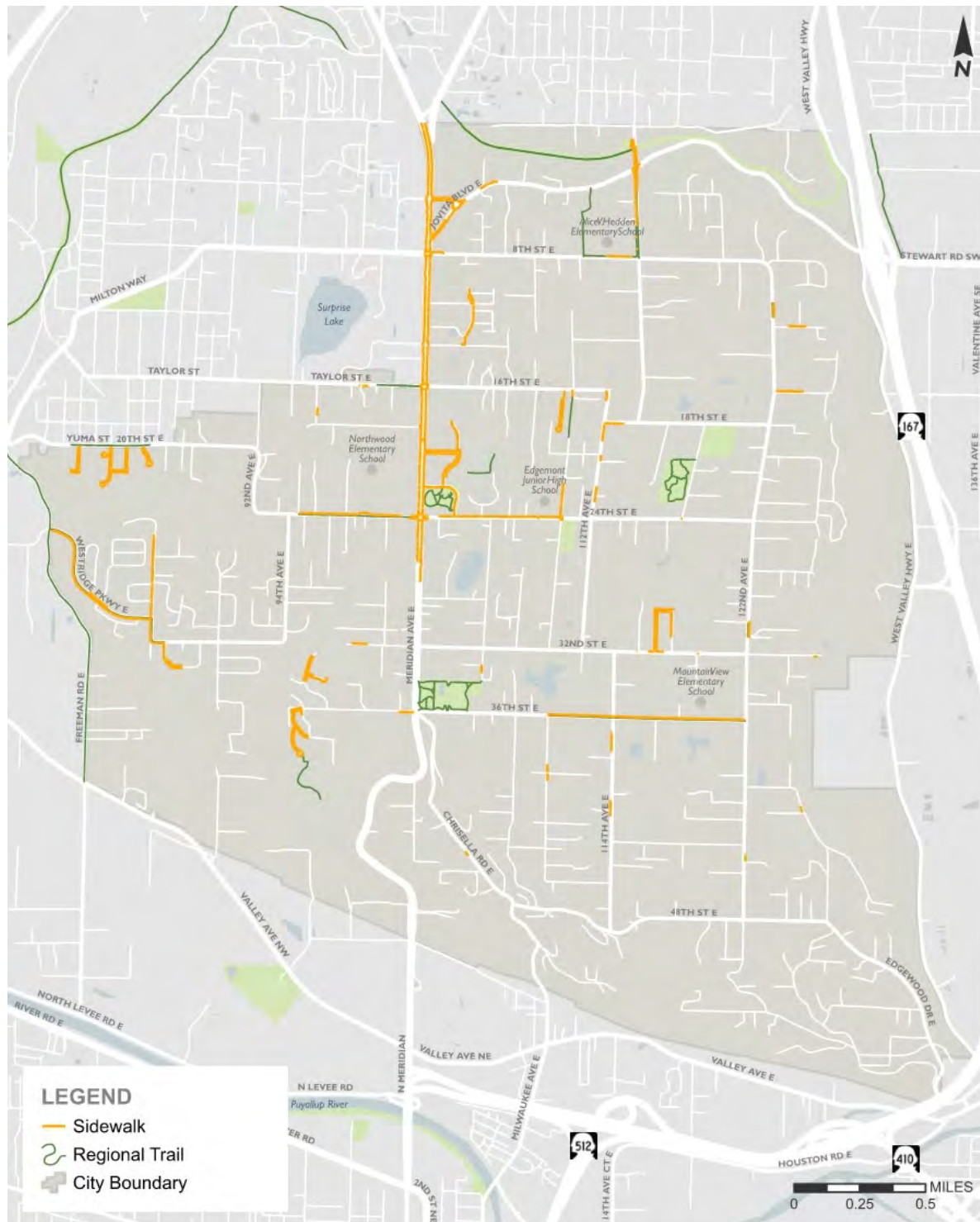
The City of Edgewood has developed a Parks, Recreation, Open Space, and Trails (PROST) Plan. This Transportation Element highlights the mobility and travel aspects noted in the PROST Plan, including existing conditions as well as planned improvements.

The Interurban Trail is in the northeastern part of the City, running roughly parallel to Jovita Boulevard E following Jovita Creek. The City has established a trailhead park near 114<sup>th</sup> Avenue E. The City's section of the Interurban Trail does not currently connect to other portions of the Interurban Trail but there are regional plans for future connections. In addition, the Edgewood Community Park is located at the northeast corner of 36th Street E and Meridian Avenue E which officially opened in March 2022 and includes 0.7 miles of paved and gravel surface trails.

There is an existing Urban Bike and Pedestrian Route along Meridian Avenue E between the north City limits and 24th Street E. Active transportation facilities were recently improved as part of the Meridian Avenue E widening project. Future plans include extending active transportation facilities south to 36th Street E. Signalized intersections and one mid-block crossing near 18th Street Court E provide safe, active transportation connections across this heavily traveled corridor.

There are existing Rural Bike and Pedestrian Routes in short sections in the eastern areas of the City, with plans to expand to most arterials and collector streets. The identified routes are envisioned to include wider shoulders for bicyclists and an adjoining paved pathway along one side to provide safe travel for all road users. Figure 7 is a map of the existing facilities in Edgewood.

Figure 7 – Existing Pedestrian and Bicycle Facilities



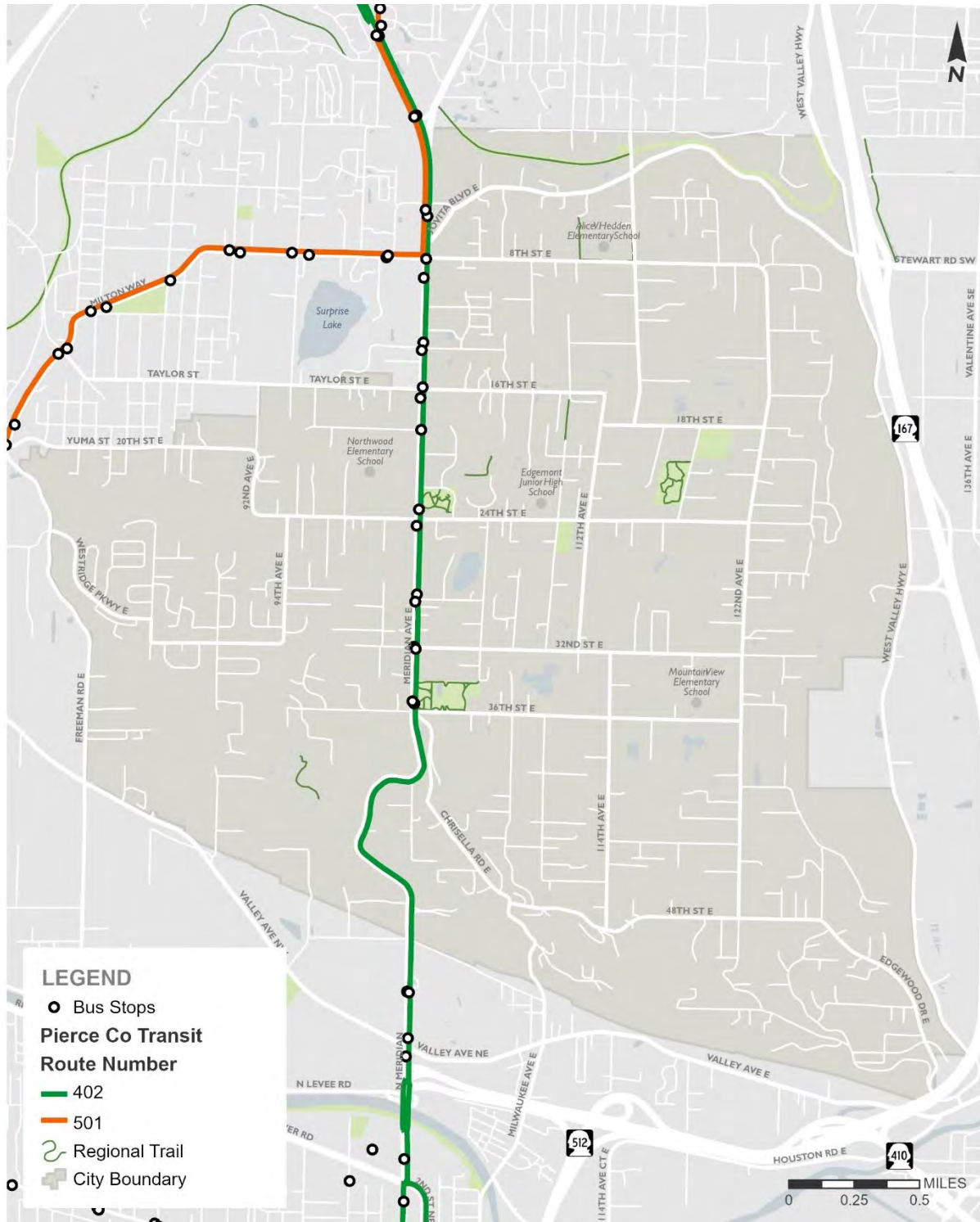
## Transit System

Pierce Transit provides transit services to Edgewood via two routes. The transit routes generally run every 60 minutes during weekdays, though with limited operating hours.

Figure 8 is a map of the routes.

- Route 402 operates along Meridian Avenue E (Federal Way to Puyallup) which runs every 30 minutes during weekdays and every 60 minutes with limited operating hours during weekends.
- Route 501 operates along Milton Way and north up Meridian Avenue E (Tacoma to Federal Way).
- Edgewood residents can also access regional bus and commuter rail services (operated by Sound Transit) through local bus connections or park-and-ride facilities developed by Sound Transit in Sumner, Puyallup, Auburn, Tacoma, and Federal Way.

Figure 8 - Transit Routes within the City of Edgewood



## TRAVEL FORECASTS AND NEEDS EVALUATION

In addition to addressing existing transportation system issues, the City must develop its transportation system to accommodate forecast growth. The GMA requires that the transportation planning horizon be at least ten years in the future. The City has adopted 2044 as the forecast year for this Comprehensive Plan.

A travel demand model provides a tool for forecasting long-range traffic volumes based on the projected growth in housing and employment identified in the Land Use Element. The City's travel demand model was updated to support the evaluation of future transportation system needs. The model is also useful in evaluating transportation system alternatives. However, it must be noted that the specific land use forecasts included in the model are intended for planning purposes only and in no way are intended to restrict or require specific land use actions. The land use forecasts are consistent and supportive of the City's growth targets.

### *Land Use Forecasts*

Travel forecasts are largely derived based on changes in residential dwelling units and employment within the City and surrounding communities. Travel forecasts must incorporate growth in travel demand entering and exiting the greater Edgewood area, which reflect changes in regional growth forecasts. The regional changes in travel demand are based on data from the PSRC model, with refinements to align with future land use projections in the City of Edgewood and City of Milton.

### *Dwelling Unit Growth*

Within the City of Edgewood, the number of residential dwelling units was forecast to grow from 4,670 units (year 2020 data) to 7,041 units by 2044. This represents an annual growth rate of 2.1 percent.

Approximately 15 percent of the dwelling unit growth is expected to be located near the Meridian Avenue E corridor. These dwelling units will mostly be higher density residential units, rather than traditional single-family homes. Approximately 30 percent of the growth will be in the western areas of the City and 55 percent in the east. These dwelling units will be comprised mostly of traditional single-family housing, with some moderate density housing in select locations throughout the City.

### *Employment Growth*

Within the City of Edgewood, the number of employees was forecast to grow from 2,243 (year 2020 data) to 4,207 employees by 2044. This represents an annual growth rate of 3.2



percent.

Approximately 35 percent of the employment growth is expected to be located near the Meridian Avenue E corridor. The employment is expected to comprise of service, retail and small office type of uses. Approximately 55 percent of the growth will be in the southwestern areas of the City near the Union Pacific railroad corridor and reflect manufacturing and industrial/warehousing land uses. The remaining 10 percent will be in the eastern areas of the City.

### *Planned Improvements*

Adapted from the existing street network, the future street network includes various planned transportation improvements. For traffic analysis purposes, only projects associated with vehicle operations and roadway capacity have been analyzed in the City's travel demand model.

The future 2044 Baseline scenario includes only the projects that have been recently completed or will be completed in the near future. This scenario provides a baseline for identifying future traffic operational deficiencies, which are used to establish a framework for developing the Transportation Systems Plan. The 2044 Baseline scenario includes the following planned improvements (or improvements occurring after the 2024 model development).

- Edgewood Drive E safety improvement project between 48th Street E and south of 56th Street E. Improvements associated with this project include roadway widening, curb, gutter, stormwater system and pedestrian walkway. This project would not add additional travel lanes to this roadway.

The future 2044 Plan scenario includes improvement projects expected to be completed as part of the City's transportation element. The 2044 Plan scenario includes the following long-term improvement projects:

- All the 2044 Baseline Improvements;
- New roundabout at Meridian Avenue E / 20th Street E
- Supporting collector street system along the Meridian Avenue E corridor;

As part of the forecasting process, it was assumed that the SR 167 freeway would be extended to I-5 from its current terminus at SR 161. Funding has been secured for this project and construction of the initial project phases has been completed or is in progress. Completion of the full project is expected in 2029. The project is expected to

shift travel patterns in the region, resulting in less regional cut-through traffic along SR 161 through Edgewood. These changes in travel patterns are accounted for in the volume forecasting and future analysis conducted for the Transportation Element.

### *Level of Service Standards*

Level of service (LOS) standards establish the basis for the concurrency (the measurement of the transportation network's adequacy to support planned growth) requirements in the GMA, while also being used to evaluate impacts as part of the State Environmental Protection Act (SEPA). Agencies are required to "adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with development" (RCW 36.70A.070(6)(b)). Therefore, setting the LOS standard is an essential component of regulating development and identifying planned improvements for inclusion in the Transportation Element.

In May 2023, the Washington State Legislature passed House Bill 1181 enacting revisions to the Revised Code of Washington (RCW) §36.70A.070 governing the Comprehensive Plan update process under the GMA. As a result of these changes, cities and local agencies are required to adopt LOS standards for all travel modes when evaluating locally owned roadways and transit routes. These multimodal LOS standards are to be used identify deficiencies within the vehicular, pedestrian, bicycle and transit networks and necessary transportation improvements. In compliance with the updated RCW §36.70A.070, the City developed and implemented LOS standards to evaluate the City's transportation networks as part of the Transportation Element.

### *Vehicular Level of Service Definitions*

Level of service is both a qualitative and quantitative measure of roadway and intersection operations. Level of service uses an "A" to "F" scale to define the operation of roadways and intersections as follows:

- LOS A: Primarily free flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Control delays at signalized intersections are minimal.



- LOS B: Reasonably unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and control delays at signalized intersections are not significant.
- LOS C: Stable traffic flow operations. However, the ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues, adverse signal coordination or both may contribute to lower-than-average travel speeds.
- LOS D: Small increases in traffic flow may cause substantial increases in approach delays and, hence, decreases in speed. This may be due to adverse signal progression, poor signal timing, high volumes or some combination of these factors.
- LOS E: Significant delays in traffic flow operations and lower operating speeds. Conditions are caused by some combination of adverse progression, high signal density, high volumes, extensive delays at critical intersections and poor signal timing.
- LOS F: Traffic flow operations at extremely low speeds. Intersection congestion is likely at critical signalized intersections, with high delays, high volumes and extensive vehicle queuing.

#### State Highway Level of Service Standards

SR 161 is classified as a Tier 1 Highway of Regional Significance (HRS). The LOS standard for regionally significant state highways in the central Puget Sound region is set by the PSRC in consultation with WSDOT and the region's cities and counties. The LOS standard for Tier 1 highways is "LOS E-Mitigated" meaning that mitigation must be provided if the level of service falls below LOS E. The PSRC notes that it will measure the level of service for regionally significant state highways on a one-hour PM peak period basis. Furthermore, the PSRC indicates that it is up to local agencies to decide whether to apply concurrency to HRSs.

WSDOT applies these standards to highway segments, intersections and freeway interchange ramp intersections. When a proposed development affects a segment or intersection where the level of service is already below the region's adopted standard, then the pre-development level of service is used as the standard. When a development has degraded the level of service on a state highway, WSDOT works with the local jurisdiction through the SEPA process to identify reasonable and proportional mitigation

required to offset the impacts. Mitigation could include access constraints, constructing improvements, right-of-way dedication or contribution of funding to needed improvements.

#### City of Edgewood Level of Service Standards

The City has adopted LOS standards for transportation facilities under its jurisdiction as required under the GMA. The City has established both an intersection methodology and roadway methodology for monitoring performance according to the established levels of service measures.

#### Intersection

The City has established an LOS E or better standard for intersections along Meridian Avenue E (SR 161) and LOS D or better for all other intersections in the City. Setting different LOS standards for specific areas is a common practice to account for the function and use of the roadways. The City applies the intersection LOS standards to the weekday PM peak hour and to other time periods as appropriate based on the type and location of development.

Intersection control types (e.g., traffic signals, roundabouts and stop signs) have different level of service measures. For two-way and one-way stop-controlled intersections, the LOS is defined by the amount of time vehicles are waiting at the stop sign. Although a substantial volume of traffic can proceed through the intersection without any delays, a small volume at the stop sign can incur delays that would exceed LOS D. To avoid mitigation that would only serve a small volume of traffic, the City may allow two-way and one-way stop-controlled intersections to operate worse than the LOS standards. However, the City requires that these instances be thoroughly analyzed from an operational and safety perspective.

As appropriate, mitigation will be identified and required to address potential impacts to safety or operations. Potential installation of traffic signals or other traffic control devices at these locations shall be based on the Manual on Uniform Traffic Control Devices (MUTCD), the Transportation Element, and sound engineering practices. This allowance within the LOS standards is needed because the installation of a traffic signal or other traffic control device may not be warranted per the MUTCD, or it may not be desirable based on the proximity of other current or planned traffic controls as identified in the Transportation Element.

## Roadway

In addition to intersection LOS, the City has also established a roadway segment standard. For all minor arterials and collector streets within the City a standard of LOS C or better is established based on a volume-to-capacity (V/C) ratio of 0.80 or less. The V/C ratio ranges are shown in Table 2 and have been developed for determining roadway segment level of service based on the highest one-way directional volumes during the weekday PM peak hour. Roadway capacities are calculated based on the HCM methodology.

**Table 2 –Level of Service Criteria for Roadway Segments**

LOS		V/C RATIO
A	Less than or equal to	0.3
B	Less than or equal to	0.5
C	Less than or equal to	0.80
D	Less than or equal to	0.90
E	Less than or equal to	1.0
F	Greater than	1.0

## *Pedestrian LOS*

### Pedestrian Level of Service Definitions




Pedestrian LOS standards are established in alignment with the types of pedestrian facilities designated within the City. Figure 14 depicts the planned pedestrian network. As shown in this figure, the planned pedestrian network is comprised of both on-street and off-street sidewalk and trail facilities. The planned pedestrian network identifies four roadway/facility types: (1) roadways with sidewalk facilities along both sides of the roadway, (2) roadways with an asphalt path or sidewalk along one side of the roadway, (3) multi-use paths, and (4) off-street trails. Each of these roadway/facility types for the planned pedestrian network is defined further in the Transportation Systems Plan section of the Transportation Element.

Table 3 provides the pedestrian LOS standards. These standards emphasize system completion of sidewalks, pathways, or multi-use trails on arterial and collector roadways, or

along off-street corridors. The LOS designations are shown in green, orange, and red to correspond with good, acceptable, and poor LOS, respectively. While the planned pedestrian network identifies the appropriate pedestrian facilities for roadways of all functional classifications, the pedestrian LOS standards only apply to arterial and collector roadways. Additionally, LOS standards are not applied to the planned off-street trail facilities.

Generally, a green/good LOS indicates that a roadway provides the corresponding pedestrian facilities identified in the planned pedestrian network, while an orange/acceptable LOS indicates that a pedestrian facility is provided but does not align with the identified pedestrian facility in the planned pedestrian network. A red/poor LOS generally indicates no designated facilities are provided for pedestrians and is considered unacceptable.

**Table 3 –Level of Service Criteria for Pedestrian Network**

LOS	Rating	Standard
	Good	Pedestrian facilities built as identified in planned network
	Acceptable	Pedestrian facilities exist, but not as identified in planned network
	Poor	No pedestrian facilities present

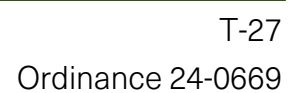
#### Pedestrian Level of Service Standards

The City LOS standards for its pedestrian network based on the methodology presented in Table 3. Figure 9 provides the existing pedestrian LOS for roadways within the pedestrian network. The long-term vision for the City would be to have all arterial and collector roadways within the planned pedestrian network achieve a green or good LOS; however, in the near-term, the objective will be to achieve, at minimum, an orange or acceptable LOS along all roadways. As the City grows and develops, the City plans to update the pedestrian LOS standard to require a green/good LOS along all roadways to accommodate increased pedestrian demand associated with growth and development. The

City applies these standards to prioritize investments in the pedestrian network and identify where significant gaps in the system need to be addressed to serve the City's land use plan. The long-term project list identified in the Transportation Element would implement the orange LOS, at minimum, along all roadways in the pedestrian network.

# Edgewood Comprehensive Plan

## TRANSPORTATION



## *Bicycle LOS*

### Bicycle Level of Service Definitions



Similar to the pedestrian LOS standards, bicycle LOS standards were also developed in alignment with the types of facilities designated for the City's roadways.

Figure 15 depicts the planned bicycle network. The planned bicycle network is comprised of both on-street and off-street bicycle facilities. The planned bicycle network identifies three roadway/facility types: (1) roadways with dedicated bike lanes, (2) shared roads, and (3) multi-use paths/off-street trails. Each of the roadway/facility types for the planned bicycle network is defined further in the Transportation Systems Plan section of the Transportation Element.

The bicycle LOS standards are presented in Table 4. These standards emphasize the expansion and completion of dedicated and shared use bicycle facilities on arterial and collector roadways, as well as off-street corridors. The LOS designations are shown in green, orange, and red and correspond with good, acceptable, and poor LOS, respectively. While the planned bicycle network identifies the appropriate bicycle facilities for roadways of all functional classifications, the bicycle LOS standards only apply to arterial and collector roadways.

Generally, a green/good LOS indicates a roadway that provides the corresponding bicycle facilities (with appropriate striping/signage) identified in the planned bicycle network, while an orange/acceptable LOS indicates that a bicycle facility is provided but does not align with the identified bicycle facility in the planned bicycle network or that inadequate striping/signage is provided to demarcate the facility. A red/poor LOS generally indicates no designated facilities are provided for bicycles and is considered unacceptable.

**Table 4 –Level of Service Criteria for Bicycle Network**

LOS	Rating	Standard
	Good	Bicycle facilities built as identified in planned network
	Acceptable	Bike facilities exist, but not as identified in planned network
	Poor	No bicycle facilities present

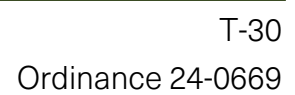


### Bicycle Level of Service Standards

The City has established LOS standards for its bicycle network based on the criteria presented in Table 4. The existing bicycle LOS for roadways within the bicycle network is shown in Figure 10. The long-term vision for the City would be to have all arterial and collector roadways within the planned bicycle network achieve a green or good LOS; however, in the near-term, the objective would be to achieve, at minimum, an orange or acceptable LOS along all roadways. As the City grows and develops, the City plans to update the bicycle LOS standard to require a green/good LOS along all roadways to accommodate increased bicycle demand associated with land use growth. The City utilizes these standards to prioritize investments in the bicycle network and identify where significant gaps in the system need to be addressed to serve the City's land use plan. The long-term project list identified in the Transportation Element would implement the orange LOS, at minimum, along all roadways in the bicycle network.

# Edgewood Comprehensive Plan

## TRANSPORTATION



## Transit LOS




### Transit Level of Service Definitions

While transit service is not under the City's control, it is a key component of the overall transportation system. As required by GMA, the City has adopted transit level of service standards defining the type of local amenities that the City can help provide to allow for safe and convenient access to transit stops, and comfortable facilities when transit riders reach a transit stop.

The future transit network assumes eventual implementation of Pierce Transit's Destination 2040 Long Range Plan that envisions increased service frequency and coverage throughout the County. In Edgewood, only local transit service (15-60 min service, fixed route) currently exists or is planned to be provided within Edgewood in the future (there are no express or other types of service beyond local service).

The transit LOS standards shown in Table 5 emphasize improved access to transit stops, along with improved amenities. The LOS designations are shown in green, orange, and red and correspond to good, acceptable, and poor LOS, respectively. A green/good LOS indicates a transit stop that has high quality amenities, and sidewalks and crosswalks serving it. An orange/acceptable LOS indicates a transit stop is lacking some critical amenities or is missing sidewalk/crosswalk connection. Transit riders accessing transit stops with an orange LOS may be required to travel out of direction to utilize a crosswalk or walk for a short distance along a shoulder or gravel pathway. A red LOS indicates no designated facilities are provided at or around the transit stops and is considered unacceptable.

**Table 5 –Level of Service Criteria for Transit Network**

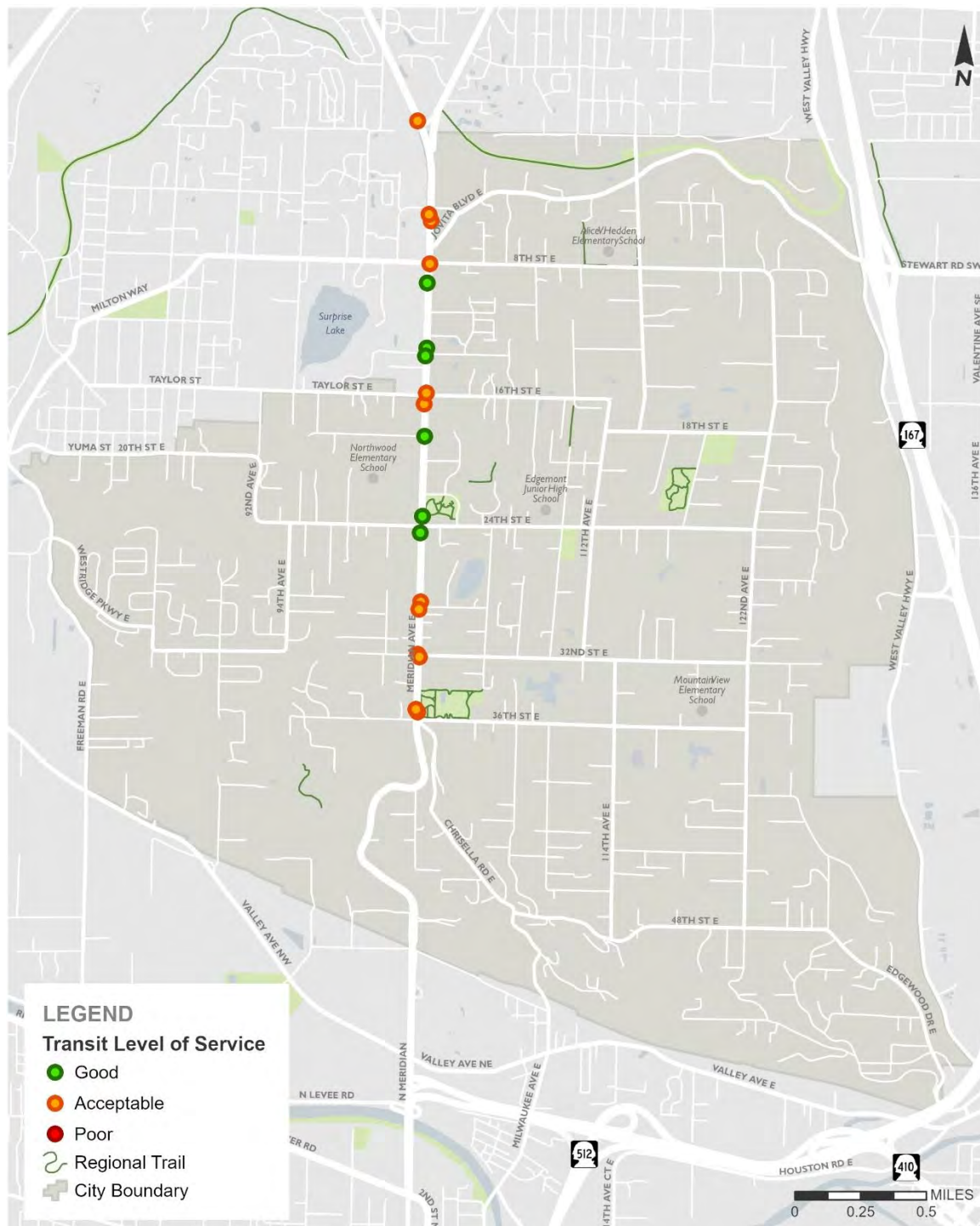
LOS	Rating	Standard
	Good	High quality stop amenities & sidewalks and marked crossings serving stops
	Acceptable	Missing stop amenities or sidewalks / crossing
	Poor	Missing stop amenities and sidewalk / crossings
Note: Bus stop amenities considered as part of the LOS evaluation include weather shelters, benches, and schedule information.		

## Transit LOS Standards

The City has established LOS standards for transit based on the expected type of service being planned for in the Destination 2040 Long Range Plan. The existing transit LOS for transit stops in the City is shown in Figure 11. While the long-term vision for the City would be to achieve a green/good LOS for all transit stops, an orange/acceptable LOS is the standard for the existing and planned local service routes which serve the City in the near-term. The long-term project list identified in the Transportation Element would implement the orange LOS along existing and planned local routes.

It should be noted that bus rapid transit (BRT) service is being considered for the Meridian Avenue E corridor through Edgewood. Currently, BRT service is planned along Meridian Avenue between Downtown Puyallup and South Hill as part of the Destination 2040 Long Range Plan; however, extension of this service through Edgewood to the Federal Way is being considered following the completion of the Sound Transit Line 2 Extension project. Implementation of BRT service along Meridian Avenue E would reduce transit headways to 15 minutes. Should these improvements be enacted, the City would elevate the transit LOS standard for stops along Meridian Avenue E to achieve a green/good LOS.

Figure 11 - Transit Level of Service





### *Funding for Improvements to Meet LOS Standards*

If expected funding for improvements to meet future transportation needs is found to be inadequate and the City will not be able to meet the adopted vehicular, pedestrian, bicycle, or transit LOS standards, then the City may pursue one or more of the following options:

- Lower the LOS standard for the system or for portions of the system that cannot be improved without a significant expenditure;
- Revise the City's current land use element to reduce density or intensity of development so that the LOS standard can be met; and/or,
- Phase or restrict development to allow more time for the necessary transportation improvements to be completed.

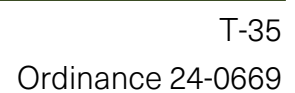
Funding of the transportation improvements required to meet the City's LOS standards is discussed in the Plan Implementation section.

### *2044 Baseline and Plan Evaluation*

The travel forecasting model was used to convert the existing (2023) and forecast (2044) land use data into vehicle travel demand growth on City roadways. This growth, combined with 2023 traffic counts, was used to forecast 2044 traffic volumes and travel patterns.

The results of the 2044 Baseline scenario operations analyses have been summarized in Figure 12. Both the future intersection and roadway segment LOS results are compared with the existing conditions results to understand potential deficiencies in the transportation system, and whether the identified long-term transportation improvements address the baseline deficiencies.

Edgewood Comprehensive Plan  
TRANSPORTATION





**Table 6 – Future (2044) Weekday PM Peak Hour Roadway Segment Level of Service**

SEGMENT	SOUTHBOUND/WESTBOUND <sup>1</sup>				NORTHBOUND/EASTBOUND <sup>2</sup>			
	2024		2044 Forecast		2024		2044 Forecast	
	V/C <sup>3</sup>	LOS <sup>4</sup>	V/C	LOS	V/C	LOS	V/C	LOS
114th Ave E, south of Jovita Blvd E	0.27	A	0.36	B	0.12	A	0.21	A
8th St E, east of Meridian Ave E	0.34	B	0.41	B	0.22	A	0.33	B
24th St E, west of Meridian Ave E	0.26	A	0.41	B	0.27	A	0.57	C
24th St E, east of Meridian Ave E	0.15	A	0.20	A	0.18	A	0.38	B
24th St E, west of 122nd Ave E	0.05	A	0.08	A	0.07	A	0.14	A
122nd Ave E, north of 24th St E	0.22	A	0.33	B	0.10	A	0.13	A
122nd Ave E, south of 24th St E	0.25	A	0.42	B	0.12	A	0.17	A
32nd St E, west of Meridian Ave E	0.03	A	0.04	A	0.02	A	0.03	A
36th St E, west of Chrisella Rd E	0.02	A	0.02	A	0.13	A	0.15	A
48th St E, east of 122nd Ave E <sup>5</sup>	0.12	A	0.22	A	0.15	A	0.13	A
Chrisella Rd E, south of 48th St E	0.35	B	0.40	B	0.10	A	0.15	A

Source: Transpo Group, 2024

*Notes:*

1. Direction of travel; southbound traffic volumes or westbound traffic volumes
2. Direction of travel; northbound traffic volumes or eastbound traffic volumes
3. Volume-to-Capacity ratio
4. Level of Service (A to F), based on volume-to-capacity ratio. V/C less than 0.3 is A, less than 0.5 is B, less than 0.8 is C, less than 0.9 is D, less than 1.0 is E and greater than 1.0 is F.
5. Eastbound PM peak hour roadway volumes are expected to decrease along 48th Street E due to completion of the SR 167 Extension Project which is expected to reduce existing cut-through trips through Edgewood residential neighborhoods.

As shown in 2044 Baseline conditions in Figure 12, the major intersections along Meridian Avenue E continue to see added delay as traffic volumes grow. Each of the signalized intersections are forecast to operate at LOS D or better, which meets the regional LOS E or better standard for the corridor. However, the following two-way stop-controlled intersection along Meridian Avenue E would continue to operate at LOS F without any additional improvements:

- Meridian Avenue E / Jovita Boulevard E
- Meridian Avenue E / 13th Street Ct E
- Meridian Avenue E / 20th Street E
- Meridian Avenue E / 29th Street E
- Meridian Avenue E / 32nd Street E

The City of Edgewood LOS standards allow for side street delays to exceed LOS standard on minor street roadways, to ensure that signals or roundabouts are not installed only to serve a small number of minor street vehicles. The expansion of the parallel roadway network will continue to provide additional access locations to Meridian Avenue E if side street delays become sufficiently large. The Transportation Improvement Project section identifies projects to address some LOS deficiencies at intersections but does not suggest adding new intersection control to each intersection listed above.

Roadway segment level of service was also evaluated for the City's minor arterials and collector streets and is summarized in Table 6. All roadway segments will continue to operate at LOS C or better for the Baseline 2044 scenario and therefore meet the City's LOS C or better standard for roadway segments.

## TRANSPORTATION SYSTEMS PLAN

The transportation system improvement recommendations provide a long-range strategy for the City of Edgewood to address current and forecast transportation issues and needs. Transportation system improvements are required to safely and more efficiently accommodate the projected growth in population and employment within the City. The recommended improvements are based upon analyses of the existing transportation system, forecasts of future travel demand, anticipated availability of funding resources and the desire of the community to create an efficient multimodal transportation system that puts a priority on community livability.

### *Street and Highway System*

Streets and state highways are the core of the transportation system serving the City of

Edgewood and surrounding communities. These facilities provide for the overall movement of people and goods through a wide range of travel modes. Streets and highways serve automobile trips, trucks, transit, vanpools, carpools and bicycle/ pedestrian travel. Therefore, the streets and highways establish the framework for the overall transportation system of the City.

### Roadway Functional Classification

A roadway functional classification system allows the City to group highways, roads and streets that comprise the transportation system into a hierarchy. The functional classification of a roadway is typically based on the types of trips that occur on it, the basic purpose for which it was designed and the amount of traffic it carries. Higher classifications (e.g., freeways, principal arterials) provide a high degree of mobility with higher traffic volumes, generally at higher speeds, and should have limited access to adjacent land uses. Lower classifications (e.g., local access streets) provide greater access to adjacent land and are not intended to serve through traffic, carrying lower volumes at lower speeds. Collectors balance the function between mobility and access.

Based on state law, cities are required to adopt a roadway functional classification system that is consistent with state and federal guidelines. In Washington, these requirements are codified in RCW 35.78.010 and RCW 47.26.090. Each local jurisdiction is responsible for defining its transportation system into at a minimum, three functional classifications: principal arterial, minor arterial and collector. All other roadways are assumed to be local streets. Edgewood's roadway functional classification system has four categories, as presented in Table 7. Figure 13 shows the functional classification for streets within the City.

**Table 7 – Roadway Functional Classification Descriptions**

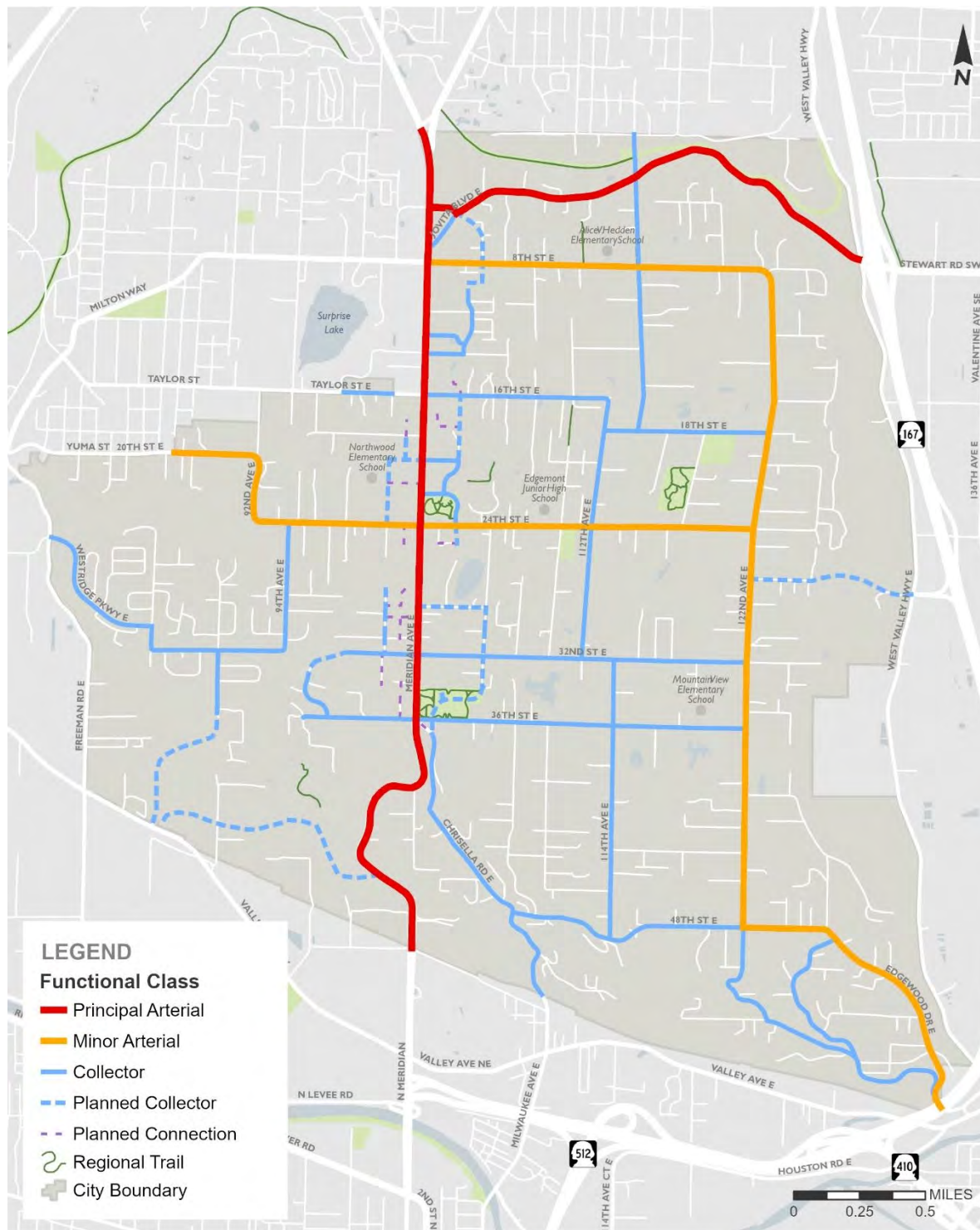
CLASSIFICATION	DESCRIPTION
Principal Arterial	Principal arterials are roadways that connect major community centers and facilities and are often constructed with limited direct access to abutting land uses. Principal arterials carry the highest traffic volumes and provide the greatest mobility in the roadway network by limiting access, providing traffic control devices and posting higher speed limits. Transit routes are generally located on principal arterials, as are transfer centers and park-and- ride lots. Principal arterials may service any level of traffic volume, up to full utilization of the road capacity.

CLASSIFICATION

DESCRIPTION

Minor Arterial	Minor arterials are roadways that connect with and augment principal arterials. Minor arterials provide densely populated areas easy access to principal arterials and provide a greater level of access to abutting properties. Minor arterials connect with other arterial and collector roads extending into the urban area, and serve less concentrated traffic-generating areas, such as neighborhood shopping centers and schools. Minor arterials serve as boundaries to neighborhoods and collect traffic from collector streets. Minor arterials also carry transit traffic.
Collectors	Collectors are roadways providing easy movement within neighborhoods, and they connect two or more neighborhoods or commercial areas while also providing a high degree of property access within a localized area. These roadways “collect” traffic from local neighborhoods and distribute it to higher classification roadways. Additionally, collectors provide direct services to residential areas, local parks, churches and areas with similar land uses. Collectors provide the link between local access streets and larger arterials.
Local Streets	Local access streets are intended for use within commercial, single-family and multi-family subdivisions to provide direct access to abutting lots and to collect traffic from cul-de-sacs. Restrictions may be placed on entry and exit locations for traffic safety relative to intersections. Traffic volumes are typically very low for compatibility with abutting land uses, to accommodate turning movements and significant amounts of pedestrian activity, while providing minimal disturbance to the tranquility of the residential environment. Local streets are not designed to accommodate transit service. All roadways that have not been designated as an arterial or collector roadway are considered to be local access streets. Local access streets comprise the largest portion of roadway miles in Edgewood.

Figure 13 - Functional Classification System



The adopted Preferred Alternative Road Network Plan for the Meridian Avenue E/SR 161 Corridor (parallel road plan) further defines future roadway functional classifications

within the designated Meridian Avenue E Corridor/Town Center area. The collector street classifications are defined in Table 7 and included as future roadways on the functional classification map (Figure 13).

Maintaining a network of connected streets helps to facilitate the efficient and safe movement of people and goods between activity areas, neighborhoods, and employment centers. The functional classification system supports the addition of new collector arterials to improve access for emergency vehicles, allow alternate routes in case of blockage or congestion, improve travel time, and reduce travel distances for all transportation modes.

### *Roadways Standards*

The City has sought to standardize road design elements for consistency and to assure that motoring, bicycling and pedestrian public safety needs are met. Considerations include safety, convenience, aesthetics, proper drainage and economical maintenance. These standards include items such as right-of-way needs, pavement width, type and width of pedestrian and bicycle facilities, and roadway and intersection radii.

The intent of these standards is to support the City's goals in providing adequate facilities to meet the mobility and safety needs of the community, as well as complying with storm water management, sensitive areas and other regulations. The standards will assist design professionals and developers in planning for new and reconstructed roadways and right-of-way facilities, both public and private, within the City. At this time, the City has adopted Pierce County's roadway design standards on an interim basis, with the goal of developing stand-alone roadway standards for the City in the near future, as identified as part of the Transportation Element.

### *Pedestrian System Plan*

Expansion of the network of pedestrian facilities plays a vital role in the City's transportation environment. The City's pedestrian system is comprised of facilities that support mobility through walking or the use of scooters or other mobility devices. A well-established system encourages healthy transportation modes, reduces vehicle demand on City roadways, and enhances safety within the community. In 2024, the City completed an Americans with Disabilities Act (ADA) self-evaluation and Transition Plan which evaluated the City's pedestrian network to identify gaps/barriers and recommend a list of improvements to ensure the ongoing commitment to providing equal access for all roadway users, especially those with mobility limitations.



As part of its long-term vision, the City desires to have pedestrian facilities which connect to all parts of Edgewood. The City's Traffic Safety Program conducts an annual review of the transportation network to identify necessary improvements to the network, which can include sidewalks, crosswalks, and improved pedestrian signage. Segments of arterials and collectors that do not have sidewalks or adequate walkways along the roadway are improved as part of the identified improvement projects.

The Planned Pedestrian Network, shown in Figure 14, identifies the future vision of a comprehensive network of pedestrian facilities. The City envisions an interconnected system of on-road and off-road facilities that include sidewalks, shared-use pathways, trails, and key connections.

The planned pedestrian network identifies four roadway/facility types: (1) roadways with sidewalk facilities along both sides of the roadway, (2) roadways with an asphalt path or sidewalk along one side of the roadway, (3) multi-use paths, and (4) off-street trails. These roadway/facility designations are defined in Table 8:

**Table 8 – Pedestrian Network Facility Descriptions**

Facility/Roadway	DESCRIPTION
Roadways with Sidewalks on Both Sides	These roadways are designated to have minimum 5-foot sidewalks on both sides of the roadway with vertical separation from vehicular traffic via a concrete curb.
Roadways with Asphalt Path or Sidewalk on One Side	These roadways are designated to have a minimum 5-foot concrete sidewalk or asphalt pedestrian along one side of the roadway. Vertical separation from vehicular traffic may or may not be provided with the installation of a curb.
Multi-Use Path	These roadways are designated to provide a wide (10 feet wide or more) pathway along one side of the roadway for pedestrian and bicycle travel.
Trails	These off-street alignments provide additional pedestrian connectivity through the City. These trails may or may not be paved.

The planned pedestrian improvements identified for the City's roadways were used to confirm specific LOS standards for the pedestrian network and to identify and develop the long-term multimodal project list.



### Figure 14 - Planned Pedestrian Network



### *Bicycle System Plan*

As with the planned pedestrian network, expansion of the City's bicycle network is key to establishing a robust transportation environment. The City's bicycle system is comprised of dedicated and shared-use facilities supporting bicycle mobility. A well-connected and wide-reaching network will likely encourage the use of alternative travel modes, reducing vehicular demand on the roadway network, and increasing roadway safety for all users.

As part of its long-term transportation vision, the City seeks to provide bicycle facilities along roadways throughout all parts of Edgewood. Several roadway improvement projects currently planned within the City incorporate bicycle facility improvement to advance the creation of the bicycle network vision. As these projects are implemented, the City's on- and off-street bicycle network will be enhanced and expanded.

The Planned Bicycle Network, shown in Figure 15, identifies the future vision of a comprehensive network of bicycle facilities. The City envisions an interconnected system of on-road and off-road facilities, which include sidewalks, shared-use pathways, trails, and key connections.

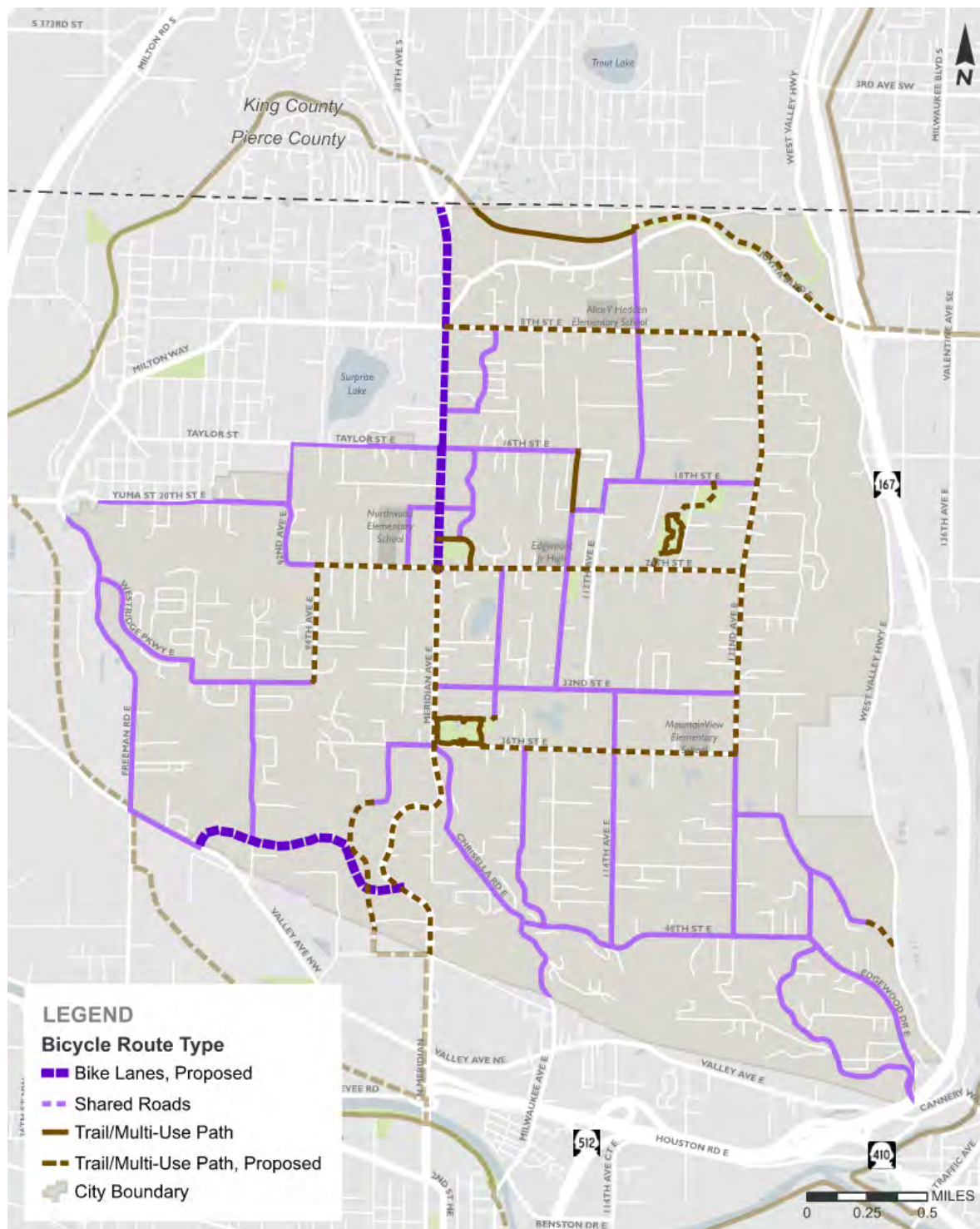
The planned bicycle network identifies three roadway/facility types: (1) bicycle lanes, (2) trails / multi-use paths, and (3) shared roadways. These roadway/facility designations are defined in Table 9:

**Table 9 – Bicycle Network Facility Descriptions**

Facility/Roadway	DESCRIPTION
Bicycle Lanes	These roadways are designated to have on-street, striped bicycle lanes in both directions.
Shared Roads	Vehicular and bicycle traffic are intended to share these roadways. Signage and pavement markings are to be provided to indicate that the roadway is a shared facility.
Trails/Multi-Use Paths	These roadways/alignments are designated to provide wide, paved shared-use facilities for bicycle and pedestrian connectivity.

The planned pedestrian improvements identified for the City's roadways were used to confirm specific LOS standards for the pedestrian network and to identify and develop the long-term multimodal project list.

### Figure 15 - Planned Bicycle Network





### *Transportation Improvement Projects*

Based on an evaluation of existing and forecast traffic volumes, traffic operations, safety and circulation needs, a recommended list of transportation improvement projects and programs were defined. The project list is organized into the following categories:

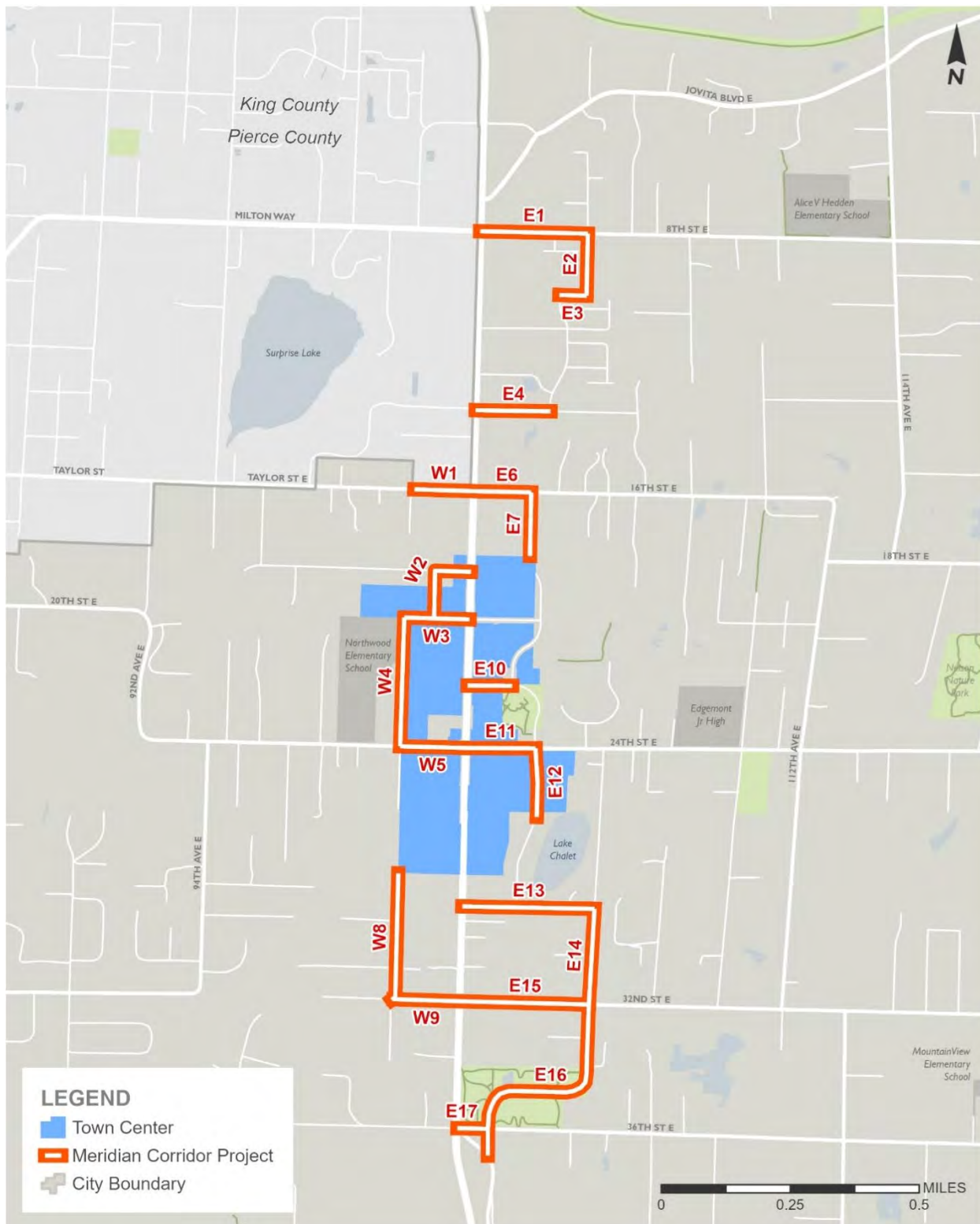
- Roadway and Intersection Projects—upgrading roadways and intersections through safety, capacity, operational or complete street improvements.
- Meridian Corridor Projects—build a network of local roadways along the Meridian Avenue E (SR 161) corridor to help facilitate access and circulation along the corridor, which in turn improves mobility and safety.
- Annual Programs—includes annual citywide programs to maintain the existing system and adequately respond to community member requests.
- Studies—includes studies to better define improvements to competitively compete for grant revenues.
- Active Transportation Projects—includes active transportation projects primarily focused on completing a system of sidewalks and walkways, bike lanes, and local trails which adjoin the local street system.

Planning-level cost estimates are also included for each project. The cost estimates were prepared based on typical per unit costs, city adopted design standards, functional classification and level of improvement. Cost estimates cover construction costs plus any specific implementation issues, such as environmental impacts or right of way acquisition needs.

In 2024, the City prepared the *Meridian Avenue (SR 161) Corridor Study* evaluating existing and future transportation demands along the corridor and identifying improvements needed to establish the roadway as multimodal corridor serving all travel modes. Meridian Avenue functions as the backbone of the transportation system by facilitating travel within the City and through the rest of the region. The findings and recommendations from this study were incorporated into the long-term project list as projects R-02 through R-06.



Figure 17 - Meridian Corridor Projects



**Table 10 – Transportation Projects and Programs (20-Year List)**

ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST <sup>1</sup> (\$1,000s)
Roadway and Intersection Projects				
R-1	108th Ave E (north of 32nd St E) - Rebuild Failing Roadway*	108th Ave E (north of 32nd St E)	Roadway rebuild	\$250
R-2	Meridian Avenue Phase 1 Improvements	24th Street to north of 36th St	Widen to 4 lanes, add multiuse path on both sides of Meridian, RAB at 32nd Street	\$18,100
R-3	Meridian Avenue Phase 2 Improvements*	North of 36th Street to south of 36th Street	Widen to 4 lanes, add multiuse path on both sides of Meridian, RAB at 36th Street	\$11,100
R-4	Meridian Avenue Phase 3 Improvements	south of 36th Street intersection to north of 43rd St Ct E	Extend the 3-lane facility (2 NB and 1 SB lane), add multiuse path on east side of Meridian, intersection improvements at 102nd Ave E	\$19,300
R-5	Meridian Avenue Phase 4 Improvements	North of 43rd St Ct E to Deschaux Rd	Extend the 3-lane facility (2 NB and 1 SB lane), add multiuse path on east side of Meridian, re-align Deschaux / Meridian intersection and improve intersection control (TBD)	\$12,200
R-6	Meridian Avenue Phase 5 Improvements	Deschaux Rd to Spencer Roundabout	Maintain existing 2-lane bridge for NB traffic and construction new 2-lane bridge for SB traffic. Construct new pedestrian and bicycle bridge.	\$63,900



ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST¹ (\$1,000s)
R-7	24th St Extension	125th Ave Ct E to W Valley Hwy	Build roadway extension to collector standard	\$6,000
I-01	Meridian & 12th / 13th St Intersection Improvements*	Meridian Avenue E / 12th St & 13th St	Design and construct intersection improvement(s) to address existing deficiencies	\$4,650
I-02	Caldwell Rd E & 129th Ave E - Intersection Regrade*	Caldwell Rd E & 129th Ave E	Repave the intersection and remove the non-compliant grade transition.	\$150

#### Meridian Corridor Projects

E-1	8th St E	Meridian to 105th Avenue	Improve corridor to collector arterial standard	\$4,129
E-2	104th Ave E/105th Ave E*	8th Street E to 10th Street Ct E	Build corridor to collector arterial standard	\$4,129
E-3	105th Ave E*	Jovita Blvd E to 8th Street E	Build or improve corridor to collector arterial standard	TBD²
E-4	12th St E	Meridian to 104th Avenue	Improve corridor to collector arterial standard	TBD²
E-6	16th St E	Meridian to 104th Avenue E	Improve corridor to collector arterial standard	\$1,860
E-7	104th Ave E*	16th Street E to 1800 block	Build corridor to collector arterial standard	TBD²
E-10	22nd St E	Meridian to 104th Avenue E	Improve corridor to collector arterial standard	TBD²
E-11	24th St E	Meridian to 104th Avenue E	Improve corridor to collector arterial standard	\$1,860
E-12	104th Ave E	24th Street E to	Build corridor to collector	\$1,280

ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST¹ (\$1,000s)
		103rd Ct Avenue E	arterial standard	
E-13	29th St E	Meridian to 106th Avenue E	Improve corridor to collector arterial standard	TBD²
E-14	103rd Ave E	29th Street E to 32nd Street E	Improve corridor to collector arterial standard	TBD²
E-15	32nd St E	Meridian to 106th Avenue E	Improve corridor to collector arterial standard	TBD²
E-16	106th Ave E/ Chrisella Rd Extension*	32nd Street E to Chrisella Rd E	Build or improve corridor to collector arterial standard	TBD²
E-17	36th St E	Meridian to Chrisella Rd Extension	Improve corridor to collector arterial standard	TBD²
W-1	16th St E	101st Avenue E to Meridian	Build or improve corridor to collector arterial standard	\$1,480
W-2	101st Ave E	16th Street E to 20th Street E	Build or improve corridor to collector arterial standard	TBD²
W-3	20th St E	100th Avenue E to Meridian	Build or improve corridor to collector arterial standard	TBD²
W-4	101st Ave E / 100th Ave E	18th Street Ct E to 24th Street E	Build or improve corridor to collector arterial standard	TBD²
W-5	24th St E	100th Avenue E to Meridian	Improve corridor to collector arterial standard	\$1,480
W-8	100th Ave E	29th Street E to 32nd Street E	Improve corridor to collector arterial standard	\$1,760
W-9	32nd St E	100th Avenue E to Meridian	Improve corridor to collector arterial standard	TBD²

ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST <sup>1</sup> (\$1,000s)
Annual Programs				
A-1	Transportation Engineering/ Plan Support	Citywide	Annual program to maintain/update pavement management system, road standards and traffic model	\$50 / year
A-2	Chip Seal Program	Citywide	Paving and sealing asphalt overlays and surface chip seals	\$300 / year
A-3	Pedestrian Safety Program*	Citywide	Perform safety assessments and install miscellaneous signage, crosswalks, lighting and pavement marking improvements	\$75 / year
A-4	ADA Barrier Removal	Citywide	Annual funding to address ADA barriers identified in ADA transition plan. This cost assumes	\$65 /year
Studies				
S-1	90th Avenue Alignment Study	Existing road end to Valley Avenue E	Conduct a study to determine preferred alignment of future roadway extension of 90th Ave E from its existing southern terminus to Valley Ave E	\$75
S-2	96th Avenue Alignment Study	36th St E to 44th Street Ct E	Conduct a study to determine preferred alignment of future roadway extension of 96th Ave E from 36th St E to 44th Street Ct E	\$75
S-3	27th Street E Alignment Study	125th Ave E to W Valley Hwy E	Conduct a study to determine preferred alignment of future roadway extension of 27th St E	\$75

ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST' (\$1,000s)
S-4	Traffic Calming Program	Citywide	from 125th Ave E to W Valley Hwy E  Create a program identifying appropriate locations and measures for controlling speeds along local roadways	\$50

#### Active Transportation Projects

BL-01	Meridian Ave E	Northern City limits to 24th St SE	restripe to add 5' bike lanes	\$2,100
MUP1	8th Street E	Meridian Avenue E to 122nd Ave E	install 12' shared use path	\$6,400
MUP2	122nd Ave E	8th Street E to 24th St E	install 12' shared use path	\$8,470
MUP3	122nd Ave E	24th St E to 36th St E	install 12' shared use path	\$3,800
MUP4	24th St E	110th Ave E to 122nd Ave E	install 12' shared use path on north side of street	\$3,600
MUP5	24th St E	Meridian Ave E to 110th Ave E	widen existing sidewalk/walk to 10'	\$1,500
MUP6	24th St E	94th Aven E to Meridian Ave	install 12' shared use path on north side of street	\$2,500
MUP7	36th St E*	City Park to existing walkway	install 12' shared use path on north side of street	\$11,100
MUP8	36th St E	Replace existing	widen existing path to 10' (from 7A terminus to 122nd	\$2,000

ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST <sup>1</sup> (\$1,000s)
MUP9	94th Ave E	walkway 24th St E to 32nd St E	Ave) install 12' shared use path	\$2,400
PED-01	Jovita Blvd E	106th Ave Ct E to existing SW west of 114th Ave E	add sidewalk, curb, gutter to both sides of roadway	\$8,400
PED-02	114th Ave E / 13th St NW	8th St E to 18th St E	add asphalt path to one side of roadway	\$1,900
PED-03	13TH St Ct E	Meridian Avenue E to 104th Ave E	add sidewalk, curb, gutter to both sides of roadway	\$2,200
PED-04	16th St E	Meridian Avenue E to 104th Ave E	add sidewalk, curb, gutter to both sides of roadway	\$2,500
PED-05	16th St E	104th Ave E to 112th Ave E	add asphalt path (6') to one side of roadway	\$1,600
PED-06	108th Ave E	16th St E to 20th St E	add asphalt path (6') to one side of roadway	\$1,000
PED-07	16th Ave	100th Ave Ct E to Meridian Ave E	add asphalt path (6') to one side of roadway	\$600
PED-08	Yuma St / 20th ST / 92nd Ave E	city limits to 94th Ave E	add asphalt path (6') to one side of roadway	\$2,500
PED-09	18th ST E	114th Ave E to 122nd Ave E	add asphalt path (6') to one side of roadway	\$1,700
PED-10	32nd St E	87th Ave E to 94th Ave E	add asphalt path (6') to one side of roadway	\$1,400

ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST <sup>1</sup> (\$1,000s)
PED-11	90th Ave E	32nd ST E to 65th St Ct E	add asphalt path (6') to one side of roadway	\$7,750
PED-12	100th Ave E	32nd St E to end of roadway	add asphalt path (6') to one side of roadway	\$800
PED-13	29th St E	Meridian Ave E to 106th Ave E	add asphalt path (6') to one side of roadway	\$800
PED-14	106th Ave E	29th St E to Park Entrance	add asphalt path to one side of roadway where no sidewalk currently exists	\$600
PED-15	32nd St E	western edge of roadway to 122nd Ave E	add asphalt path (6') to one side of roadway	\$4,600
PED-16	36th St E	western edge of roadway to Meridian Ave E	add asphalt path to one side of roadway	\$1,300
PED-17	Chrisella Road*	Meridian Ave E to city limits	improve markings, signage, lighting, sight distance, and possible traffic calming measures, add sidewalk, curb, gutter to both sides of roadway	\$8,470
PED-18	114th Ave E	32nd St E to 48th St E	add asphalt path (6') to one side of roadway	\$2,500
PED-19	122nd Ave E	36th St E to 48th St E	add asphalt path (6') to one side of roadway	\$2,300
PED-20	48th St E	Chrisella Rd to Edgewood Dr E	add asphalt path (6') to one side of roadway	\$3,700
PED-21	Edgewood Drive E*	48th St E to Valley Ave E	roadway widening, curb and gutter, stormwater system and pedestrian walkway	\$11,100



ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST¹ (\$1,000s)
PED-22	Sumner Heights Dr E	Edgewood Dr E to Edgewood Dr E	add asphalt path (6') to one side of roadway	\$3,400
TRAIL-01	Interurban Trail*	114th Ave E to city limits	Construction of the trail	\$22,400
TRAIL-02	Install off-street trail	see project map	Install 6' wide gravel trail	\$900
TRAIL-03	Install off-street trail	see project map	Install 6' wide gravel trail	\$1,200
TRAIL-04	Install off-street trail	see project map	Install 6' wide gravel trail	\$6,500
TRAIL-06	Install off-street trail	see project map	Install 6' wide gravel trail	\$900
TRAIL-07	Install off-street trail	see project map	Install 6' wide gravel trail	\$800
TRAIL-08	Install off-street trail	see project map	Install 6' wide gravel trail	\$1,200
TRAIL-09	Install off-street trail	see project map	Install 6' wide gravel trail	\$500
TRAIL-10	Install off-street trail	see project map	Install 6' wide gravel trail	\$400
TRAIL-11	Install off-street trail	see project map	Install 6' wide gravel trail	\$700
TRAIL-12	Install off-street trail	see project map	Install 6' wide gravel trail	\$2,000
TRAIL-13	Install off-street trail	see project map	Install 6' wide gravel trail	\$7,400

ID	PROJECT NAME	PROJECT LIMITS	PROJECT DESCRIPTION	PROJECT COST <sup>1</sup> (\$1,000s)
TRAIL-14	Install off-street trail	see project map	Install 6' wide gravel trail	\$1,200
TRAIL-15	Install off-street trail	see project map	Install 6' wide gravel trail	\$1,800
TRAIL-16	Install off-street trail	see project map	Install 6' wide gravel trail	\$1,500
TRAIL-17	Install off-street trail	see project map	Install 6' wide gravel trail	\$6,700

*Notes:*

*1. All costs in 2024 dollars*

*2. May be fully funded by new development*

*3. Projects marked with an asterisk (\*) indicate projects in the City's 6-year Transportation Improvement Program (TIP)*

## Transportation Programs

The City of Edgewood has three annual programs to maintain or improve the transportation system:

- The Transportation Engineering/Planning Support Program is used to maintain or update the pavement management system, road standards and the City's traffic model.
- The Chip Seal Program provides ongoing roadway maintenance through asphalt overlays, asphalt sealing and surface chip seals.
- The Pedestrian Safety Program is used to perform safety assessments, install signage, crosswalks, lighting and pavement markings to improve active transportation safety based on input from community members, schools or other local organizations.

## Freight and Mobility System

Trucks deliver goods to retail establishments and construction materials to construction sites. By increasing the time cost and other costs of moving freight, traffic congestion increases the price of goods. The City must ensure that trucks have the ability to move to

and through Edgewood.

Although freight mobility is important to the economy, cut-through traffic from trucks causes negative impacts to residential areas and increases road maintenance costs to the City. To minimize the negative impacts of trucks, the City has established truck regulations. These regulations restrict the movement of trucks over a certain weight on all roads in the City other than Meridian Avenue E for purposes other than delivery (Edgewood Municipal Code Chapter 10.05).

### *Public Transit System*

As the region continues to grow, more community members will seek to use and become reliant on alternatives to the single-occupancy vehicle for mobility purposes. Pierce Transit and Sound Transit will be key players in Edgewood's ability to maintain necessary mobility.

The ultimate vision for Transit service within Edgewood is to install Business Access and Transit (BAT) lanes along Meridian Avenue E, as identified within WSDOT's SR 167 Master Plan and discussed in the Meridian Avenue Corridor Study. These improvements will greatly improve future transit travel time and reliability through the City of Edgewood and would make transit a more attractive mode of travel for residents within the City. However, Pierce Transit's current plans and funding allocation do not plan for bus service (and in particular headways – the time between bus arrivals) which would support the installation of these lanes. The recent Meridian Avenue Corridor Study proposed the installation of in-line transit stops along Meridian Avenue E to reduce transit delay by eliminating the need for transit buses to merge into and out of the travel lane. These improvements will serve as an interim improvement until more frequent transit service is provided along Meridian Avenue E that will support the installation of the BAT lanes.

While the City does not provide transit service, building out the planned pedestrian and bicycle networks will facilitate access to existing (and potential future) transit service within Edgewood. This improved access will help make transit a more feasible travel option for residents and visitors to Edgewood.

### *Transportation Demand Management*

To minimize increases in the impacts of vehicles on the transportation system and the environment, alternatives to the single-occupancy vehicle will become more necessary. These alternatives include carpooling, walking, bicycling, transit, telecommuting and flexible hours at work sites.

Transportation demand management (TDM) is the term used when communities, employers, schools or households develop techniques to influence mode choice, the time of a trip and the frequency of trips made. TDM is a major policy thrust in the Puget Sound Regional Council's MTP and is also required under the Growth Management Act (GMA). Examples of TDM include:

- Charging for parking at worksites to increase the cost of driving alone, relative to carpooling;
- Providing free or low-cost bus passes to employees as part of an employee benefit package to encourage use of transit or vanpools;
- Providing incentives to employees who carpool, walk or bicycle to work;
- Allowing flexible hours at work sites so employees can shift their commute trip to non-peak periods;
- Developing telecommuting programs so that employees do not need to commute into the office every workday;
- Providing guaranteed ride home programs to employees who bus, carpool or vanpool; and
- Providing worksite amenities, such as cash machines, food services, daycare, breakrooms, showers and clothes lockers to reduce the need for non-work trips.

Other techniques, such as providing convenient parking for carpool/vanpools, in-house ride matching services and bus maps on site can encourage alternatives to single-occupancy vehicle use.

Washington's Commute Trip Reduction (CTR) Act sets goals for reducing the number of single-occupancy vehicle trips at worksites that employ over 100 regular, full-time employees. While there are currently no employers in the City that currently fall under these requirements, the City will continue to coordinate with employers and transportation service providers (such as Pierce Transit, King County Metro and Sound Transit) as appropriate, to coordinate policies and services to CTR affected sites.

### *Air, Rail and Water Transportation Facilities*

Regional, national and international air travel for Edgewood is provided via Seattle- Tacoma International Airport, located approximately 15 miles north of the City. The airport can be accessed via Meridian Avenue E to I-5.

The Union Pacific railroad tracks border the southern edge of the City limits. No rail passenger service is offered along the rail line. The nearest passenger rail service is

located south in Puyallup and is provided by Sound Transit along the BNSF mainline via the Sounder S Line. Planned bus rapid transit (BRT) improvements along Meridian Avenue are intended to connect communities in the region with the Puyallup Sounder Station (though the extension of BRT service to Edgewood is not yet funded).

There is no waterborne transportation serving Edgewood. The Transportation Element does not identify waterborne transportation as a component of the City's transportation system.

## PLAN IMPLEMENTATION

The transportation improvement projects must be funded and implemented to meet existing and future travel demands in and around the City of Edgewood. A summary of transportation project costs and a strategy for funding the projects over the life of the plan are presented in this section. Implementation strategies are discussed and include continuing coordination with WSDOT and other agencies to fund improvements along Meridian Avenue E (SR 161) and other regional corridors. The implementation plan provides the framework for the City to prioritize and fund the improvements identified in the transportation systems plan.

The GMA requires the Transportation Element of the Comprehensive Plan to include a multi-year financing plan based on the identified needs in the transportation systems plan. The financing plan for the Transportation Element provides a basis for the City's annual Six-Year Transportation Improvement Program (TIP). As required by the GMA, if probable funding is less than the identified needs, then the transportation financing program must also include a discussion of how additional funding will be raised or how land use assumptions will be reassessed to assure that level of service standards will be met. Alternatively, the city can adjust its level of service standards.

A summary of costs for capital improvement projects and citywide maintenance and operation programs are presented. The capital project and maintenance and operations program costs are compared to estimated revenues from existing sources used by the city to fund transportation improvements. Like many other communities in the region, the costs of the desired transportation system improvements and programs will exceed the available revenues. Other potential funding sources to help reduce the projected shortfall are described. Lastly, a summary of a reassessment strategy for the city to use for reviewing transportation funding in the context of the overall Comprehensive Plan is also included.

### *Project and Program Cost Estimates*

Table 11 summarizes the costs of the recommended transportation improvement projects and programs. The costs cover City of Edgewood capital improvements, transportation programs, and maintenance/operations. The costs are summarized for the life of the Plan. While improvements under the responsibility of WSDOT or Pierce County are not included in the summary table, the project table includes costs associated with the Meridian Avenue improvements. Since Meridian Avenue is a state highway (SR 161), the City does not expect to cover the full cost of the project and anticipates that some share of the costs will be covered by WSDOT, direct appropriations from the state, or grant funding. Nevertheless, the City may choose to include a share of the costs of WSDOT improvements in its transportation impact fee or other funding options.



**Table 11 – Transportation Project and Program Costs (2024-2044)**

IMPROVEMENT TYPE	TOTAL COSTS (2024-2044)	PERCENT OF TOTAL COSTS <sup>1</sup>
Transportation Capital Projects <sup>2</sup>		
Bicycle Lane Projects	\$2,100,000	0.6%
Multi-Use Path Projects	\$41,770,000	12.9%
Pedestrian Improvement Projects	\$71,120,000	21.9%
Road & Intersection Projects	\$135,650,000	41.7%
Trail Projects	\$56,100,000	17.3%
Parallel Road Projects	\$17,978,000	5.5%
Transportation Studies	\$275,000	0.1%
<b>Subtotal Capital Projects</b>	<b>\$324,993,000</b>	<b>100%</b>
Annual M&O Programs		
Transportation Engineering/Plan Support	\$1,000,000	10.2%
Chip Seal Program	\$6,000,000	61.2%
Pedestrian Safety Program	\$1,500,000	15.3%
ADA Barrier Removal	\$1,300,000	13.3%
<b>Subtotal Annual M&amp;O Programs</b>	<b>\$9,800,000</b>	<b>100%</b>
<b>TOTAL COSTS</b>	<b>\$334,793,000</b>	

1. All costs in 2024 dollars, rounded to \$1,000.

2. Does not include other agency improvements

Planning-level cost estimates were developed for the capital improvements and presented in the Transportation Systems Plan section. The planning estimates were prepared based upon average unit costs for transportation projects within the region. Planning-level costs were developed with the assumption that costs would include associated storm water development requirements, property acquisition, wetland mitigation, and utility extensions and/or upgrades, based upon historic costs for those items. More detailed cost estimates will need to be prepared as the projects are closer to design and construction. Future design studies will identify specific property impacts and options to reduce costs and impacts on properties.

The estimated capital cost of the Transportation Plan is approximately \$325 million (in 2024 dollars). Approximately 42 percent of the capital costs are associated with implementing roadway and intersection improvement projects throughout the City (most of which are associated with the Meridian Avenue [SR 161] corridor improvements). Completion of the active transportation network in the city accounts for over 35 percent of total capital project costs, with bicycle lane, pedestrian improvement, and multi-use path projects accounting for approximately 1 percent, 22 percent and 13 percent of total capital costs, respectively. The remaining 25 percent of capital costs are for trail projects (17 percent), parallel road network projects (6 percent) and transportation studies (less than 1 percent).

Annual transportation programs account for an additional \$9.8 million in (2024 dollars) costs over the life of the plan. This includes \$50,000 annually for transportation engineering/plan support, \$75,000 annually for the pedestrian safety program, and \$65,000 annually for removal of ADA barriers. The annual chip and seal program provides funding for annual maintenance of the preservation of the roadway network. Maintenance and operations costs were projected based on recent annual expenditures as derived from annual budget information. Maintenance and operations costs cover general administration, roadway, street lighting, traffic signal and street signs, and other miscellaneous safety improvement programs. To reduce the need for extensive capital reconstruction projects, the maintenance and operations program to preserve the existing street system is estimated to be approximately \$6 million through 2044.

#### *Funding Analysis with Existing Revenue Sources*

The City has historically used tax revenues, developer (traffic impact) fees, and grants to construct and/or maintain their transportation facilities. In December 2018, the Edgewood City Council passed Ordinance 18-0538 authorizing the installation of traffic enforcement cameras in school zones. While the city does not account for the school zone photo enforcement infraction funds within the annual budget, funds available from the prior year's infractions can be used to implement improvements advancing public safety (e.g., traffic calming, pedestrian safety, public safety education/programs). These funds can be used to implement safety improvements identified within the transportation project list.

Funds collected from the real estate excise tax (REET) are used for resurfacing and preserving pavement via the annual paving program on City streets and financing a portion of capital improvements. As allowed in RCW 82.46, up to 25 percent of available

REET funds can be used annually for the maintenance of REET 1 and REET 2 capital projects. Finding a balance between utilizing REET revenues for the annual pavement preservation program and capital construction is critical to implementing this plan. In general, approximately 75 percent of annual REET revenues need to be dedicated to capital projects, with up to the remaining 25 percent directed towards pavement preservation. Allocating the limited available resources for all types of projects is an ongoing challenge that requires frequent re-evaluation to meet the needs of the City as growth occurs.

Additionally, as noted above, the City does not expect to cover the full cost of improvements associated with the Meridian Avenue (SR 161) Corridor Study. WSDOT funding, grant awards, and direct state appropriations are expected to constitute a substantial portion of the total improvement costs. If funding from these sources (or others) is not secured, the Meridian Avenue improvements will likely be delayed until such a time that available City funds can be leveraged to acquire funding from alternate sources. As part of the funding analysis, it was assumed that approximately 50 percent of the costs associated with the Meridian Avenue improvements would come from non-City sources.

The description of this and other available funding sources and projected revenues are listed in Table 12.

**Table 12 – 2024-2044 Transportation Revenues**

REVENUE SOURCE	TOTAL REVENUES	PERCENT OF TOTAL REVENUES¹
Transportation Capital Revenues		
Transportation Impact Fees	\$16,210,000	11.4%
REET Funds (75 percent)	\$19,960,000	14.0%
School Zone Camera Fees	\$6,920,000	4.9%
Grant Funds	\$37,255,000	26.1%
Meridian Avenue Non-City Funding	\$62,300,000	43.7%
<b>Subtotal Capital Revenues</b>	<b>\$142,645,000</b>	<b>100%</b>
Transportation M&O Revenues		
REET Funds (25 percent)	\$6,655,000	100%
<b>Subtotal M&amp;O Revenues</b>	<b>\$6,655,000</b>	<b>100%</b>
<b>TOTAL REVENUES</b>	<b>\$149,300,000</b>	

Revenue projections were estimated based upon the City's 2024 budget, 3-years of historical revenues, and anticipated grant funding awards. Based on recent historical data, it is estimated that revenues would be approximately \$87 million during the 20-year period, of which 96 percent would be dedicated for capital improvements, while the remaining would be for maintenance and operations programs.

The revenue projections assume that approximately \$62.3 million, or 44 percent, of the \$142.6 million in revenues dedicated for capital improvements, will be funding acquired from other sources (WSDOT, grant funding, state appropriations) for the Meridian Avenue improvements. Grant funds (for non-Meridian Avenue improvements) are assumed to generate approximately 26 percent of revenue, while REET capital improvement funds account for 14 percent of revenue. Transportation impact fees generate 11 percent of the capital revenue, while the remaining 5 percent is from school zone camera citations.

Approximately \$6.7 million in revenues dedicated for maintenance and operations programs are anticipated over 20 years. Up to 25 percent of REET revenues is anticipated to be allocated to maintenance and operations funds.

## Transportation Impact Fees

The GMA allows agencies to develop and implement a Transportation Impact Fee (TIF) program to help fund part of the costs of transportation facilities needed to accommodate growth. State law (RCW 82.02) requires that TIF programs are:

- Related to improvements to serve new growth and not existing deficiencies;
- Assessed proportional to the impact of new developments;
- Allocated for improvements that reasonably benefit new development, and;
- Spent on facilities identified in the adopted Capital Facilities Plan.

TIFs can only be used to help fund improvements that are needed to serve new growth. The cost of projects needed to resolve existing deficiencies cannot be included.

The TIF program must allow developers to receive credits if they are required to construct all or a portion of system improvements to the extent that the required improvements were included in the TIF calculation. The city's TIF program was first implemented and adopted in 2007 and is outlined in Chapter 4.30 of the Edgewood Municipal Code.

## Developer Mitigation and Requirements

The City has adopted specific development-related requirements which will help fund the identified improvements. These include requirements for frontage improvements, mitigation of transportation impacts under SEPA, and concurrency requirements. The City requires developments to fund and construct certain roadway improvements as part of their projects. These typically include reconstructing abutting streets to meet the City's current design standards. These improvements can include widening of pavement, drainage improvements, and construction of curb, gutter, and sidewalks.

Several of the projects identified in the Transportation Plan could be partially funded and constructed as part of new developments. As noted above, to the extent that costs of a transportation improvement are included in the TIF then credits must be provided. If improvements to an abutting local street are not included in the TIF, then credits against the TIF would not be required or allowed.

The city also evaluates impacts of development projects under the State Environmental Policy Act (SEPA). The SEPA review may identify adverse transportation impacts that require mitigation beyond payment of the TIF. These could include impacts related to safety, traffic operations, active transportation, or other transportation issues. The needed improvements may or may not be identified as specific projects in the Plan. If the required improvements are included in the TIF program, then the City must provide credit to the

extent that the costs are included in the project list and impact fee calculations.

The city also requires an evaluation of transportation concurrency for development projects. The concurrency evaluation is intended to identify project impacts that will cause City facilities to operate below the City's level of service standard. To resolve such a deficiency, the applicant can propose to fund and/or construct improvements to provide an adequate level of service. Alternatively, the applicant can wait for the City, or another agency or developer to fund improvements to resolve the deficiency. According to the GMA, the City must deny any proposal that will cause the level of service for transportation facilities to decline below the adopted standard unless a financial commitment is in place to complete measures to achieve the LOS standard within six years. (RCW 36.70A.070(6)(b)).

### Grants

Over the past several years the city has had significant success in securing grants for transportation improvements. Grant funding is typically tied to specific improvement projects and distributed on a competitive basis, often with a local funding match.

### *Forecasted Revenue Shortfall*

Table 13 summarizes the City's proposed transportation financing strategy for the \$321.8 million City portion of the capital improvement costs and the \$9.8 million in maintenance, operations, and program expenditures. The Plan results in a shortfall of \$244.6 million. This assumes that the level of grants and developer commitments will be generated as estimated in the Transportation Plan. The deficit could be greater if the level of development or the level of grant funding is less than forecast. The former would be offset by a reduced need for transportation improvements to accommodate growth. If the City is more successful in obtaining grants or other outside funding for projects, then the potential deficit could be reduced, as discussed in the next section.



**Table 13 – Forecasted Revenues and Costs**

REVENUE SOURCE	TOTAL (2024-2044)
Transportation Capital Revenues	\$142,645,000
Total Capital Project Costs	\$324,993,000
<b>Capital Estimated Shortfall</b>	<b>(\$182,348,000)</b>
Transportation M&O Revenues	\$6,655,000
Transportation M&O Costs	\$9,800,000
<b>M&amp;O Estimated Shortfall</b>	<b>(\$3,145,000)</b>
<b>TOTAL ESTIMATED SHORTFALL</b>	<b>(\$185,493,000)</b>

#### Capital Revenue Shortfall

The approximately \$182.3 million shortfall in funding would primarily affect the ability of the city to fund all of the identified capital improvement projects during the planning period. The City is committed to funding the existing maintenance and operations programs needed to preserve the integrity, safety, and efficiency of its existing transportation system. The maintenance and operations cost will expand with transportation system improvements.

#### Maintenance and Operations Revenue Shortfall

The financial forecast shows an approximately \$3.1 million shortfall for funding the 20-year maintenance and operations program needs. General citywide maintenance and operations programs will not balance with forecasted revenues over the life of the plan; however, the city will review and adjust the maintenance and operation programs on an annual basis to balance with anticipated dedicated revenues.

#### *Potential Options to Balance the Plan*

As noted above, projected existing revenue sources would allow the city to fund a portion of the identified transportation improvement projects and program costs. The City could address this shortfall through delaying lower priority projects or increasing revenue allocations from discretionary sources, primarily the General Fund.

#### Options for Reducing the Funding Shortfall for Capital Improvement Projects

The city can increase funding for capital street projects using a range of revenue options. These include partnering with other agencies or additional grants as available.

Alternatively, the city could delay implementation of projects, especially lower priority improvements. Possible applications of these funding strategies are discussed below.

#### Delaying Improvement Projects

The City will not likely be able to, or may choose not to, fund lower priority projects within the 20-year horizon without additional funding sources. Some of these projects may be funded through impact fees and/or frontage improvement requirements as development (or re-development occurs). As developments occur in these areas the city may require project-specific facility improvements including SEPA mitigation measures, as appropriate. The city also may identify other programs or opportunities to partially or fully fund some of these improvements.

#### Additional Grants and Other Agency Funding

As discussed above, the transportation financing analysis estimates that the city may receive approximately \$37 million in grant funding over the life of the Plan. If the City is able to pursue and receive grants at a higher rate, shortfalls may be less than projected. The roadway improvements identified for the Meridian Avenue (SR 161) corridor entail large-scale, high-cost improvements, which may be strong candidates for grant funding pursuits. However, given the scale of these improvements, direct appropriations from the federal or state government as part of legislative requests may be necessary to fully implement the vision identified for the corridor.

#### Tax Increment Financing

Washington State allows cities to create “increment areas” that allows for the financing of public improvements, including transportation projects within the area by using increased future revenues from local property taxes generated within the area. The specific rules and requirements are noted in the Community Revitalization Financing (CRF) Act.

The Local Infrastructure Financing Tool (LIFT) program is a potential tool for the City to pursue. Under this concept the annual increases in local sales/use taxes and property taxes can be used to fund various public improvements.

The city may choose to further consider these types of funding programs in the future as part of its annual budget and six-year Transportation Improvement Program (TIP) processes.

#### Voter Approved Bond/Lewy/Taxes

Bonds do not result in additional revenue unless coupled with a revenue generating mechanism, such as a voter approved tax. The debt service on the bonds results in increased costs which can be paid with the additional revenue approved by voters such as a property tax levy or sales tax increase. Although the city does not anticipate issuing bonds in the near future, it remains an option for generating additional transportation revenues to fund some of the higher cost improvement projects.

#### Local Improvement Districts

A local improvement district (LID) is a special assessment area established by a jurisdiction to help fund specific improvements that would benefit properties within the district. LIDs could be formed to construct sidewalks, upgrade streets, improve drainage or other similar types of projects. A LID may be in residential, commercial, or industrial areas or combinations depending on the needs and benefits. LIDs can be proposed either by the city or by property owners. LIDs must be formed by a specific process which establishes the improvements, their costs, and assessments. The assessments are added to the property tax which helps to spread the costs over time.

#### Transportation Benefit District

A transportation benefit district (TBD) allows cities and counties to raise revenue for transportation improvements, typically by increasing sales taxes or vehicle license fees. TBD funds can be used to implement a wide range of transportation projects, including roadway or intersection improvements, transit service expansions, sidewalk or bicycle facilities, or transportation demand management programs. Funding can also be used for maintenance and operation of the transportation system. The TBD can encompass the entirety or a portion of the city or county. The City of Edgewood previously established a TBD with the implementation of a \$20 vehicle license fee but was repealed in 2020.

#### *Reassessment Strategy*

Although the financing summary identifies the potential for a total revenue shortfall of approximately \$185.5 million (in 2024 dollars) over the life of the Plan, the city is committed to reassessing their transportation needs and funding sources each year as part of its six-year Transportation Improvement Program (TIP). This allows the city to match the financing program with the short-term improvement projects and funding. To implement the Transportation Improvement Plan, the city will consider the following principles in its transportation funding program:

- Balance improvement costs with available revenues as part of the annual six-year Transportation Improvement Program (TIP);
- Review project design standards to determine whether costs could be reduced through reasonable changes in scope or deviations from design standards;
- Fund improvements or require developer improvements as they become necessary to maintain LOS standards;
- Explore ways to obtain more developer contributions to fund improvements;
- Coordinate and partner with WSDOT, Pierce County, Pierce Transit, and others to implement improvements to the SR 161;
- Vigorously pursue grant funds from state and federal sources;
- Work with the City of Milton, the City of Puyallup, and/or Pierce County to develop multiagency grant applications for projects that serve growth in the city;
- Review and update the TIF program regularly to account for the updated capital improvement project list, revised project cost estimates, and annexations;

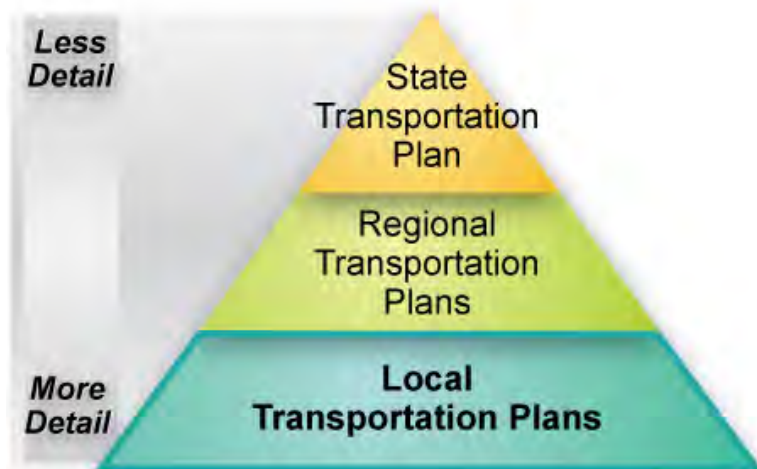
Some lower priority improvements may be deferred or removed from the Transportation Plan. The city will use the annual update of the six-year Transportation Improvement Program (TIP) to re-evaluate priorities and timing of projects and need for alternative funding programs. Throughout the planning period, projects will be completed, and priorities revised. This will be accomplished by annually reviewing traffic growth and the location and intensity of land use growth in the city. The city will then be able to direct funding to areas that are most impacted by growth or to roadways that may be falling below the city's level of service standards. The development of the TIP will be an ongoing process over the life of the Plan and will be reviewed and amended annually.

## CONSISTENCY WITH OTHER PLANS

Edgewood's transportation system is part of, and connected to, a broader regional highway and arterial system. The GMA works to increase coordination and compatibility between the various agencies that are responsible for the overall transportation system. Since transportation improvements need to be coordinated across jurisdictional boundaries, the Transportation Plan needs to be consistent with and supportive of the objectives identified in the Washington State Transportation Plan, PSRC's VISION 2050, and the transportation plans or capital improvement plans of the surrounding agencies. Developing the Transportation Plan is primarily a bottom-up approach to planning, with the City exploring its needs based on the land use plan. Eventually, local projects are incorporated into regional and state plans. Figure 18 is a schematic showing this app

oach. The following sections provide a review of this Plan's consistent with neighboring jurisdictions.

**Figure 18 - Transportation Plan Approach**



*WSDOT Highway Improvement Program & Six-Year Transportation Improvement Program*

As required by the GMA, the Edgewood Transportation Element addresses the state highway system. Specifically, the Transportation Plan addresses the following elements related to the state highway system:

- Inventory of existing facilities
- Level of service standards
- Concurrency on state facilities
- Analysis of traffic impacts on state facilities
- Consistency with the State Highway Systems

Summarized below are the improvements to state facilities listed in the Statewide Transportation Improvement Program (STIP) 2024 – 2027, which are consistent with the Plan identified in this Element.

WSDOT maintains two improvements programs, the Highway System Plan (HSP) and the State Transportation Improvement Program (STIP). WSDOT is currently updating the HSP, which was last updated over 12 years ago. A draft of the HSP has been published and recommends new revenues for state highways be dedicated over the next 20 years.

The 2024-2027 STIP was approved in January 2023 and includes two projects in Edgewood:

1. Repair or replace existing concrete and asphalt surfaces on 48th Street E
2. Interurban Trail Phase III (Jovita Canyon) - Construct non-motorized trail with paved surface and gravel shoulders along Puget Sound Electric Railway corridor linking disconnected segments of the regional Interurban Trail.

### *Puget Sound Regional Council*

The PSRC maintains the Regional TIP. The Regional TIP must be a 4-year program of projects that is updated at least every 4 years. The TIP ensures that transportation projects meet regional transportation, growth and economic development goals and policies, and clean air requirements. Regional TIP projects are required to meet the following criteria:

- Consistency with VISION 2050 and the Regional Transportation Plan
- Consistency with local comprehensive plans
- Funds are available or expected to be available
- Consistency with the region's air quality conformity determination
- Consistency with federal and state requirements such as functional classification
- Consistency with PSRC's project tracking policies

The Regional TIP also identifies the same two projects in Edgewood that are included in the STIP.

### *Pierce County and Adjacent Cities*

Countywide Planning Policies (CPPs) establish a countywide framework for developing and adopting County and City comprehensive plans. The role of the CPPs is to coordinate comprehensive plans of jurisdictions in the same county for regional issues or issues affecting common borders. The Multicounty Planning Policies (MPPs) for transportation call for better integrated land use and transportation planning, with a priority placed on cleaner operations, dependable financing mechanisms, alternatives to driving alone, improved safety, equitable transportation options, and sustainability and environmental impacts associated with transportation. Pierce County's CPPs were last adopted in May 2022 and ratified in November 2022. The County's and Cities' comprehensive plans need to be consistent with the vision and policies in the Countywide Planning Policy Update.

Pierce County's six-year TIP (2024-2029) currently has no projects identified in Edgewood but includes the County portion of the planned WSDOT project to build SR-167 from I-5 to SR-161, add lanes, interchange at SR-161 and I-5, ramps at Valley Av E, trail, and toll facilities just west of the city.



### *Pierce Transit*

Pierce Transit is a regional transportation provider that operates transit service in the City of Edgewood. Two routes provide bus service for the City of Edgewood. The city supports Pierce Transit's Long-Range Plan (Destination 2040) and coordinates with the agency to identify how transit needs should be addressed, particularly as new development occurs.

### *Federal and State Air Quality Regulations*

The Transportation Element is subject to the Washington State Clean Air Conformity Act that implements the directives of the Federal Clean Air Act. Because air quality is a region wide issue, the City's Comprehensive Plan must support the efforts of state, regional, and local agencies as guided by WAC 173-420-080.

## **GOALS AND POLICIES**

### **Goal T.1      Develop a safe and efficient transportation system that accommodates all modes and maximizes people-carrying capacity.**

Improve the operating efficiency of the existing system and maintain the capacity to adequately serve present and future travel demand.

T.1a      The efficient movement of traffic should be accomplished through advanced traffic control measures, intelligent transportation system (ITS) technologies, speed management, access management, channelization improvements and multimodal design features.

T.1b      Restrict roadway access points and locate driveways on Meridian Avenue E (SR 161) to improve safety, maintain optimal capacity and provide for the efficient movement of automobiles, bicycles, pedestrians and transit. Access management measures may include:

- Providing internal access between off-street parking in commercial areas through reciprocal agreements;
- Using intersecting streets as access points;
- Designing subdivisions for efficient internal circulation; and/or
- Completion of the collector arterial system

T.1c      Require dedication of roadway rights-of-way as part of new development

consistent with the appropriate functional classification, adopted road standards and Comprehensive Plan.

- T.1d Coordinate with the Washington State Department of Transportation (WSDOT), Pierce County, and Cities of Milton and Puyallup to address traffic congestion and circulation issues on Meridian Avenue E and surrounding roadways.
- T.1e Design transportation facilities that support the countywide and regional growth strategy and fit within the context of the built or natural environments in which these facilities are located.
- T.1f Incorporate racial and social equity and seek input from the public during transportation planning processes to ensure that all voices are represented and that historically underserved neighborhoods and vulnerable populations are heard.
- T.1g Design, construct and operate the transportation system to serve all users safely and conveniently and provide improved access to homes and businesses.
- T.1h Consider all transportation modes and mobility for people with special needs in transportation improvement projects.
- T.1i Encourage the consolidation of driveways on Meridian Avenue E (SR 161), Jovita Boulevard E and other arterials during the development review process and implementation of capital projects.
- T.1j Increase the resiliency of the transportation system and support security and emergency management to protect against disaster, develop prevention and recovery strategies and plan for coordinated responses.
- T.1k Create an interconnected transportation network of streets and trails by requiring new connections consistent with the Comprehensive Plan.
- T.1l Work to create an interconnected transportation system by requiring new roadway connections consistent with the Comprehensive Plan.

**Goal T.2      Develop a transportation system that enhances the delivery and transport of goods and services.**

- T.2a Support improved connectivity and access from the City's employment

centers and the regional transportation system.

T.2b Maintain Meridian Avenue E (SR 161) for safe and efficient truck movement.

T.2c Enforce truck regulations and install appropriate features at intersections so that heavy vehicles do not utilize City roads, except for local deliveries and services.

**Goal T.3 Provide a safe and interconnected systems of walkways, sidewalks and trails.**

T.3a Provide a system of trails for pedestrians and bicyclists, consistent with the PROST Plan.

T.3b Develop an active transportation system that promotes connectivity between residential developments via pathways, trails and street extensions.

T.3c As general guidelines, give priority to walkway and trail system improvements that:

- Increase public safety;
- Construct missing links in the existing bicycle and pedestrian system;
- Make upgrades to existing walkways and trails;
- Are along arterial streets; and
- Connect to key destinations.

T.3d Install mid-block pedestrian crossings with appropriate safety measures when conditions warrant.

T.3e Develop a program to install or upgrade curb ramps at all curbed intersections to meet the Americans with Disabilities Act (ADA) requirements.

T.3f Work with neighboring jurisdictions and other agencies to ensure that Edgewood's bicycle routes/corridors and designs are compatible and interconnect.

T.3g Plan for the expansion of appropriate road shoulders to maintain safe areas for walking, jogging and biking while implementing appropriate

	design features to discourage increased vehicle speeds.
T.3h	Prioritize the needs of bicyclists and pedestrians in the design and construction of future transportation improvements.
<b>Goal T.4</b>	<b>Support improved transit coverage and service throughout the region to improve mobility options for Edgewood.</b>
T.4a	Plan to maintain and improve transit coverage and encourage implementation of high-capacity transit options.
T.4b	Encourage enhanced bus service connections across county lines and to popular destinations.
T.4c	Consider transit facilities as mitigation for new developments that have probable significant impacts to the transportation system.
T.4d	Support and promote public involvement in Pierce Transit, King County Metro and Regional Transit Authority decision-making.
<b>Goal T.5</b>	<b>Promote programs to encourage carpooling, transit and active transportation.</b>
T.5a	Work with Pierce Transit to make transit a convenient and easily accessible travel option in Edgewood.
T.5b	Work with Pierce Transit and businesses to evaluate and improve transit service and facilities that serve employment sites and promote Commute Trip Reduction (CTR) program components.
T.5c	Support public and private Transportation Demand Management (TDM) programs to promote alternatives to driving alone.
T.5d	Encourage developments to provide physical features supportive of carpooling, transit and active transportation.
<b>Goal T.6</b>	<b>Ensure adequate parking supply.</b>
T.6a	Accommodate parking demand in the most efficient way possible with the minimal number of new parking spaces to meet anticipated demand.
T.6b	Develop off-street parking that is compatible with abutting uses and

supports a pedestrian-oriented streetscape.

T.6c Encourage shared parking, underground parking or parking structures.

**Goal T.7 Eliminate all fatal and serious injury crashes that occur on the City transportation system by 2044.**

T.7a Conduct studies and regularly review data at high collision locations to support operational changes and designs that improve safety.

T.7b Utilize best practices, such as the USDOT's Safe Systems Approach, to comprehensively address safety needs within the City.

T.7c Establish a safe and comfortable environment for pedestrians, bicyclists, and all roadway uses on Meridian Avenue.

T.7d Set appropriate speed limits on existing and new connecting roadways and identify improvements needed to support safe roadway operation at desired speeds.

T.7e Where needed, provide access control to improve the safety of roadways, install improved lighting or intersection control, provide adequate facilities for pedestrians (especially around schools) and provide safe areas at bus stops for transit patrons.

T.7f Design new residential streets to discourage cut-through traffic while maintaining the connectivity of the transportation system.

**Goal T.8 Adequately fund the transportation system to meet current and future capital, maintenance and operational needs.**

T.8a Regularly review and update the Transportation Impact Fee (TIF) schedule and ordinance to provide more consistency with existing zoning designations and standards from the Institute of Transportation Engineers (ITE) to ensure the equitable assessment of impact fees.

T.8b Annually maintain the Transportation Improvement Program (TIP) to balance project costs against reasonably expected revenue sources.

T.8c In the event the City is unable to fund the transportation capital improvements needed to maintain adopted transportation LOS

standards, pursue one or more of the following actions:

- Phase development that is consistent with the Land Use Element until adequate resources can be identified to provide necessary improvements;
- Revise the Land Use Element to reduce traffic impacts to the degree necessary to meet adopted transportation service standards;
- Reevaluate the City's adopted transportation LOS standards and concurrency program to reflect levels that can be maintained, given known financial resources;
- Require new and existing development to implement measures to address LOS issues;
- Place a moratorium on development in affected areas;
- Encourage the mitigation of LOS deficiencies through the use of transit, walking, biking, system efficiencies and transportation system management.

- T.8d      Allocate resources in the City's TIP and Capital Facilities Funding Plan according to the prioritization guidelines listed in the Capital Facilities Element.
- T.8e      Establish LOS C or better for all minor arterials and collector streets within the City based on a volume-to-capacity (V/C) ratio of 0.80 or less during the weekday PM peak hour.
- T.8f      Establish LOS D or better for intersections in the City, except for along Meridian Avenue E (SR 161) which shall be LOS E/mitigated. The LOS E/mitigated standard is consistent with adopted regional standards which allow congestion during the peak hour to be mitigated along key regional arterials through investments to transit or alternative modes.
- T.8g      Pedestrian and bicycle level of service will be assessed based on the provision of pedestrian and bicycle facilities in accordance with City standards and the planned networks. A green (good) LOS indicates that a roadway provides pedestrian and bicycle facilities as called for in the pedestrian and bicycle plan. An orange (acceptable) LOS indicates that a roadway provides a pedestrian or bicycle facility, but that the facility



does not meet design standards or what the system plan identified in the transportation element. A red (failing) LOS indicates there are no pedestrian or bicycle facilities present.

- T.8h Transit level of service (LOS) is measured based on the quality of bus stop amenities and the availability of sidewalks and street crossings in the immediate vicinity of the bus stop. A green (good) LOS indicates high quality stop amenities and sidewalks and marked crossings serving the stop. An orange (acceptable) LOS indicates the stop is missing amenities, or sidewalks or crossings in the stop's immediate vicinity. A red (failing) LOS indicates that the stop is missing both amenities and sidewalk or safe crossings.
- T.8i Balance financing of transportation improvements between existing and future users based on the principle of proportional benefit.
- T.8j Require that all transportation projects be adequately funded to address all required public safety and design standards.
- T.8k Identify and pursue long-term strategies to obtain grant funding.
- T.8l Support efforts at the state and federal levels to increase funding for transportation systems.
- T.8m Aggressively pursue improvements to SR 161 consistent with the Meridian Avenue Corridor Study.
- T.8n Develop interlocal agreements with neighboring jurisdictions and other agencies to develop funding sources for transportation improvements.
- T.8o Support the continuous, cooperative and comprehensive transportation planning process conducted by the Puget Sound Regional Council (PSRC) pursuant to its designation as the region's Metropolitan Planning Organization.
- T.8p Participate in public/private partnerships to finance transportation facilities.

- Goal T.9      Assign a high priority to meeting the maintenance needs of the transportation system so that it is safe and functional.**
- T.9a      Inventory and inspect the transportation infrastructure annually.
  - T.9b      Maintain a pavement management system and identify a sustainable funding source to improve the life-cycle costs of City roadways.
  - T.9c      Develop a regular maintenance schedule for all components of the transportation infrastructure.
  - T.9d      Encourage the maintenance and improvement of the street system when addressing the transportation and circulation concerns of the community.
  - T.9e      Develop strategies necessary to improve public streets to meet applicable road standards.
- 
- Goal T.10      Develop transportation solutions that align with the state and multi-county policies that protect the environment.**
- T.10a      Consider the impacts of climate change in the operations of the transportation system and construction of capital projects.
  - T.10b      Coordinate with county, regional, state and federal agencies air quality standards to ensure the City's transportation projects and programs promote reductions in air pollution and greenhouse gas emissions.
  - T.10c      Support the development and implementation of a transportation system that is energy efficient and improves system performance.
  - T.10d      Encourage fish passage improvements and the use of low impact development techniques on transportation projects to reduce stormwater impacts and prevent measurable harm to streams, lakes, and wetlands.

# PARKS, RECREATION, OPEN SPACE, AND TRAILS

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## **INTRODUCTION**

The Parks, Recreation, Open Space, and Trails Element guides expansion of Edgewood's park system over the coming years. It reflects the community's vision for the park system and supports opportunities for healthy and active living. It also supports other plan elements, such as the Environment Element (through discussion of conservation of natural areas) and the Land Use and Transportation Elements (through discussion of paths and trails).

This Element draws its goals and policies from the City of Edgewood's 2022 Parks, Recreation, Open Space, and Trails Plan (PROST Plan). The PROST Plan was developed consistent with the Comprehensive Plan and meets the requirements of the Washington State Recreation and Conservation Office (RCO). The PROST Plan offers a comprehensive look at the park system, including existing facilities, community interests, demand and need for services, funding implications for improvements and ongoing maintenance. It provides a solid basis of information for prioritization and decision-making on parks and recreation facilities and services. Additional background information, including parks inventory and current condition assessments, can be found in the PROST Plan.

## **BACKGROUND INFORMATION**

### **PARKS INVENTORY**

As of 2024, Edgewood has approximately 181 acres of available parkland. The City classifies parkland as active parks or passive open space. Active parks are parks intended to meet community needs for a wide range of recreational activities, such as playing team sports, practicing individual physical activities such as running or bicycling, playing on play equipment, having a picnic, and hosting events and classes. Active parks should be developed to include facilities that support these types of uses.

Figure 1: Park Planning Event



Passive open space includes lands that are intended to be left primarily in their natural state with little or no facility improvements. These lands may contain distinctive natural features, have historic cultural or scenic value, or provide important ecological functions such as habitat for native plants and wildlife. Open spaces can be enjoyed by the public through passive recreational use in a natural setting.

Table 1 and Table 2 list information for the City's inventory of active parks and open space. Figure 2 shows the location of each site.

Additionally, parks, passive open space, and trail assets in the city are further classified as neighborhood parks, community parks, natural areas and open space, trails and bikeways, and special use facilities. There are also a number of small private park and playground spaces within new housing developments, some of which are accessible to the general public and are maintained by Homeowners Associations.

### *Developed City Facilities*

The parks that receive the highest use by community members are Edgewood Community Park, Edgemont Park, Nelson Nature Park, Nelson Farm Park, and Jovita

Crossroads Park and the Interurban Trail. Of these, the most popular park is Edgemont Park. It is the only fully developed active park in the City and is well-loved. Its picnic shelter and restroom were recently renovated, but other park facilities need to be upgraded.

The Nelson Farm Park is also home to Edgewood's popular community garden that is used year-round. There are no restrooms at Nelson Farm Park (except for a portable restroom), which limits the use of this site. There is also a farmhouse at this site that could be used to provide meeting and class space for local programs and community groups, but the building requires structural and ADA improvements before active public use would be possible. Located next door is Nelson Nature Park, featuring a paved loop trail, a covered picnic shelter, and a small parking lot.

**Table 1: Active Park Inventory**

FACILITY	ACRES	FEATURES	CONDITION AND CAPACITY
Edgemont Park	4.72	Children's play equipment, picnic shelter, small parking lot, restrooms, picnic tables, softball/baseball field	Playground recently renovated. Picnic shelter and restroom recently touched up, but in need of modernization. Other facilities need an upgrade. Capacity sufficient to meet demand.
Edgewood Community Park	18.00	Inclusive playground, grassy amphitheater, trails, restroom structure, and picnic structure	Park opened in March 2022 and condition of facilities is good. Capacity is sufficient to meet demand.
City Hall Park	8.53	Open fields, loop trail, amphitheater plaza, City Hall meeting rooms, barn, restrooms	Condition of facilities is good. Capacity is sufficient to meet demand. City Hall has underutilized capacity for recreation and cultural programming space.
Interurban Trail	22.29	Pedestrian and bicycle trail	Condition of facilities is good. Capacity is sufficient to meet demand. This trail is planned to serve the regional population and provide longer-distance recreation

FACILITY	ACRES	FEATURES	CONDITION AND CAPACITY
			opportunities as connections are made to other nearby portions of the Interurban Trail.
Jovita Crossroads Park	1.34	Parking, restroom, trailhead, picnic area	Condition of facilities is good. Capacity is sufficient to meet present demand.
Nelson Farm Park	10.00	Community gardens, old farmhouse, and barn (closed to public), undeveloped pasture	Community gardens in good condition. While a portable restroom is available, there is need for a permanent restroom. There is interest in additional uses at this park (e.g. FFA and 4H activities) that might be met through structural improvements, expansion of the gardens, and use of the pasture.
Falcon Ridge Trail	10.44	Recreational Trail on steep grade, wooded natural areas, benches	Trail is in good condition, also serves as access to surface water facilities for Falcon Ridge Subdivision. Capacity is sufficient to meet demand.
<b>Total Acreage:</b>	<b>75.32</b>		

## Table 2: Passive Open Space Inventory

FACILITY	ACRES	DEVELOPED (Y/N)	NATURAL FEATURES	CONDITION AND CAPACITY
Nelson Nature Park	12.51	Y	Nature trail, covered picnic shelter, benches, small parking area	Condition of facilities is good, with paved trails recently being resurfaced. Capacity is sufficient to meet demand. The addition of a permanent restroom would allow this park to better serve community members.
Mortenson Farm <sup>1</sup>	12.66	N	Open space, unmaintained old farm buildings	The open space is in good condition. The farm buildings are not planned for public use. If developed, this park help meet community demand for more trails, provide low impact stormwater detention and provide opportunities for interpretive education about native plants and animals.
Walker Pond	4.01	N	Wetlands, open water pond	This site is in good condition. There are currently no plans to develop the site.
Crawford Woods	4.57	N	Mature forest and habitat, memorial bench across the street	This site is in good condition. If developed, this park could accommodate a small interpretive loop trail.
Kempf Open Space	12.56	N	Undeveloped steep wooded site	This site is in good condition. If developed, this park could accommodate a trail.
Jovita Canyon	2.80	N	Undeveloped steep wooded site	This site is being considered for a connection between the historic Interurban Electric Railway and Jovita Boulevard along the future Interurban Trail connection.

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<sup>1</sup> Recently conveyed to WSDOT for wetland and stream mitigation; city owns critical area tracts to the north



FACILITY	ACRES	DEVELOPED (Y/N)	NATURAL FEATURES	CONDITION AND CAPACITY
Litowitz Open Space	29.82	N	Undeveloped site	This site is in good condition. There are currently no plans to develop the site.
Mortenson Farm Slopes	20.43	N	Undeveloped steep site	This site is in good condition. There are currently no plans to develop the site.
Lake Chalet	6.7	N	Undeveloped open water / wetland area	The site is in fair condition, entirely covered by surface water. There are currently no plans to develop the site.
<b>Total Acreage</b>	<b>106.06</b>			

The Jovita Crossroads Park serves as the trailhead for the Edgewood portion of the Interurban Trail and has picnic tables and restrooms. From the park, community members can walk or bike along a 0.8-mile trail segment that parallels Jovita Creek. The trail does not currently connect to other portions of the Interurban Trail, but there are regional plans for future connections. Plans are being developed to extend the trail east, through Jovita Canyon to West Valley Highway, where it will connect to the City of Pacific's segment. The City of Milton is also working to connect the west end of this trail segment to their existing segment that follows the Hylebos Creek toward the City of Fife.

Edgewood's Civic Campus has open fields, a loop trail, restrooms (located in City Hall), an amphitheater plaza and City Hall. Currently the loop trail is the most-used portion of the property outside of the City Hall function. City Hall rooms are available for recreation and cultural programming, but there is currently a low utilization rate. This site is not fully developed, and future plans could include additional facilities and programs.

### *Private Facilities*

Apart from the developed city facilities that are available to the general public, there are currently six residential subdivisions with private parks located throughout the city: Westridge, The Woodlands, Curran Estates, Northwood Estates, Aster Point, and Edgewood View Estates. Multi-family residential buildings commonly have recreational amenities on-site as well.

### *Additional Information*

For additional parks background information, including a demand and needs assessment, see the Edgewood Parks, Recreation, Open Space, and Trails Plan (2022).

Figure 2: Developed and Undeveloped Parkland in Edgewood



Figure 3: Interurban Trail



## **PUBLIC PRIORITIES**

In 2022, PROST Plan public involvement revealed public priorities shifting from the 2015 PROS Plan to the need for additional trails and sidewalks.

Survey participants overwhelmingly identified urban trails/sidewalks as the park amenity most needed in the City of Edgewood, with 93 percent of respondents selecting either “strongly agree” or “agree” when presented with the statement: “The City needs urban trails/sidewalks.”

Walking and biking trails were identified as the most popular amenities, with 76 percent of all respondents identifying these as one of the recreational facilities they use most regularly. Among other popular amenities, open space/natural habitats (48 percent of respondents) and unpaved nature trails (45 percent) were identified. Of all the survey



*Source: Parks, Recreation, Open Space & Trails Plan, June 2022 by SCJ Alliance*



respondents, nearly half (41 percent) indicated they travel outside of Edgewood to access the recreational facilities they use most. Of those, the largest percentage (24 percent) indicated they travel outside the city to use walking/biking trails. This demonstrates popular support for a robust, interconnected system of open space in Edgewood.

As the pedestrian-friendly “heart” of Edgewood, Town Center is poised especially well to become an epicenter for this network.

## **GOALS AND POLICIES**

### **Goal PR.1     Provide efficient and effective management of parks resources.**

PR.1a     Identify and pursue funding to improve the function and value of parks for City residents, when feasible and within the context of available City resources. Address gaps in the level of service standards outlined in Policy PR.3a as a high priority.

- Maintain eligibility for funding from the state's Recreation and Conservation Office (RCO) by periodically updating the city's Parks, Recreation, Open Space & Trails Plan.

*Level of Service (LOS) describes the amount, type or quality of facilities needed to serve the community. It establishes a minimum threshold for provision of services and facilities.*

PR.1b     Explore cost-sharing options to support the park and recreation system. Considering available guidance from the City's insurer and risk management, these options may include, but are not limited to, the following:

- Establishing a designated fund to provide the local matching funds required for most federal, state, local and private grant resources.
- Developing fees for programs and/or services that primarily benefit individual users.
- Considering updates to Edgewood Municipal Code to allow public-private partnerships in selected park sites in exchange for support of

facility development, in cases where the private enterprise adds value to the existing public benefit of the park.

- Leverage development regulations to ensure the provision of on-site recreation facilities and/or off-site mitigation (impact fees), as appropriate.

*Public-private partnerships are arrangements between a public agency and a private entity to jointly deliver a service or facility for the use of the public.*

PR.1c Emphasize low maintenance and operation requirements as a high priority in the design of new park facilities.

- Design and develop park and recreational facilities to be of low-maintenance and high-capacity design to reduce overall facility maintenance and operation requirements and costs.
- Where appropriate, use low-maintenance materials, settings or other value-engineering considerations that reduce the need for continuous care and security.

PR.1d Continue to involve community organizations in parks improvement to create a welcoming environment for all community members.

- Encourage citizen engagement and ownership of parks.
- Assess the feasibility of establishing a formalized volunteer program that would track activities and recognize volunteer efforts.
- Start an Adopt-a-Trail and/or Adopt-a-Park program.

PR.1e Seek opportunities to work with the public school districts to enhance the recreational value of school facilities, fields, and play areas.

*The City of Edgewood is served by three school districts: Fife, Puyallup and Sumner-Bonney Lake.*

## **Goal PR.2 Encourage public involvement in planning for parks, trails and other recreation facilities.**

PR.2a Encourage members of volunteer and community groups that support parks and trails to engage in planning processes.

PR.2b Periodically review park and recreation preferences, needs and trends

through household surveys, public meetings and other public input sources.

PR.2c Utilize the Parks and Recreation Advisory Board (PRAB) and other citizen advisory committees as forums for public discussion of parks and recreation issues.

PR.2d Provide public information regarding parks planning processes through a variety of means (e.g. public notices, bulletins, quarterly newsletters, websites, social media), in order to reach as many community members as possible.

**Goal PR.3 Develop a parks, recreation, open space, and trails system that builds on existing strengths and serves all residents of the community.**

PR.3a Over the next five to 10 years, improve the park system to meet the following level of service standards:

*For all parks, consider the following measures:*

- Provide parks that meet the interests and needs of the City's citizens, based on public input and survey findings.
- Prioritize development of non-motorized connections to parks.

*For active parks:*

- Provide 5.8 acres per 1,000 people.
- Strive to provide parks within a 15-20 minute walk of all City residents. Parks service areas, detailed in 5 min increments up to 20 minutes, and current service gaps are shown in the Demand & Needs section of the PROST Plan.

*For passive open space:*

- Provide 4.1 acres per 1,000 people.
- Consider providing more than 4.1 acres per 1,000 people, if opportunities arise to acquire properties that meet the City's environmental objectives, taking into account other parks priorities.

**Table 3: Level of Service Standards**

ACRES PER 1,000 PEOPLE

Active Parks	5.8
Passive Open Space	4.1

- PR.3b Pursue the following short-term priorities for system development:
- Develop existing parkland to increase the number of active parks and facilities consistent with level of service standards.
  - Acquire new parkland for a quality new park that addresses the desired level of service and supports an equitable distribution of parkland across the entire City.
  - This should include parcels in areas west of Meridian Ave E and in the vicinity of Sumner Heights Drive for a neighborhood-scale park (3-5 acres in size).
  - Prioritize the successful completion of the new Edgewood Community Park.
  - Build on existing trails, pathways, and sidewalks to increase non-motorized connections between parks, schools and other community facilities. Ensure that the character of trails, pathways and sidewalks is appropriate for Edgewood.
  - Complete the proposed short-term park and trail projects listed in the Capital Improvement Program for the City's Parks, Recreation, Open Space, and Trails Plan.
- PR.3c Plan for the following long-term priorities:
- Review and update level of service standards to recognize the evolving park system, development patterns and revenues for new facilities.
  - As the level of service is adjusted, review and update plans to meet new level of service standards.



- Create a park maintenance and renovation plan that prioritizes and directs resources to areas of greatest demand first.

PR.3d Explore opportunities to collaborate with public, private, and non-profit partners to meet the level of service standards and short-term priorities for the City of Edgewood's park system. Examples include jointly acquiring or developing parkland and making public facility improvements on school properties.

PR.3e In cases where developers offer to dedicate parkland to the City, consider the following criteria for acceptance. Also, consider other options that may be appropriate, such as critical area set asides.

- The land is linked to a trail system or otherwise easily accessible to the public.
- The land will create or expand a greenbelt.
- The acquisition will help the City to meet the level of service standards outlined in Policy PR.3.a.
- The cost of developing and maintaining the land is feasible.
- There is a public benefit that justifies City ownership.
- The land contains a high value natural area.

## **Goal PR.4 Ensure park lands and facilities that are actively used by community members are safe, accessible, and welcoming.**

PR.4a Establish and maintain design and development standards or best practices that implement the provisions and requirements of the Americans with Disabilities Act (ADA), Crime Prevention through Environmental Design (CPTED) and improve park safety and security for users, staff and the public at large.

PR.4b Locate new parks in locations that are readily accessible to the populations they are intended to serve.

PR.4c Where appropriate, work with community members to increase safety and security awareness through programs such as neighborhood park watches and education.

## Goal PR.5     **Protect and manage natural areas for the enjoyment of current and future generations.**

- PR.5a     Work to maintain and, where feasible, improve ecosystem function in natural areas in the park system.
- PR.5b     Ensure that development of parks facilities is compatible with the City's goals and policies for protection of natural areas.
- PR.5c     Balance the demand for public access with protection of environmentally sensitive areas.
- PR.5d     Encourage the use of greenbelts as open space, trail linkages, and buffers between uses.
- PR.5e     Collaborate with regional partners to identify open space systems in Edgewood that have ecological, economic and recreational value, and develop strategies for conservation and enhancement.
- PR.5f     Coordinate with community members to preserve natural open space lands and sustain the pastoral character of the community for future generations.
- Continue to raise awareness of Pierce County's Open Space Public Benefit Rating System Tax Program.
- PR.5g     Evaluate and make recommendations for the acquisition or protection of ecologically valuable properties within the City. Such properties could include:
- Critical fish and wildlife habitat such as nesting sites, foraging areas and wildlife mitigation corridors.
  - Environmentally sensitive areas such as wetlands, open spaces, woodlands, and other features that support wildlife and reflect Edgewood's natural heritage.

*The Pierce County Open Space Public Benefit Rating System Tax Program allows property owners to apply for open space classification and a market value reduction.*

**Goal PR.6     Build an interconnected system of multi-purpose, non-motorized paths and trails throughout the City that provides access to community facilities and regional transportation networks.**

- PR.6a     Expand existing non-motorized paths and trails to increase connections between Meridian Ave E, parks, schools, and other community facilities.
- PR.6b     Include walking, jogging, horseback and bicycle trails in the design of parks and recreation facilities, where feasible.
- PR.6c     As the system develops, create trail maps and standardized trail signage to mark routes, distances, and significant features of interest.
- PR.6d     Coordinate with adjacent jurisdictions to develop and maintain regional trails, such as the Interurban Trail.
- PR.6e     Enlist community organizations to perform trail improvement work.
- PR.6f     Utilize existing or new sidewalks (in lieu of pathways) to make missing trail connections when necessary due to space, environmental constraints or considerations (such as wildlife crossing), or safety concerns.
- PR.6g     When reviewing proposed right-of-way vacation and street improvement plans, consider potential connectivity with existing or proposed trail corridors, parks, and neighborhoods.
- PR.6h     Where appropriate, locate trailheads at or in conjunction with park sites, schools, and other community facilities to increase local area access to the trail system and to reduce duplication of supporting improvements and amenities.

**Goal PR.7     Encourage opportunities for recreation and cultural activities that are responsive to the needs of the community.**

PR.7a     Encourage community groups to continue to provide recreational programming at park sites.

PR.7b     As a long-term priority, develop an approach for future recreational and cultural programming in Edgewood serving community members and supporting the City's economic development strategy to promote Edgewood's heritage as a destination for intra-regional tourism.

- Explore opportunities to offer programming in conjunction with volunteer organizations, school districts, the private sector, and adjoining communities.
- Evaluate the programming needs and preferences of different age groups, cultural groups, and income groups.
- Consider how rooms at the Civic Center could be used to support programming.
- Consider ways to highlight the history and character of Edgewood in programming.

**Goal PR.8     Pursue opportunities to collaborate with other jurisdictions, public agencies, the private sector and community groups in order to leverage resources and achieve the goals and policies of this Element.**

References Cited:     June 2022 Edgewood Parks, Recreation, Open Space & Trails Plan (SCJ Alliance)

# CAPITAL FACILITIES & UTILITIES



## INTRODUCTION

The Growth Management Act (GMA) requires that communities plan for capital facilities to ensure:

- There is an adequate level of facilities and services in place to support development at time of occupancy or use;
- New development does not decrease level of service below locally established standards; and
- The City has the ability to pay for needed facilities.

The GMA requires that the Capital Facilities Element include an inventory of existing publicly owned capital facilities, a forecast of the future needs for new or expanded facilities, and a six-year capital facilities plan that identifies financing sources for the identified future facilities.

This joint Capital Facilities - Utilities Element also addresses electrical, natural gas, telecommunications, sewer, solid waste disposal, stormwater, and water service within Edgewood. In general, the goals and policies promote the provision of services that meet the needs of community members and that are reliable, efficient, and financially and environmentally sustainable.

## BACKGROUND INFORMATION

### PUBLIC FACILITY AND SERVICE PROVIDERS

Capital facilities in Edgewood are provided by the City and by other entities, as shown in Table 1. The different types of capital facilities are described in the following sections, including an inventory, a forecast of future needs and a description of projected capital facility projects, and funding sources. Over the next 20 years, the City of Edgewood plans to continue working with service providers to maintain existing infrastructure and invest in expanded or new infrastructure supporting the development patterns called for in the Land Use Element. The City has identified potential projects over the next 20-year period

and will monitor growth over time to ensure capital facilities can be provided.

**Table 1: Facilities and Providers**

CAPITAL FACILITIES	PROVIDER(S)
City Hall	City of Edgewood
Parks	Public: City of Edgewood Private: HOA-Managed Facilities (Westridge Subdivision, Northwood Estates, Aster Point and Edgewood View Estates)
Police	City of Edgewood (contract with Pierce County Sheriff's Department)
Surface Water	Public: City of Edgewood <i>(Private facilities are privately maintained)</i>
Transportation	City of Edgewood State Government (WSDOT)
Wastewater	City of Edgewood (Lakehaven Utility District contract) City of Fife Pierce County Cherrywood Manor Mobile Home Park City of Puyallup (pending Interlocal Agreement)
Fire & Emergency Medical Services	East Pierce Fire & Rescue
Libraries	Pierce County Library System
Schools	Fife School District 417 Puyallup School District 3 Sumner-Bonney Lake School District 320

CAPITAL FACILITIES	PROVIDER(S)
Transit	Pierce Transit
Water	Mountain View-Edgewood Water Company
	City of Milton
	Lakehaven Water and Sewer District
	City of Sumner
	DeChaux Mutual Water
	Cherrywood Mobile Home Manor
	Cherrywood Village

**Table 2: Utility Service Providers in Edgewood**

UTILITY	PROVIDER(S)	SERVICE AREA
Electricity	Puget Sound Energy	Entire City
Natural Gas	Puget Sound Energy	Approximately 80% of City households
Telecommunications	Private companies (CenturyLink, AT&T, Comcast, etc.)	Entire City
Wastewater (Sanitary Sewer)	City of Edgewood City of Fife, City of Puyallup Pierce County	Entire City (see General Sewer Plan for details)
Solid Waste Disposal	Murrey's Disposal Company	Entire City
Stormwater	City of Edgewood	Entire City



UTILITY	PROVIDER(S)	SERVICE AREA
Water	Mountain View-Edgewood Water Company	Approximately 80% of City (by land area)
	City of Milton	Northwest portion of City
	Lakehaven Utility District	Small portion of City near King County boundary, north of Jovita Creek
	City of Sumner	Small portion of City with direct access to West Valley Hwy

## CITY HALL AND CIVIC CAMPUS

### *Inventory of Existing Facilities*

City Hall is located at 2224 104th Ave. E, on about nine acres of land near the northeast corner of 24th Street East and Meridian Avenue East. The Council Chambers and all city departments are located in this facility. In 2020 a lobby remodel was completed to improve workflow and staff interaction with the public.

City Hall offices provide a wide variety of services and functions including law enforcement, land use and building permitting, community development services, parks and recreation, budgeting, and surface water and transportation management. In addition, the City maintains a number of general administration functions, such as finance, record keeping and human resources, as well as the office of the City Clerk. The property features a loop walking trail, open spaces, and event spaces. The property is situated in the Town Center area and envisioned as a Civic Campus providing a meaningful community gathering place.

### *Forecast of Future Needs*

The City will continue to evaluate needs for future City Hall and Civic Campus facilities. Factors that must be considered include the number of people employed by the city to provide public services, changes that may occur to which certain functions may be shifted to in-house services (rather than being contracted). In addition, the Energy Element

addresses the desire to decrease carbon emissions among city facilities and services and therefore the city should identify needs and preferences for projects that can achieve such goals and monitor grant opportunities or other opportunities that align with projects than can meet community objectives. The community’s vision for Town Center will also influence future needs.

The City of Edgewood ADA Transition Plan (developed in 2024) details improvements or retrofits that need to be made to various city facilities to meet ADA requirements (removing barriers, increasing access, and so forth).

Next, upgrades to security and communications infrastructure at city facilities continue to be needed. Projects may include, but are not limited to, installation of security cameras, wireless internet access (public Wi-Fi), remote access locks, intelligent lighting, and variable message signs.

In 2018 the City acquired property adjacent to the City Hall campus to serve as an interim public works yard, featuring an existing secured outdoor storage area, covered storage, and small shed. However, the Public Works Department anticipates outgrowing this location in the near future. To operate most efficiently, the department will need a permanent facility.

### *Capital Projects & Funding*

The City will continue to annually evaluate future capital project needs for facilities as opportunities for energy upgrades may emerge, as functional needs to meet a growing community shift, and to address needs upgrades or repair/ replacement as the facilities age. Funding will be a key consideration for any and all anticipated projects.

**Table 3: Public Facilities Projects, 2025-2030**

PROJECT	COST
Public Works Service Facility (Feasibility/Preliminary Design)	\$100,000
Civic Center Campus Improvements (Entry, PD Parking, Security)	\$275,000
TOTAL	<b>\$375,000</b>

## PARKS

The details of the existing park system, deficiencies and future needs are provided in the City's Parks, Recreation, Open Space, and Trails Plan. The following is a brief summary of that information.

### *Inventory of Existing Facilities*

The City contains various parks, open spaces, and trail areas for both active and passive recreation. Active parks include Edgemont Park, 36th/Meridian Community Park, Civic Center, Interurban Trail, Jovita Crossroads and Nelson Farm Park. The City's passive (open space) park inventory includes Nelson Nature Park, Mortenson Farm Park, Walker Pond, Crawford Woods and Kempf Open Space.

### *Forecast of Future Needs*

Edgewood's Parks, Recreation, Open Space, and Trails Plan, prepared in 2022, uses level of service criteria and standards, public input, and other methods to determine the need for parks and improvements. The list of Short-Term Projects is used as the basis for the Capital Improvement Program. Additionally, the City of Edgewood ADA Transition Plan (2024) details improvements or retrofits needed in the parks to meet requirements of the federal Americans with Disabilities Act (ADA).

### *Capital Projects & Funding*

The City's Parks Capital Improvement Program (CIP) and projected funding sources are shown in Table 4 and Table 5.

**Table 4: Parks Capital Improvement Projects: 2025-2030**

PROJECT	COST
Interurban Trail Phase III Design/Construction	\$23,135,000
Miscellaneous Park Improvements	\$100,000
Edgewood Multi-Modal Trail Loop (Design)	\$160,000
Nelson Farmhouse Remodel Evaluation	\$40,000
Nelson Nature Park Rehabilitation	\$45,000
Land Acquisition	\$80,000
Wolf Point Trail	\$400,000
Total	\$23,960,000

**Table 5: Parks Capital Improvement Funding: 2025-2030**

SOURCE	AMOUNT
Park Impact Fee Revenues	\$1,248,000
Real Estate Excise Taxes	\$45,000
Other Revenues (Grants, Traffic Impact, etc.)	\$22,567,000
Capital Parks Reserves	N/A
General Fund Transfer	\$100,000
Bonds/Loans (Future Debt Service)	N/A
Total	\$23,960,000

*Long Range Parks Projects not included in the Six-Year CIP (through 2044):*

- Signage and Branding (System-wide): \$75,000
- Edgewood Multi-Modal Trail Loop (Construction): \$5,500,000
- Edgewood Community Park Phase 2 – Sport Courts: \$500,000
- Civic Center Campus Improvements (Farmers Market, etc.): \$500,000
- Edgemont Park Renovations: \$370,000
- Nelson Farm Park Master Plan & Feasibility Study: \$125,000
- Nelson Nature Park Play Area: \$100,000
- School District Co-op Agreements: \$1,500,000

## POLICE

*Inventory of Existing Facilities*

The Edgewood Police Station is located at City Hall. Police services are provided to the City of Edgewood through a contract with the Pierce County Sheriff's Department. The City does not contain any municipal jail cells or courts. It contracts with Pierce County for these services. Edgewood's police facilities include two temporary holding cells located in the police department wing of City Hall.

*Forecast of Future Needs*

There are no identified capital projects for police facilities at this time. The City will continue to evaluate its contract with the Pierce County Sheriff and the services contracted for based on community satisfaction with the level of service provided in planning and budgeting for future services and law enforcement supporting facilities.

*Capital Projects & Funding*

No major capital facilities are planned within the City of Edgewood within the next six years. As such, there are no funding projections.

## SURFACE WATER

*Background*

As required by the Washington State Department of Ecology and the United States Environmental Protection Agency (EPA), the City of Edgewood must maintain coverage under the Western Washington Phase II Municipal Stormwater Permit and conducts a Surface Water Management Program (SWMP). The goal of the permit is to encourage the management of stormwater on-site via distributed facilities and low impact development (LID) with new development and redevelopment.

Under the program, the city conducts public information programs, detects and eliminates illicit discharges into the city's municipal separate storm sewer systems, reduces stormwater runoff and pollutants, and so forth. The city's public works maintenance department is responsible for the operation and maintenance of the city's surface water facilities and street sweeping operations (road rights-of-way and city facilities only), among other functions. Title 13 of the City's municipal code sets out standards for controlling storm drainage and preventing off-site run-off. On-site detention systems managed by property owners assist in the control of storm drainage in the city.

### *Services Overview*

Edgewood's Public Works Department operates a Small Municipal Separate Storm Sewer System (MS4) that manages stormwater runoff within the City limits. City-owned stormwater facilities are located throughout the City and include conveyance pipes, swales and ditches along roads, catch basins, dry wells, detention/retention facilities, and other types of control structures. The City has identified a number of improvements needed to the system; these are outlined in the Comprehensive Surface Water Management Plan and the Capital Improvement Program. Many recommended stormwater management strategies rely on infiltration and have potential to influence groundwater quality, but most of the soils in Edgewood are not receptive to standard infiltration techniques. The local water purveyor, Mountain View-Edgewood Water Company, relies on groundwater for its sole source of supply, and over 35% of Edgewood's area is within a closed depression basin having no surface water outlet.

There are also privately-owned and maintained drainage systems in the City, most of which are associated with newer residential development. These include catch basins, dry wells and detention ponds. As these facilities have been designed to receive runoff from a limited area, many of them have hard surface area restrictions that may be more stringent than the City's zoning regulations.

### *Inventory of Existing Facilities*

The City manages a surface water system associated with City-owned facilities and the road network. The road drainage system predominantly consists of swales and ditches within the paved or gravel-lined road shoulder to collect the runoff.

The City owns and maintains several detention/retention facilities throughout the city. Several other detention/retention ponds are privately owned and maintained, many of them are associated with newer residential developments.

In 2020 the City of Edgewood became responsible for maintenance and operations for all

Pierce County Drainage District #21 facilities inside the City, which was comprised of drainage channels in the southwestern portion of Edgewood<sup>1</sup>.

### *Forecast of Future Needs*

Prior to City incorporation, several catch basin dry well systems were installed under contract with Pierce County to alleviate local flooding problems. As the systems fail with age, they must be upgraded to the new standards.

Needs for surface water capital improvements are determined in conjunction with the City's Stormwater Management Plan, the National Pollutant Discharge Elimination System (NPDES) permit that the City operates under, and the Washington Department of Ecology Stormwater Management Manual for Western Washington. Regular updates to the City's Surface Water Management Plan are required to address multiple NPDES Phase II permit conditions and deadlines. The City's current comprehensive SWMP was updated and adopted in 2018, reflecting recent changes in local, state and federal requirements for stormwater management. A component of this update considers basin-level planning and targeted development standards to determine how to best address pothole flooding issues throughout the City.

The city has six closed depression basins that retain stormwater runoff and frequently flood during winter months. Before removing excess flood waters, additional data is needed to determine the water quality treatment needs in each pothole. As a result, the city wants to undertake a feasibility assessment known as the Edgewood Pothole Pilot Project to evaluate: 1) whether an advanced stormwater treatment facility can adequately treat stormwater in these pothole basins, and 2) the volume of water that can be adequately treated. A conceptual design for an advanced bioretention treatment facility will then be developed based on collected monitoring and hydraulic modeling data. Throughout the project, public and advisory group meetings will be held to inform the public and stakeholders about project progress and findings.

### *Capital Projects & Funding*

The City's surface water Capital Improvement Program (CIP) and projected funding sources are shown in Table 6 and Table 7 on the following page.

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<sup>1</sup> Pierce County Drainage District, formed in 1935, determined in 2021 to suspend operations and turn over operations to local governments.



**Table 6: Surface Water Capital Improvement Projects, 2025-2030**

PROJECT	COST
City Drainage Infrastructure Program/Spot Improvements	\$600,000
Edgewood Pothole Pilot Project Feasibility Assessment (Design)	\$150,000
108th Ave. E./36th St. E. Flooding	\$1,150,000
Surface Water Management Plan Update	\$150,000
25th Street East Drainage Improvements	\$235,000
Lake Chalet Pothole Flood Reduction Project	\$400,000
Flood Reduction Plan for Edgewood Pothole	\$170,000
Flood Reduction Plan for Pinedale Pond (114 <sup>th</sup> )	\$170,000
56th St E / Edgewood Dr E Drainage Improvements	\$950,000
Monta Vista Dr E Drainage Improvements (Design)	\$100,000
Top O' Valley Outfall – Replace Failed Pipe	\$200,000
<b>Total</b>	<b>\$4,275,000</b>

**Table 7: Surface Water Capital Improvement Funding, 2025-2030**

SOURCE	AMOUNT
Surface Water Fees	\$3,903,000
Grant Revenue	\$372,000
<b>Total</b>	<b>\$4, 275,000</b>

*Long Range Surface Water Projects not included in the Six-Year CIP (through 2044):*

- Mortenson Farm Regional Stormwater Improvements (after 2035): TBD
- Jovita Blvd. Rehabilitation: TBD
- Jovita Creek Regional Improvement Feasibility Study: \$580,000
- 24th / 112th Seasonal Ponding (Construction): \$170,000
- Edgewood Pothole Pilot Project Feasibility (Construction): \$250,000
- Flood Reduction Plans for other potholes: \$700,000
- 108<sup>th</sup> Ave E – 8<sup>th</sup> to 16<sup>th</sup> Flooding: \$400,000
- Monta Vista Dr E Drainage Improvements (Construction): \$2,400,000
- 48th St E / 127th Ave E Drainage Improvements: \$550,000

## TRANSPORTATION

The details of the existing transportation system, deficiencies and future needs are provided in the Transportation Element of this Plan. The following is a summary of that information.

*Inventory of Existing Facilities*

The City's transportation system consists of 48 miles of streets and roads and provides access primarily to residential areas. Meridian Avenue East (State Route 161) includes 3.34 miles of state highway in Edgewood. Please refer to the Transportation Element for further information.

*Forecast of Future Needs*

Edgewood's needs for transportation improvements are described in the Transportation Element of this plan.

*Capital Projects & Funding*

The Transportation Capital Improvement Projects and Funding are provided in the Transportation Element.

## WASTEWATER (SANITARY SEWER SERVICES)

*Services Overview*

The City of Edgewood currently has four sanitary sewer service providers; City of Edgewood with treatment provided by the Lakehaven Water and Sewer District (LWSD) Lakota Wastewater Treatment Plant (WWTP), the City of Fife with treatment provided by the City of Tacoma Central Treatment Plant (CTP), Pierce County with treatment provided

by the Tacoma CTP, and Cherrywood Mobile Home Park (Cherrywood) with treatment at an on-site wastewater treatment plant. *Please see the City's General Sewer Plan (GSP) for more details.*

In 2008, the City of Edgewood formed a local improvement district (LID) to install a municipal sewer system. The City's GSP, as adopted in 2007, identified three phases for providing sanitary service and restricted service availability in Phases II and III until 2027 and 2057, respectively.

With the 2024 update to the GSP, instead of maintaining these time-based phases, the city's proposed approach identifies which areas in Edgewood are routed to the four proposed receiving sewer utilities (Lakehaven, Fife, Pierce County, and Puyallup), and what improvements are needed in order to provide sewer service no matter where Edgewood residents are located.

The City currently has agreements in place with Lakehaven Water and Sewer District and the City of Fife for sanitary sewer services such as maintenance, conveyance and treatment. Agreements for service are pending with the other providers.

The areas not presently served by sanitary sewers within the City are treated by septic tanks and drain fields. Private sewer disposal systems are required to be designed in accordance with Tacoma-Pierce County Health Department (TPCHD) standards. Approval by TPCHD is required prior to connecting new or existing buildings to a private sewer disposal system.

### *Inventory of Existing Facilities*

Since incorporation, wastewater facilities serving Edgewood have mostly been provided through private septic systems. Pierce County has one sanitary sewer main serving properties along 18<sup>th</sup> St Ct E west of Meridian. The City of Fife provides sanitary sewer services to the Westridge and Edgewood View Estates subdivisions on the west edge of the city. The City of Edgewood serves properties along Meridian Ave E from Emerald St E to 36<sup>th</sup> St E, with operations and maintenance provided by Lakehaven Water and Sewer District under agreement. Cherrywood Manor Mobile Home Park also has a separate wastewater treatment facility for its residents.

### *Forecast of Future Needs*

The City installed sewer infrastructure in the Phase 1 area and connections in the Phase 1 area will continue to occur in the coming years. The 2024 update to the City's GSP details future project needs.

### *Capital Projects & Funding*

The City's Capital Improvement Program (CIP) and projected funding sources are shown in Table 8 and Table 9.

**Table 2: Wastewater Capital Improvement Projects, 2025-2030**

PROJECT	COST
SR-161 Enchanted Parkway Fish Passages – Franchise Utility Work	\$450,000
Wetland Mitigation/Northwood Elementary	55,000
Total	\$505,000

**Table 3: Wastewater Capital Improvement Funding, 2025-2030**

SOURCE	AMOUNT
Sewer Fees	505,000
Total	505,000

### *Long Range Wastewater Projects not included in the Six-Year CIP (through 2044)<sup>2</sup>:*

- Lift Station 1 Pump Upgrades (GSP #LWSD-2+8+9): \$1,250,000
- 13th St Ct E/106th Ave Ct E Sewer Extension (GSP #LWSD-3): \$2,115,000
- 8th St E / 105th Ave E Sewer Extension (GSP #LWSD-4): \$975,000
- Taylor St E / 100th Ave E Sewer Extension (GSP #LWSD-5): \$1,220,000
- West Edgewood Bowl Sewer System (GSP #LWSD-6): \$12,175,000
- Interurban Trail Sewer System (GSP #LWSD-7+18): \$13,320,000
- Lake Chalet Pressure Sewer System (GSP #LWSD-11):\$1,050,000
- 24th St E / 106th Ave E Sewer System (GSP #LWSD-12): \$5,610,000
- 32nd St E / 100th Ave E Pressure Sewer System (GSP #LWSD-13): \$1,515,000
- 36th St E / 99th Ave E Sewer Extension (GSP #LWSD-14): \$1,641,500
- Lift Station 2 Pump Upgrades (2036) (GSP #LWSD-15): \$1,150,000

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<sup>2</sup> Amounts shown are for 2024 dollars (as adjusted from 2022 dollars using the Construction Cost Index for Seattle (June-June) published by the Engineering News-Record; 5.66% increase.

- Lift Station 3 Pump Upgrades (2036) (GSP #LWSD-16): \$1,150,000
- 8th St E / 122nd Ave E Sewer System (GSP #LWSD-17): \$20,560,000
- 24th St E / 100th Ave E Capacity Improvements (GSP #LWSD-20): \$803,500
- 18th St Ct E Sewer Extension (GSP #PC-1): \$894,500
- Taylor St E / 97th Ave Ct E Sewer Extension (GSP #PC-2): \$813,000
- 20th St E / 92nd Ave E Sewer System (GSP #PC-3): \$6,990,000
- 90th Ave E / Falcon Ridge / Dechaux Sewer System (GSP #Puy-2): \$19,645,000
- 86th Ave E / 32nd St E / 94th Ave E Sewer System (GSP #Fife-2+3): \$19,565,000

## FIRE AND EMERGENCY MEDICAL RESPONSE SERVICES

East Pierce Fire & Rescue provides fire protection and emergency medical services, both basic life support (BLS) and advanced life support (ALS), within the City of Edgewood.

### *Inventory of Existing Facilities*

Response to incidents occurring within the City of Edgewood comes from the Edgewood fire station (Station 118) which is located at 10105 24th Street E. Secondary response is provided out of the Milton fire station (Station 114) which is located at 1000 Laurel Street in Milton, as well as the Sumner fire station which is located at 800 Harrison Street in Sumner.

The Station 118 building (originally built in 1948) was replaced and reopened in Fall of 2023. The building is an approximately 17,130 square foot building feature four drive through apparatus bays for fire vehicles and sleeping and living accommodations for nine firefighters. The building also includes a room for public use (approximately 710 square foot).

The station has one advanced life support (ALS) medic unit, one reserve advanced life support (ALS) paramedic unit, one fire engine with a rated pump capacity of 1,500 gallons per minute and one reserve fire engine with a rated pump capacity of 1,500 gallons per minute.

### *Forecast of Future Needs*

None at this time.

### *Capital Projects & Funding*

The Station 118 replacement was paid for with an \$80 million capital bond levy that voters approved in November 2018 which replaced four stations and built one new station within the district.

## SCHOOLS

The City of Edgewood is served by the Fife School District #417, the Puyallup School District #3 and the Sumner-Bonney Lake School District #320 for public elementary, junior and high school education.

Summaries of the Capital Facility Plans of each school district are presented below. The Fife School District No. 417 Capital Facilities Plan 2022-2028, Puyallup School District 2022-2027 Capital Facilities Plan, and Sumner-Bonney Lake School District Capital Facilities Plan 2021-2027 are each adopted by reference in this Capital Facilities Plan Element of the City of Edgewood. Each district's complete CFP contains detailed information regarding school facilities in each district.

The City of Edgewood adopted school impact fees beginning in 2002 to fund capital facilities within these school districts. The City requires applicants for residential development activities to deposit funds with the applicable school district at the time of application.

### *Fife School District*

#### *Inventory of Existing Facilities*

The District currently serves 3,767 students and has the capacity to house 3,914 students in permanent facilities and 594 students in portables.

#### *Forecast of Future Needs*

The projects below were funded by general obligation construction bonds approved by voters in February 2018 as well as state matching funds, impact fees, and additional resources.

**Surprise Lake Middle School**—The school was replaced and reopened in the fall of 2020. The expansion included a new total capacity for 650 students to allow for growth and possible grade reconfiguration to include grades sixth, seventh, and eighth. By expanding Surprise Lake Middle School, the district would then address grade level reconfiguration across the district to balance capacity at all of the schools.

**Fife High School**— The modernization allows for additional classrooms through building a new career and technical education STEAM (science, technology, engineering, arts, and math) Center of Excellence. The additional classrooms will provide for an estimated increase of 330 students and opened in 2024. The District also plans to replace the existing High School adjacent to the STEAM center and would have a total capacity of 1,300 students. The District is preparing for a bond proposal in Fall 2024 with a proposed

opening of September 2028.

**Fife Elementary School**— The school opened in the fall of 2021 to accommodate an approximated 825 students at the K-5 level.

### *Capital Projects & Funding*

The Fife School District's Capital Improvement Program (CIP) and projected funding sources are included in the district's Capital Facilities Plan.

### *Puyallup School District*

#### *Inventory of Existing Facilities*

The district's current level of service capacity is 20,670. Elementary school capacity is 10,475, junior high capacity is 5,901 and senior high capacity is 4,294. Student headcount enrollment as of 2021-2022 was 21,311.

#### *Forecast of Future Needs*

Over the next six school years, the District's projected elementary school enrollment capacity begins with 780 students over capacity in the 2021-2022 school year and increases steadily to 1,367 students over capacity in the 2027-2028 school year.

Over the next six school years, the District's projected junior high school enrollment capacity begins with 587 students under capacity in the 2021-2022 school year and ends with 302 students under capacity in the 2027-2028 school year.

Over the next six school years, the District projected senior high school enrollment begins with 448 students over capacity in the 2021-2022 school year and adjusts to 639 students over capacity in the 2027-2028 school year.

### Capital Projects & Funding

The Puyallup School District's Capital Facilities Plan and projected funding sources are included in the district's Capital Facilities Plan.

### *Sumner-Bonney Lake School District*

#### *Inventory of Existing Facilities*

The district's current capacity is 8,760. Elementary school capacity is 4,272, junior high capacity is 1,968 and senior high capacity is 2,520. Student headcount enrollment as of October 2020 was 9,460.

#### *Forecast of Future Needs*

Enrollment is projected to increase by 219 students at the elementary school level and by 280 students at the middle school level and by 417 students at the high school level



between 2021 and the 2026 school year.

### *Capital Projects & Funding*

The Sumner-Bonney Lake School District's Capital Facilities Plan and projected funding sources are provided on the school districts webpage.

## LIBRARY SERVICES

Public Libraries provide many services to a community including education, recreational services, and community gathering spaces. The Milton/Edgewood Library, a branch of the Pierce County Library, is located in a commercial plaza at 900 Meridian Avenue East in Milton occupying a space of 6,650 square feet. The Library provides meeting rooms that are available for reservation, public computers, curbside service, printers, free Wi-Fi, and other resources. The Milton/Edgewood Library is not limited to Milton/Edgewood residents and is also utilized by residents of the surrounding unincorporated areas and other members of the public.

The Library System's 24/7 online branch also provides Edgewood and Milton residents free access to over 500,000 downloadable books, audiobooks, movies, and other materials. Pierce County Library also has reciprocal borrowing agreements residents with free use of materials from many other Washington libraries.

### *Future Needs*

The Pierce County Library system is updating their library facility plan and so future plans for the library are in the process of evaluation. However, a previous facilities master plan that was prepared in 2010 called "Pierce County Library 2030" provides some general recommendations. A recommendation to establish a new and expanded Milton-Edgewood library along the Meridian corridor (and near Milton way) was listed as a preferred facility recommendation, and between 18,300 to 21,300 square feet of space (on between 1.5 and 2.1 acres) was listed as the probable space need. The project cost was listed at \$14 Million (2010 dollars).

## WATER

### *Background*

Four public water utilities serve the City of Edgewood: the Mountain View-Edgewood Water Company, the Milton Water Utility, the Lakehaven Water and Sewer District and the Sumner Water Utility.

Private water systems and wells are also used to provide water in areas along the perimeter of the City. Private water systems include the DeChaux Mutual Water Company (in the middle of the southern border of the City), Cherrywood Mobile Home Manor (the water system for Cherrywood Mobile Home Park along Freeman Rd E on the west edge of the City), and Cherrywood Village (small apartments near the southwest corner of the City). The Mountain View-Edgewood Water Company's 2017 Water System Plan indicates that the service area is restricted from future expansion due to adjacent purveyor service area boundaries, and the only possibility for expansion is within the DeChaux Mutual Water Company area.

Despite the array of water providers serving the City, most Edgewood residents are served by the Mountain View-Edgewood Water Company. The Water Company provides service to an area comprising approximately 80 percent of land within the Edgewood city limits. Additionally, according to the Water Company's 2017 Water System Plan it may increase its service area in the future to include small areas currently served by private water systems in Edgewood but is otherwise restricted from future water expansion due to adjacent purveyor service boundaries. The Milton Water Utility serves most of the remainder of the City; its service area is in northwest Edgewood. The Lakehaven Utility District, Sumner Water Utility, private water systems and wells serve small areas along the perimeter of the City. The capital facility plans of the Water Company and the Milton Water Utility are described below.

### *Mountain View-Edgewood Water Company*

The Mt. View-Edgewood Water Company (Water Company), established in 1925, is as a private, non-profit, member-owned utility. The Water Company owns a non-chlorinated Group A Community water system providing service over 10,000 people in an area comprising the majority of the City of Edgewood with ground water sources from 7 wells. The Water Company recently constructed a 1 Million Gallon tank and a booster pump station in order to meet the water storage and fire protection needs of the growing system for the next few decades.

### *Inventory of Existing Facilities*

The Water Company's facilities were described in its 2017 Water System Plan. They include 60 miles of water mains, nine groundwater wells, four reservoirs, eight booster pumps and a distribution system of pipes. As with most water systems, the Water Company's distribution system has developed over the past several decades. The system is composed primarily of cast iron and ductile iron pipe ranging in size from four to twelve

inches in diameter. The Water Company has one seasonal intertie with the Milton Water Utility.

### *Forecast of Future Needs*

The Water Company's 2017 Water System Plan projected a maximum daily water demand of 5,424 Equivalent Residential Units (ERU) by 2036. The Water Company has sufficient water rights to provide approximately 5,880 ERU's; the Water Company's existing sources can serve approximately 4,670 ERU's based on their current pumping capacity (assuming no seasonal interties are being supplied); therefore, increases in the pump capacities at a few stations will be necessary for system growth. The existing reservoirs have adequate storage capacity for 3,981 ERU's (with seasonal interties it would be reduced to 3,800 ERU's) and the 2017 Plan indicated a need for an additional reservoir which was constructed in 2019-2020. Based on the projected demand and available capacity, it is anticipated that the Water Company has capacity to meet future demand through 2036. The Water Company anticipates the need to maintain and upgrade its existing infrastructure over the coming years. The Water Company has a signed agreement which contains provisions for a possible future emergency intertie with the City of Sumner. Sumner would be the primary beneficiary of the intertie and would cover the majority of associated costs.

### *City of Milton Water Utility*

The City of Milton owns and operates a municipal water system that serves the City of Milton as well two areas in the northwest of the City of Edgewood which lie in their retail service area, plus portions of the City of Fife and Pierce and King Counties.

### *Inventory of Existing Facilities*

The Milton Water Utility's existing facilities are described in its 2020 Water System Plan. They include several groundwater wells, a water treatment plant, three reservoirs, four pumping stations and a distribution system. The Milton Water Utility currently has interties with the Lakehaven Utility District and the Mt. View-Edgewood Water Company to augment system flows, if necessary.

### *Forecast of Future Needs*

According to the City of Milton's 2020-2025 Water System Plan, the Milton Water Utility has sufficient water rights available in the near term, and will be pursuing additional water rights from the Department of Ecology in the next twenty years to provide the necessary amount of water to its current customers and future projected population. There are six

water supply projects listed in their Plan to reconstruct, investigate, decommission or establish new wells, this includes a new Deep Well project estimated to cost \$1.9M (2020 Dollars) which will provide an additional water supply source. The Deep Well project began in 2023 and is located at 9132 18<sup>th</sup> St Ct E in Edgewood. Other future needs include booster stations replacement and upgrades, pressure zone modification projects, distribution projects, as well as maintenance and upkeep of existing facilities.

### Capital Projects & Funding

The City of Milton's Water System Plan covers the years 2020-2029 and includes a Capital Improvement Plan (CIP) for its water utility, listing projects and outlining costs and revenues.

### *Other Water Service Providers*

#### Lakehaven Water and Sewer District

The Lakehaven Water and Sewer District provides water and sewer services to the Cities of Federal Way, Edgewood, Des Moines, Auburn, Pacific and Milton. It serves a small area in Edgewood north of Jovita Creek along County Line Rd E. The District's source of supply comes from its groundwater wells and its Second Supply Project. Its facilities include 24 wells, 12 storage tanks, three booster pump stations and a transmission and distribution system. The District anticipates increasing supply and managing demand to meet the needs of future customers.

#### City of Sumner Water Utility

The City of Sumner, as a result of obtaining the Fowler Mutual Water system, services a small area along the eastern edge of the city, approximately 30 acres, with direct access to the West Valley Highway. This service currently provides for about a half dozen residential water connections.

## ENERGY

### *Electric*

Puget Sound Energy (PSE) provides electrical service to Edgewood. PSE is an investor-owned utility providing electrical service to approximately 1.2 million residential, commercial and industrial customers in a ten county service territory in western and parts of central Washington. To provide reliable service, PSE builds, operates and maintains an extensive electrical system consisting of generating plants, transmission lines, substations and distribution systems. PSE is regulated by the Washington Utilities and

Transportation Commission (WUTC) and is obligated to serve its customers subject to WUTC rates and tariffs.

The existing electrical system serving Edgewood includes the Edgewood Substation (located near the intersection of 16th St E and Meridian Ave E) and 115kV and 55kV transmission lines. The 115kV lines are located along the northern border of the City, along 24th St, along a portion of Meridian Ave E between 24th St and 16th St and along 94th Ave and 96th Ave between 24th St and the City's southern border. The 55kV lines run along 20th St and 92nd Ave to 24th St and along the southern border of the City.

The electrical system can be expanded as the area load develops. One future improvement proposed by PSE is to extend a 115 kV transmission line north from the Edgewood Substation to an existing transmission line at Enchanted Parkway and Military Road. This would provide capacity for new substations in the Federal Way/ Edgewood areas and would improve reliability to the Edgewood substation which is on a radial tap.

### *Natural Gas*

PSE also provides natural gas service to Edgewood. Direct heating by natural gas is more efficient than certain types of electrical heating because there is a loss of energy during production and transmission of electricity. However, it is not a carbon-neutral source.

PSE operates the state's largest natural gas distribution system serving more than 900,000 gas customers in six counties. PSE manages a strategically diversified gas supply portfolio. About half the gas is obtained from producers and marketers in British Columbia and Alberta and the rest comes from Rocky Mountains states. All the gas PSE acquires is transported into its service area through large interstate pipelines owned and operated by another company. Once PSE takes possession of the gas, it is distributed to customers through more than 26,000 miles of PSE-owned gas mains and service lines.

PSE does not have any major projects planned in Edgewood at this time, but new projects can be developed in the future at any time due to increased demand, facility maintenance needs and replacement or relocation of facilities due to municipal and state projects.

## TELECOMMUNICATIONS

Telecommunications is a broad term encompassing television, Internet, telephone, mobile telephone and radio service. Telecommunication providers in Edgewood include CenturyLink, AT&T, Comcast and other private companies. These companies analyze market trends and expand services in response to increased demand.

Telecommunications facilities serving Edgewood are located both inside and outside of City boundaries. The City has franchise agreements with two telecommunication companies that have installed fiber optic cables along portions of 8th Street East and Meridian Avenue East.

## SOLID WASTE DISPOSAL AND RECYCLING

Murrey's Disposal Company provides weekly curbside solid waste disposal services to residential and commercial customers in Edgewood. The company provides collections, transfer and recycling services throughout the Puget Sound area and is franchised under the authority of the Washington Utilities and Transportation Commission (WUTC). In cooperation with the City of Edgewood, the company provides residential (single-family) customers with biweekly curbside recycling service. Food / Yard Waste disposal is also available on a subscription-basis and is collected every other week. Finally, recycling at commercial and multi-family properties is arranged through DM Recycling.

Edgewood's Solid Waste Plan, the Tacoma-Pierce County Solid & Hazardous Waste Management Plan (2021-2040)<sup>3</sup>, identifies current limitations to providing multifamily and commercial curbside recycling. The issue continues to be monitored and analyzed comprehensively at a county-wide level.

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<sup>3</sup> Adopted by the City of Edgewood in August 2022 (Res. 22-0640). The Washington Solid Waste Recycling and Recovery Act RCW 70.95 requires Pierce County, in association with its cities and towns, to adopt and regularly update a 20-year comprehensive solid waste management plan.

# GOALS AND POLICIES – CAPITAL FACILITIES

🌳 Please look for this icon for goals and policies that focus specifically on Climate Change.

## Goal CF.1 Provide capital facilities and public services necessary to support existing and new development envisioned in the Land Use Element.

- CF.1a Plan capital facilities that have the capacity and are located to serve existing development and future growth planned in the Land Use Element.
- CF.1b Maintain and, when needed, expand capital facilities that are the responsibility of the City, including parks, police, surface water management, transportation, wastewater, city hall and public works.
- CF.1c Adopt by reference, following city review and formal action, the capital facilities plans of the following providers of public facilities and services in Edgewood.
- Fire and Rescue: East Pierce Fire and Rescue District No. 22.
  - Schools: Fife School District, Puyallup School District and Sumner-Bonney Lake School District
  - Transportation: Pierce Transit, Sound Transit and Washington State Department of Transportation
  - Wastewater: Pierce County Public Works & Utilities (Sewer Utility Division), Lakehaven Water and Sewer District, City of Fife, City of Puyallup
  - Water: Mountain View-Edgewood Water Company, City of Milton, Lakehaven Water and Sewer District, City of Sumner
  - Library: Pierce County Library System
- CF.1d Establish a policy to determine how city-owned real property may be surplus when no longer needed, to attain the highest value for taxpayers.



**Goal CF.2     Provide adequate capital facilities that address past deficiencies, meet the needs of growth and enhance the quality of life through acceptable levels of service.**

CF.2a     Establish the following levels of service for City-provided facilities and services. The levels of service are the minimum thresholds necessary to adequately serve future development, as well as the minimum thresholds to which the City will strive to provide for existing development.

- Parks and Recreation: As established in the Parks, Recreation, Open Space, and Trails Plan.
- Police: Capital facilities to support 1.0 officers per 1,000 residents and a response time of 5 minutes or less to all high priority calls and within 30 minutes to all calls.
- Surface Water: Consistent with the requirements of the current Surface Water Design Manual and Surface Water Management Plan adopted by the City.
- Transportation:
  - As established by the Transportation Element of the Comprehensive Plan for local streets.
  - Accepting the level of service as established for SR-161 and working with the Washington State Department of Transportation and the Puget Sound Regional Council to develop partnerships.
- Wastewater: Consistent with the requirements of the General Sewer Plan adopted by the City.

CF.2b     Establish the following levels of service for capital facilities and services provided by other agencies. The standards are to guide the future delivery of community services and facilities, and to provide a measure to evaluate the adequacy of actual services.

- Fire and Rescue: Capital facilities to support and respond to 90% or more of all emergencies within 5 minutes.
- Schools: As established by individual school district capital facilities plans.

- Wastewater: Collection of peak wastewater discharge plus infiltration and inflow resulting in zero overflow events per year due to capacity and maintenance inadequacies (or consistent with current health standards) not to be less than an average rate of 100 gallons per capita per day.
- Water: Consistent with fire flow rates stated in the International Fire Code (based upon land use type).

CF.2c Coordinate with other agencies to ensure that the levels of service for fire and rescue, schools, wastewater, and water are consistent between the providers' plans and this Capital Facilities Element (CFE), and that the providers can continue to achieve their level of service over the 20-year time frame of the Comprehensive Plan.

CF.2d Identify deficiencies in capital facilities based on adopted levels of service and facility life cycles and determine the means and timing for correcting these deficiencies.

CF.2e Identify needs for additional capital facilities based on adopted levels of service and forecasted growth and determine the means and timing for providing needed additional facilities.

CF.2f Provide capital facilities that achieve the levels of service concurrent with development as defined in City code and Washington State Law.

### **Goal CF.3 Ensure that planned capital facilities are financially feasible.**



CF.3a Identify specific sources and realistic projected amounts of public money that will provide full funding for the capital improvement projects needed for existing and future development and monitor federal and state grant and low-interest loan opportunities to cover or defray the cost of community facilities.

CF.3b Identify the process and actions needed to develop and implement new or increased sources of revenue that are needed to make the Capital Facilities Element financially feasible.

CF.3.c Ensure impact fees are paid when required for new developments and use SEPA mitigation measures as needed.

- CF.3d Use local funding to leverage other resources, such as grants, public/private partnerships and investments by businesses locating in Edgewood.
- CF.3e Use debt when the City Council determines that it is appropriate to enable early completion of priority capital improvements and to amortize the cost over the life of the public facility.
- CF.3f Adjust the required level of service, the planned growth, and/or the sources of revenue to balance needed capital facilities and available funding.
- CF.3g Use the City's CIP and TIP as the short-term processes for implementing the long-term Capital Facilities Element.
- CF.3h Prioritize capital improvements that are needed to correct existing deficiencies or maintain existing levels of service
- CF.3i Require developers to contribute a share of facility improvement costs required by their developments as supported by the GMA and periodically review the city's impact fees ordinances to address the share of improvement costs required by new development.
- CF.3j Manage fiscal resources to support the provision of needed capital improvements and to maintain an excellent bond rating (AA or higher).

**Goal CF.4 Design and locate capital facilities with features and characteristics that support the environment, energy efficiency, aesthetics, technological innovation, cost-effectiveness and sustainability.**

- CF.4a  Design natural infrastructure into projects whenever feasible to mimic ecological processes and minimize the need for built infrastructure.
- CF.4b Incorporate the consideration of physical health and well-being into decisions regarding the location, design and operation of capital facilities.
- CF.4c  Provide capital facilities that support and implement sustainability, reduction of greenhouse gas emissions and environmental stewardship.


- CF.4d      🌲 Reduce energy use and consumption of potable water by city buildings and operations, and promote the use of renewable energy sources.
- CF.4e      🌲 Implement and encourage environmentally sensitive building techniques and low impact surface water management methods.
- CF.4f      🌲 Design capital facilities that are oriented towards and accessible by transit and non-motorized modes of travel.
- CF.4g      Design capital facilities that have the ability to expand as the City grows.
- CF.4h      Promote the co-location of capital facilities, when feasible, to enhance efficient use of land, reduce public costs, reduce travel demand and minimize disruption to the community.
- CF.4i      🌲 Promote water reuse and water conservation opportunities that diminish impacts on water, wastewater and surface water systems.
- CF.4j      Work with providers of fire and rescue, schools, wastewater and water to ensure that their facilities support the environment, energy efficiency, aesthetics, technological innovation, cost-effectiveness and sustainability.
- CF.4k      🌲 Consider the potential impacts of climate change on public facilities and support the necessary investments to move to low-carbon energy sources.
- CF.4l      Promote affordable and equitable access of public services to provide access to all communities, especially underserved communities.
- CF.4m      🌲 Locate community facilities and services like parks, schools, and other public spaces in centers and near transit, with consideration for climate change, economic, social and health impacts.
- CF.4n      Work with school districts on school siting and design to support safe, walkable access and adequate urban capacity for new schools.
- CF.4o      Work with school districts to establish joint-use facilities, where practicable.

- Goal CF.5      Maintain capital facilities so that they are reliable, functional, safe, sanitary, clean, attractive and financially sustainable.**
- CF.5a      Maintain public spaces and capital facilities and enhance their appearance over time.
- CF.5b      Use schedules and plans for replacement of capital facilities upon completion of their useful lives.
- CF.5c      Provide capital facilities that minimize operating and maintenance costs of the facility.
- CF.5d      Maintain, rehabilitate, or replace the city's facilities and infrastructure as necessary to extend the useful life of existing facilities, and to ensure continued efficiency and conservation of energy and resources.
- Cf.5e      Develop a comprehensive cost recovery plan for programs, services, and facilities that appropriately balances public funding support with earned revenues, and that balances affordability in the programs and services of the City.
- 
- Goal CF.6      Provide for the siting of essential public facilities (EPFs) consistent with Pierce County Countywide Planning Policies and RCW 36.70A.200.**
- CF.6a      Create a process for identifying and siting EPFs.
- CF.6b      Ensure this comprehensive plan does not preclude the siting of EPFs.
- CF.6c      Promote the execution of interlocal agreements regarding the siting, operation and/or expansion of EPFs within the community.  
Agreements are encouraged to the extent they would result in locally beneficial siting decisions, facilitate the sponsor's voluntary provision of enhanced mitigation measures exceeding those required by applicable regulatory standards, and/or provide for mitigation of any disproportionate financial burden on the city created by the proposed facility
- CF.6d      Condition proposals to be consistent with the city's Vision Statement, Comprehensive Plan, other adopted plans, and development

regulations.

- CF.6e To the extent legally permissible, it is the policy of the city that no essential public facility be located within a residential zoning district unless no reasonable alternative sites in other zoning districts are or practicably can be made available.

**Goal CF.7 Plan and coordinate emergency management and public safety programs.**

- CF.7a  Consider establishing and implementing emergency planning measures to be ready to use city hall and other indoor community meeting spaces in events of bad air (smoke) events, when heating / cooling stations are needed during extreme weather events or in the event of a power outage, and so forth to provide temporary refuge.

## GOALS AND POLICIES– UTILITIES

🌳 Please look for this icon for goals and policies that focus specifically on Climate Change.

### Goal U.1 Ensure the location and design of utility facilities meets the community's needs.

U.1a Support utility service areas that are consistent with the growth and development patterns outlined in the Comprehensive Plan.

U.1b Encourage the siting, design, construction, operation, and relocation or closure of utilities in a manner that:

- Mitigates negative impacts to adjacent land uses
- Mitigates negative aesthetic impacts to the community
- Is environmentally sensitive
- Provides opportunities for public participation

U.1c Encourage utility providers and developers to coordinate the placement of new utility lines underground in new developments.

U.1d Promote the gradual relocation underground of utilities in developed areas, where physically and financially feasible, for instance when streets are improved or areas are redeveloped.

*Benefits of reducing demand for utility service include conservation of natural resources and deferring the need for new facilities.*

U.1e Encourage the joint use of utility corridors and facilities; such as transportation rights-of-way, trenches, conduits and poles; by utility service providers in order to promote cost-effective operations and to minimize disruptions to the public during expansion, maintenance, undergrounding and upgrading of facilities.

U.1f Work with providers to communicate information to the public about utility system improvements that may impact their properties.



**Goal U.2      Support the provision of quality utility services that are reliable, efficient, accessible, and financially and environmentally sustainable.**

- U.2a      Work with providers to ensure that utility services meet State standards and the level of service standards outlined in the Capital Facilities Element.
- U.2b      Work with providers to ensure that utility services are provided at reasonable rates.
- U.2c      Support the timely expansion, maintenance and replacements of utility facilities.
- U.2d      Encourage the use of new technologies that will enhance the quality of utility services, and that are financially feasible and consistent with community needs.
- U.2e      Support improvements in utility services that support local businesses and foster economic development.
- U.2f      🌱 Encourage and provide education to the public about methods that reduce demand for utility services and encourage residents to make energy efficient home improvements.
- U.2g      🌱 Ensure development standards support energy-efficient building practices.

**WATER**

- U.2h      Protect water supply sources from degradation, through stormwater management and by reducing or eliminating sources of contamination.
- U.2i      Work in collaboration with water utility providers to improve the efficiency and quality of services.

**SANITARY SEWER**


- U.2j      Assure that the City's General Sewer Plan (GSP) is coordinated with and supports the Comprehensive Plan.
- U.2k      To promote the long-term viability and health of environmentally sensitive areas, do not allow new community on-site septic systems (OSS).

- U.2l Do not allow installation of a new OSS on parcels of land located within 300 feet of the nearest sanitary sewer main (measured along the applicable service route as identified in the GSP), including proposed subdivisions of land.
- U.2m Require the installation of dry sanitary sewer mains for new subdivisions located more than 300 feet from the nearest sanitary sewer main (as measured along the applicable service route identified in the GSP).
- U.2n When new sanitary sewer mains installed by private developers are adjacent to property with an existing structure served by an OSS, require that the existing structure connect to the new sewer as follows:
- a. Prior to permit approval for any increase in use of the OSS,
  - b. Prior to permit approval for any reclassification of use,
  - c. If the OSS requires a permit for repair to maintain function, or
  - d. If the OSS is failing as defined by TPCHD.
- U.2o Require a public noticing and engagement process with impacted property owners prior to any new sanitary sewer main installation by the City, with all existing structures served by an OSS being required to connect to the new sewer as described under policy U.2n, in addition to the following time limitation:
- a. The existing OSS shall be assigned an age based on the date of the last permitted activity in TPCHD records, such as a completed installation or repair permit.
  - b. The existing structure will not be required to connect until the OSS age is at least fifteen (15) years.
  - c. Once the OSS age reaches fifteen (15) years, existing structures will have no more than 180 days to connect.
- U.2p Prioritize City funding for sanitary sewer expansion in the following order:
- a. Areas where road conditions warrant repair and/or replacement
  - b. Areas where other capital improvements are planned or

warranted

- c. Existing neighborhoods with aging OSS's (being more than 20 years old and/or otherwise identified problem areas, such as odor complaints or recent repair activity)
- d. Other developable areas

## SOLID WASTE

- U.2m  Promote recycling, home composting, and other efforts to reduce waste.

## TELECOMMUNICATIONS

- U.2n Work with utility providers to develop a full range of telecommunication services for residents and businesses, including those that support telecommuting and distance learning.

## NATURAL GAS

- U.2o Coordinate with natural gas utilities on service improvements and maintenance of current systems.

## Goal U.3 **Work with regional partners to address regional utility issues.**

- U.3a Coordinate with other jurisdictions and governmental entities in the planning and implementation of multijurisdictional utility facility additions and improvements.

# ENERGY



## INTRODUCTION

The Energy Element serves as Edgewood's energy efficiency and conservation plan to address energy availability, consumption, overall cost reduction, and environmental impacts by providing a framework for land use, economic development, and infrastructure planning. The Energy goals and policies cover a wide range of initiatives and activities, including educational programs, resource management, sustainable development, and environmental justice to form a clear and dynamic strategy for Edgewood's future energy demand.

This element aims to achieve the following objectives:

- Identify opportunities to integrate energy efficiency and conservation into land use, transportation, economic development, and infrastructure planning;
- Support and supplement ongoing efforts to promote energy efficiency and conservation programs for residents, business, and industry;
- Further existing Comprehensive Plan policies addressing low-impact development (LID), vegetation management, and infrastructure measures that conserve energy; and
- Establish goals for future actions to further promote energy creation, efficiency and conservation.

## BACKGROUND INFORMATION

Energy is fundamental to Edgewood's future. It enables us to harness natural resources, manage waste, power production, and heat and cool our buildings. It fuels the essential movement of goods, services, and people. Planning for and investing in an energy efficient future, yields crucial benefits for the Edgewood community such as lower energy costs, a reliable energy supply and infrastructure, a cleaner environment, and healthier community, all while facilitating opportunities for new funding and economic development.

Since Edgewood's incorporation, the city has not been at the forefront of advancing energy efficiency, conservation and renewable energy development. Nonetheless, there is an opportunity available for the city to serve a crucial role in driving the development of

cleaner energy and creating more competitive, sustainable communities and delivering greater benefits to citizens. Edgewood can learn from other communities and lead by example through enhanced efficiency in public buildings and infrastructure; promoting the development of an energy-efficient community through land use and transportation incentives, policies and mandates; and encouraging residents and businesses to make smart energy choices through education, services and incentives. Key sectors for Edgewood to advance energy efficiency, conservation, cost reduction, and sustainability are described below.

## BUILDING ENERGY

According to the EPA, up to 40% of energy consumption and 30% of greenhouse gas emissions are attributed to buildings.<sup>1</sup> Communities of all sizes design and implement programs in partnership with utilities and others to retrofit outdated and inefficient building stock. To address existing building inefficiency, public facilities can be retrofitted and existing business, residential, and industry can be encouraged to increase the energy efficiency of their buildings, equipment and appliances. Simple home weatherization measures can yield up to 35% in energy savings, while deeper energy retrofits achieve much more. Green construction standards such as Leadership in Energy and Environmental Design (LEED) or the Master Builders Association's Built Green standard yields substantial energy performance improvements and enhances occupant health and comfort over traditional construction. EPA estimates that ENERGY STAR® rated buildings use 40% less energy than average buildings and offer savings of about \$.50 per square foot annually in lower energy costs.

Throughout recent years, the city has seen an increase in the number of residents installing solar panels on their homes or accessory buildings to augment other energy sources. Additional energy conservation practices include reducing overall community dependence on fossil fuels, reducing vehicle miles traveled, purchasing ENERGY STAR® equipment and appliances, using programmable thermostats, using energy-efficient lighting, and green building practices such as vegetative roofing.

Leaning into and supporting these programs, trends, and initiatives towards a cleaner, more energy efficient future will be crucial over the next 20 years. Doing so will help the conserve energy, improve overall efficiency, reduce the community's environmental

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<sup>1</sup> <https://www.epa.gov/statelocalenergy/benchmarking-and-building-performance-standards-policy-toolkit>

impact and long-term costs for the city, residents, businesses, and industry.

## LAND USE AND URBAN DESIGN

Land use planning is vital to ensuring energy efficiency and livability. Design factors such as the site planning, physical layout, material use, and efficient access to goods and services significantly impacts energy consumption.

Edgewood plays a pivotal role in incentivizing or mandating denser and more efficient development patterns to enhance and protect green areas and vegetation, maximize infrastructure use and improve public health. Reducing miles traveled for work, school, services, and goods reduces vehicle use and underutilized energy infrastructure. EPA studies found an average cost savings of nearly 27% on sewer infrastructure with compact development, and similar savings can be achieved on water and other infrastructure systems from denser development patterns.<sup>2</sup>

Preserving open space, wetlands, natural areas and tree canopy contributes to a healthier and more energy efficient communities. As opposed to impervious surfaces, such as concrete and asphalt, which store heat, tree canopy and vegetation provides shade and weather protection. It offsets extreme temperatures to reduce overall heating and cooling demand, and supports greater pedestrian comfort.

Incorporating energy initiatives into how lots, roads, and buildings are oriented can dramatically reduce energy consumption by limiting solar exposure, maximizing potential solar energy capture, weakening wind velocity, and creating wind disturbances that reduce cooling costs. Properly orienting a building to ensure it can gain heat in the winter and reduce cooling costs in the summer. Encouraging adaptive reuse of buildings and use of recycled building materials in construction reduces overall production demand and acknowledges community character. Requiring and incentivizing these measures for development and when infrastructure planning is key for a more energy efficient Edgewood.

## TRANSPORTATION

It is estimated that in Washington state in 2019 (the latest year for which data was available), 39% of greenhouse gas emissions were produced by the transportation sector. This is by far the single largest component, and despite the increased use of electric

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<sup>2</sup> [https://www.epa.gov/sites/default/files/2014-01/documents/growing\\_water\\_use\\_efficiency.pdf](https://www.epa.gov/sites/default/files/2014-01/documents/growing_water_use_efficiency.pdf)

vehicles, this number continues to increase.<sup>3</sup> With approximate costs of 50 cents per mile to operate a vehicle (EPA), a person can see immediate costs savings by walking, biking or taking transit. Transportation options also have an immediate effect on public health by reducing air pollution and the urban heat island effect from increased impervious surfaces. Transportation choices can reduce the number of vehicle miles traveled, congestion and fuel demand. Edgewood can incentivize or mandate transportation patterns and systems to maximize non-motorized travel, public transportation, ride sharing, clean energy vehicles and overall accessibility to services, amenities, and jobs. Regional planning is a key part of this process, and in VISION 2050, the Puget Sound Regional Council (PSRC) outlines a regional transportation plan linking high-capacity transit systems to fuel regional connectivity. Moving into the future, the city can help facilitate access to this more energy efficient infrastructure.

## RESOURCE USE (WATER AND WASTE)

Waste prevention, recycling and diversion (recycling and composting) can save raw materials, processing and transportation required to manufacture new products from virgin materials. Although the City of Edgewood does not currently operate drinking water, wastewater, or garbage and recycling infrastructure, it works closely with local and regional non-profit cooperatives and municipal corporations (such as Mt. View-Edgewood Water Company and Lakehaven Water and Sewer District) to facilitate access to these important municipal services to its residents. More information about these groups can be found in the Utilities Element, and Edgewood can take steps to maintain the health and viability of local and regional infrastructure providers. The City of Edgewood can purchase materials made with recycled-content or renewable energy as well as invest in operations, technologies, and programs to minimize water use, conserve resources and increase recycling and composting to reduce the energy needed to convey and treat water, produce new products and manage solid waste. Particularly as Edgewood invests heavily in wastewater infrastructure, these steps could have big savings for the long-term use and maintenance of municipal expenditures.

## ENVIRONMENTAL JUSTICE

According to the EPA's Environmental Justice Screening and Mapping Tool, the western

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<sup>3</sup> <https://ecology.wa.gov/air-climate/reducing-greenhouse-gas-emissions/tracking-greenhouse-gases/ghg-inventories#inventory>



half of Edgewood (west of Meridian Ave E) and area surrounding the City Hall Civic Campus faces higher health risks due to air pollution from Particulate Matter, Nitrogen Dioxide (NO<sub>2</sub>), Diesel Particulate Matter, and Toxic Releases to Air. Air pollution from Diesel Particulate Matter is generally most prevalent along the Meridian Corridor. Potential for soil and groundwater contamination is also higher along the Meridian Corridor due to historic land uses, Hazardous Waste Proximity, and Underground Storage Tanks (USTs). This disproportionately impacts People of Color, Limited English Speaking, Low Income, and Over Age 64 residents.

## PROJECTS IN EDGEWOOD

Edgewood initiated important steps to advance energy efficiency by successfully securing the Energy Efficiency and Conservation Block Grant (EECBG) in 2009 to integrate energy efficiency and conservation into planning efforts and to develop energy efficiency services for the business community. Funds were used to hire a consultant who worked with the city to establish new development and design standards for mixed-use, commercial, and multifamily zones in the City. Notably, the project resulted in the City Council's adoption of increased building height and density while expanding the range of allowable uses in mixed-use zones. The focus shifted toward pedestrian-oriented development, especially within the Town Center. Design standards offer flexibility and choice, presenting a dual approach: prescriptive options for compliance and the ability for applicants to demonstrate alignment with standard intent through alternative means. The standards prioritize energy efficiency and sustainability, garnering broad support from both the City Council and stakeholders.

The City has also consistently promoted low impact development through rain gardens and pervious pavements. In addition, a core value of Edgewood is the protection and promotion of trees and open space, an important factor in designing for energy efficiency. Edgewood is also planning for a more compact, pedestrian-oriented and mixed-use downtown to foster greater connectivity and transportation options.

Edgewood's energy efforts are in step with Washington State and the country as a whole. Edgewood must continue to look for opportunities to expand the clean energy economy and create a more healthy and prosperous future. Edgewood's goals, policies and actions promote energy efficiency, growth of renewable energy and related technologies, green building design and construction, and other clean energy economy sectors.

## **GOALS AND POLICIES**

### **Goal E.1 Promote energy efficiency and conservation through the land use planning and development process.**

- E.1a When developing long-range plans, plan for compact land development patterns that consider the energy efficiency consequences of sprawl.
- E.1b Establish development regulations that foster energy efficiency and conservation.
- E.1c Incentivize development that orients lots, roads, and buildings to limit solar exposure, maximize potential solar energy capture, weaken wind velocity, and create wind disturbances that reduce cooling costs.
- E.1d Establish regulations to incentivize development to preserve open space, wetlands, natural areas and tree canopy.
- E.1e Protect and expand existing tree canopies across the city, especially within both public and private spaces and along pedestrian, multi-modal, and transit routes and roadways.

### **Goal E.2 Reduce energy used for transportation.**

- E.2a Reduce vehicle miles traveled and increase alternative transportation options by promoting compact development pattern, and mixed-use development.
- E.2b Reduce energy use through street and transportation system design.
- E.2c Set parking standards and design parking areas to promote energy efficiency.
- E.2d Incentivize citizens, employers, and visitors to use alternative means of travel (other than single occupant vehicles) into, out of, and through the city.
- E.2e Provide viable alternatives to the single occupant vehicle as a means of reducing energy consumption.

*Energy efficient transportation system design can include street standards that are sized for the primary intended use of the street, development of a connected street system, discouragement of cul-de-sac streets, optimized signal timing and convenient pedestrian access to the street network.*

**Goal E.3      Seek opportunities for energy efficiency and conservation at all levels of government.**

- E.3a      Develop a program to maximize energy efficiency and reduce carbon-based energy sources in city buildings, facilities, vehicles and operations.
- E.3b      Develop a recycling program for common or regular waste produced by city operations, activities, and maintenance.
- E.3b      Coordinate with federal, state and regional agencies to promote energy conservation.
- E.3c      Reduce building energy use through green building and retrofit of existing buildings.
- E.3d      Promote and provide employee incentives for using alternate means of travel to and from work (other than single occupant vehicles).
- E.3e      Provide opportunities for electric vehicle charging at public facilities, spaces, and places.
- E.3f      Prioritize the purchase of electric and low fuel-use vehicles or equipment.
- E.3g      When designing or improving city facility sites, parks, or city-owned open space areas, focus on measures to maximize opportunities for carbon capture by retaining older trees, planting new ones, protecting wetlands.

**Goal E.4      Encourage residential and commercial energy conservation outreach and programs.**

- E.4a      Provide public outreach and information programs to promote energy conservation.
- E.4b      Coordinate with Pierce County or other agencies and services to raise awareness about energy conservation programs available to Edgewood citizens and businesses.
- E.4c      Establish partnerships with local utilities to develop energy efficiency and conservation programs.
- E.4d      Encourage and publicize programs that offer incentives and promote energy efficiency and conservation.

**Goal E.5      Support development and use of renewable energy resources and alternative energy systems.**

E.5a      Protect solar access to use natural heating and lighting opportunities and likewise use the planting of shade trees for cooling benefits.

E.5b      Ensure development standards allow for and incentivize solar and wind energy facilities in residential, commercial, and industrial areas.

*The orientation of buildings and location of vegetation can have a significant effect on heating and cooling needs.*

E.5c      Encourage use of renewable fuels.

*Renewable fuels include solar, biomass, wind and geothermal.*

E.5d      Encourage installation of charging infrastructure for electric vehicles and consider regulations that would require the installation of conduit at the time of development, to facilitate the future addition of charging stations.

E.5e      Support and promote programs for reusing and recycling materials.

E.5f      Promote urban forestry and landscaping.

**Goal E.6      Plan for energy that fosters climate justice and increases resiliency against climate change.**

E.6a      Protect and restore natural resources that sequester and store carbon.

E.6b      Focus on measures to maximize opportunities for carbon capture by retaining older trees, planting new ones, and protecting wetlands.

E.6c      Address racial and socioeconomic disparities that have resulted in inequitable impacts to vulnerable populations and areas that have been or will be disproportionately affected by climate change.

E.6d      Preserve tree canopy and support regulations to improve air quality along the Meridian Corridor and areas west of Meridian Ave E).

E.6e      Identify and address the impacts of climate change and natural hazards to increase resilience.

# ECONOMIC DEVELOPMENT



## INTRODUCTION

The City of Edgewood Comprehensive Plan refines the vision, goals, and policies to promote, create, and enable economic opportunities for the City in the next 20 years that recognizes the diverse community needs and regional economic trends.

This Economic Development Element is supported by an economic opportunities assessment that quantifies existing conditions and trends in Edgewood. The economic analysis is based on the best available data identifies the City's advantages and disadvantages related to a broad spectrum of interconnected factors such as community demographics, employment, and real estate markets. In addition to an assessment, the Economic Development Element reflects community input, state legislative requirements, and City priorities.

The following background section provides information behind the planning framework and details Edgewood's socioeconomic profile, key industries, real estate trends, and other factors. The insights from this analysis build a factual basis for establishing informed economic development policies and goals.

## BACKGROUND

### PLANNING FRAMEWORK

After incorporation in 1996, the City of Edgewood's adopted its first Comprehensive Plan in 2001 which has been periodically updated, with the most recent major update occurring in 2015 to fulfill the requirements of Washington State's Growth Management Act (GMA). The GMA is a series of state statutes first adopted in 1990 aimed at managing population growth, particularly in the state's fast-growing areas. In Pierce County, RCW 36.70A.040 requires all cities to "fully plan" for the elements of a Comprehensive Plan, including land use, housing, capital facilities, utilities, transportation, and climate change.<sup>1</sup>

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<sup>1</sup> The GMA includes other optional elements for economic development, parks and recreation, conservation, energy, sub areas, and ports. The City of Edgewood has chosen to include Parks and Recreation and Energy as elements in its current plan and is adding an Economic Development element as part of the current process.

Economic development is an optional component of Comprehensive Plans in Washington. Prior to the 2015 update, Edgewood's Comprehensive Plan included an Economic Development Element. With the 2015 update, the element was dissolved and the economic development goals and policies were dispersed throughout the comprehensive plan. While 2015 update includes goals and policies related to economic growth, the need for a clear economic development vision has been expressed by the community. Consistent with the community's priorities to promote and spur Edgewood's economy, the 2024 plan update will consolidate these items back into a standalone element to create a clear and coordinated long-term vision for economic development.

As part of the Puget Sound region, Edgewood is also represented by the Puget Sound Regional Council (PSRC), which convenes local jurisdictions, governments, and public agencies within Pierce, Kitsap, Snohomish, and King Counties. In 2020, the PSRC adopted the VISION 2050 plan as a long-range growth management plan which prioritizes economic development as a key component of the region's 30-year vision that: *"Economic opportunities are open to everyone, the region competes globally, and has sustained a high quality of life. Industrial, maritime, and manufacturing opportunities are maintained."*

The Pierce County Regional Council (PCRC) is a group of elected leaders comprised of representatives from all jurisdictions as well as County staff which coordinates planning efforts that bring together multiple local governments (such as cities, tribes, ports, etc.). PSRC is responsible for coordination between jurisdictions, monitoring VISION 2050 within the County, and making a recommendation to Pierce County Council. In turn, Pierce County Council adopts Countywide Planning Policies (CPPs) per RCW 36.70A.210.<sup>2</sup> The CPPs include policies and goals for economic development and are intended to be consistent with local jurisdictions.

As part of the Buildable Lands Program (RCW 36.70A.215), Pierce County completed its most recent Buildable Lands Report in 2021. This report analyzed Edgewood's employment demand and capacity to serve the community's future needs. The County's assessment relies on a combination of historic development trends, zoning, and the existing inventory of parcels in each jurisdiction to determine if they are aligned with growth targets for the 2020-2044 planning period. The results of the Pierce County

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<sup>2</sup> This state statute requires that "the legislative authority of a County that plans under RCW 36.70A.040 shall adopt a Countywide planning policy in cooperation with the cities located in whole or in part within the County"

Buildable Lands Report indicate the capacity for 4,047 new jobs within Edgewood. Compared with the City's targets, these findings indicate that existing capacity in the City is adequate to meet projected needs for employment for 2044.<sup>3</sup>

## Community Engagement

Community stakeholders were engaged and welcomed to provide input. The City disseminated two (2) surveys with findings relevant for the economic development priorities and needed updates, facilitated an open house event for community members, and met with the Economic Development Advisory Board (EDAB). Key findings include considerations related to economic development such as:

- **Commercial Development.** Community members expressed the need for Edgewood to advance commercial development in the City through actions like marketing to developers, parcel assembly, aid in developing narrow properties, and creating opportunities in the Town Center area. Seeking anchor tenants for commercial center developments and incentivize new commercial uses were also discussed during engagement, including tools like modifying licensing fees, exploring tax increment financing (TIF), reducing timelines and improving City processes for businesses.
- **Small Business Support.** Community members expressed the need for more support to small local businesses, including home-based businesses and startups. Needed services that respondents described included help with permitting and local fees, communication, marketing and advertising efforts, holding regular meetings for home-based businesses, maintaining and circulating a list of local small businesses, and providing other education and resources. Small businesses also noted the potential for an amnesty program for existing businesses that are unlicensed/unregistered. Residents and business owners expressed the desire to see more local restaurants and healthy food options in retail establishments, as well as a farmer's market or bazaar.
- **Public Realm Improvements and Placemaking.** Business owners responding to the survey cited the sense of community in Edgewood as a top reason for operating in the City. Throughout engagement, community members noted

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<sup>3</sup> Pierce County Planning and Public Works, 'Pierce County Buildable Lands Report,' November 2022, <https://www.piercecountywa.gov/923/Buildable-Lands>, 96-106.



challenges like traffic, safety, and the need for pedestrian improvements as important needs for commercial and mixed-use areas to foster a sense of place. Aligning transportation goals in the Meridian Corridor with commercial development is important, including establishing safer pedestrian connections, accommodating cyclists, managing vehicular traffic, and developing the parallel road network.

- Regional Coordination. Leveraging state programs and relationships was a theme during engagement. Coordination can help build capacity within Edgewood to support businesses and access existing small business grants and programs to help more establishments located in Edgewood.
- Equitable Economic Development. Engagement emphasized the importance of ensuring equitable economic opportunities for persons of color, including small business owners and entrepreneurs. Residents discussed the importance of celebrating diversity in Edgewood.

## CITY OF EDGEWOOD PROFILE

The City of Edgewood is a highly desirable location with a high quality of life, offering a balance of residential and commercial areas. While Edgewood is surrounded by other jurisdictions with limited opportunities to physically expand, the Town Center area offers the opportunity to build up a denser and more vibrant mixed-use core for the City. As Edgewood grows, attracting more opportunities for local employment, small business growth, and commercial development in this area will help the City to realize its potential. The Town Center Sub-Area Plan currently underway envisions a central, mixed-use area that is livable, affordable, accessible, and sustainable as the heart of the City. Advancing economic development in Edgewood will be critically tied to realizing this vision for the Town Center area.

### Summary of Findings

In addition to engaging the community, the project team analyzed the best available data to understand existing economic conditions and opportunities. The following Economic Profile relied on data primarily sourced from the United States Census Bureau's 5-year

American Community Survey (ACS) estimates,<sup>4</sup> CoStar, the Washington Office of Financial Management (OFM), the Puget Sound Regional Council (PSRC), and the City of Edgewood. The Washington State Office of Financial Management (OFM) provides official state and local population estimates and projections for use in the allocation of funds, growth management, and other planning functions. In the Puget Sound Region, the PSRC operates as a Metropolitan Planning Organization (MPO), which develops policies and coordinates decisions about managing growth as well as planning for transportation and economic development in King, Kitsap, Pierce and Snohomish counties and jurisdictions within them. A summary of key highlights is provided below.

## Community Demographic Trends

Socioeconomic conditions can have important implications for a city's economic success. Key characteristics about age of residents, median income, educational attainment, poverty, and disparities by race and ethnicity provide useful context about Edgewood's households and recent trends. This information can also help to identify which communities in Edgewood are not benefiting from current efforts and inform the City's work to set policies which may help to address current gaps for equitable economic development.

In 2022, Edgewood had a median age of 40, with a large share of residents under 20 years and 50-64 years old compared to the County and the State. These groups typically represent students or workers in entry-level or part-time positions mid- to late-career workers respectively. Edgewood had the most notable gap in its share of residents aged 20 to 34 years, who often represent early-career workers and young professionals.

Edgewood also has a growing share of residents with bachelor's degrees and higher, as well as residents with some college or an associate's degree, and a shrinking share of residents with a high school degree or less. Educational attainment in the City is generally on par with Pierce County.

Median household income for all households in Edgewood was \$115,325 in 2022 but varied by race and ethnicity. The City's median income was higher than both Pierce

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<sup>4</sup> 5-year estimates use data collected over a longer period of time used to increased statistical reliability of the data by using a larger sample for geographies with populations under and small groups within a population. Since Edgewood's population is below the threshold of 65,000 residents, 1-year estimates are not available at the city level. This report generally uses the most current estimates at the time of writing; for ACS data this is 2018-2022, as well as comparison over time to 2008-2012 data.

County and Washington State in 2022 (and was also higher in 2012). However, the median household income for Native Hawaiian and Pacific Islander and Hispanic or Latino was lower than average in the City of Edgewood.<sup>5</sup>

The share of residents living below the poverty threshold determined by the US Census was 4% in Edgewood in 2022, compared to 9% in Pierce County and 10% in Washington (10%) in that period. The share of residents living below poverty in the City decreased slightly from 5% in 2012 to 4% 2022. This change likely reflects new growth in high-income households earning \$150,000 or more.

## Economic Context

Several factors can indicate changes in economic conditions for cities, their residents, and their workforce. This section provides context about current conditions and recent trends in Edgewood related to employment, commuting, and wages as well as how these trends are expected to change in coming years.

In 2022, Edgewood was home to 1,867 jobs, growing by 56% from 1,195 jobs in 2010. The City has seen fluctuations in employment growth, experiencing several years of declining employment, particularly in the wake of the 2008 recession and the onset of the COVID-19 pandemic in 2020.

In Pierce County overall, military, healthcare, government, and education employers represent the largest number of employees as of 2020. Joint Base Lewis-McChord located southwest along I-5 represents the largest single employer, followed by countywide employers MultiCare Health System, the State of Washington, and CHI Franciscan Health.

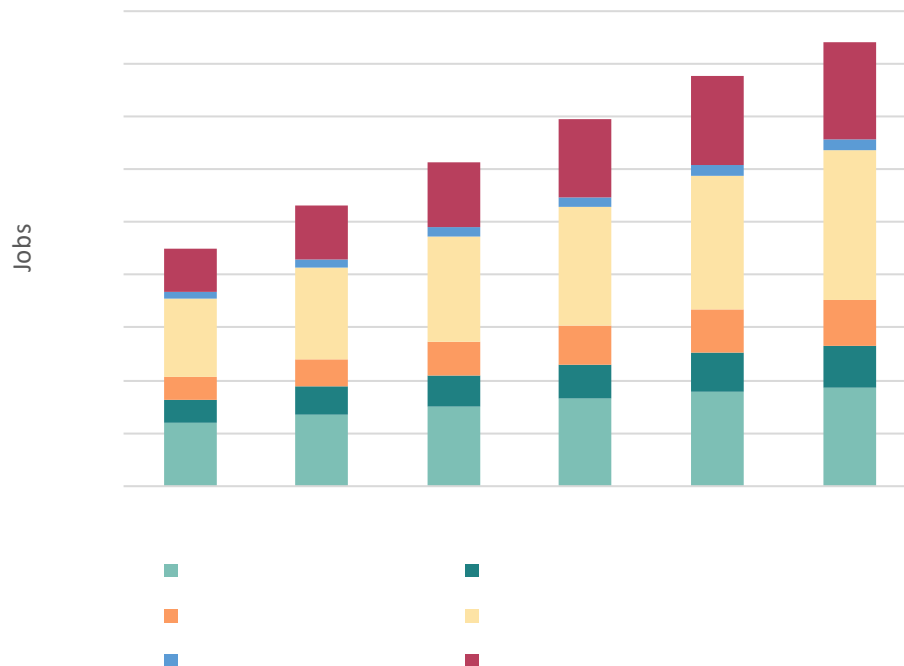
In Edgewood, service industries and construction represented the greatest share of employment as of 2022. Service industries (such as healthcare and professional services) accounted for over a third of jobs in the City in 2022 while construction employment grew from 25% of employment in 2000 to 33% in 2022. Services industries, construction, and education are anticipated to continue growing through 2044 and remain the three largest employment sectors in Edgewood over this period (Figure ED-1. ). In PSRC's projections for future growth, this is combined with Finance, Insurance, Real Estate into one category as 'FIRES,' which is anticipated to see the most growth over the next twenty years. These industries offer some opportunities for high-paying jobs in Pierce County (like Health Care

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<sup>5</sup> For Black, multiracial, or another race households, margin of error (MOE) was too high to determine these disparities.

and Social Assistance), but also a large share of jobs with below the County's average pay (like Accommodations and Food Service).<sup>6</sup>

Figure ED-1. Growth Projection by Sector Employment, 2020-2044



Source: PSRC LUV-it.<sup>7</sup>

In Edgewood, employment is concentrated around the central thoroughfare of Meridian Avenue E (WA-161). The highest employment density areas are located near the intersection of Meridian Avenue E with 24th Street E and 8th Street E, which are home to a variety of retail, services, and government facilities.

More than double the number of residents leave for jobs outside of Edgewood than employees commuting into the City as of 2021 (Figure ED-1). The primary commuting

<sup>6</sup> Because employment data often includes confidentiality requirements to protect identifiable information about businesses and workers, many data points related to industry employment and wages are only publicly available at the County level.

<sup>7</sup> Acronyms used by the PSRC include WTU includes Wholesale, Transportation, and Utilities. Projection data from PSRC combines Finance, Insurance, Real Estate, and services into one category represented by FIRES below.

destination for Edgewood residents was Seattle in 2021, followed by Tacoma. Only 1.7% of employed residents worked in the City.

The current employment to housing ratio in the City is 0.3, meaning that there is about one employee working in Edgewood for every three housing units. This high ratio indicates that Edgewood is a “bedroom” or commuter community, where there are fewer jobs than residents in the City. In Edgewood, this ratio has grown modestly since 2000, with the number of persons per job increasing from 6.9 in 2000 to 7.2 in 2022. This indicates a need for more jobs if the City wants to achieve a balance between local jobs and housing, consistent with the Countywide Planning Policies. The adopted targets for housing and employment in the CPPs would indicate a 0.55 ratio of employment to housing by 2044.

Figure ED-1. Commute Patterns Concept Map, 2021

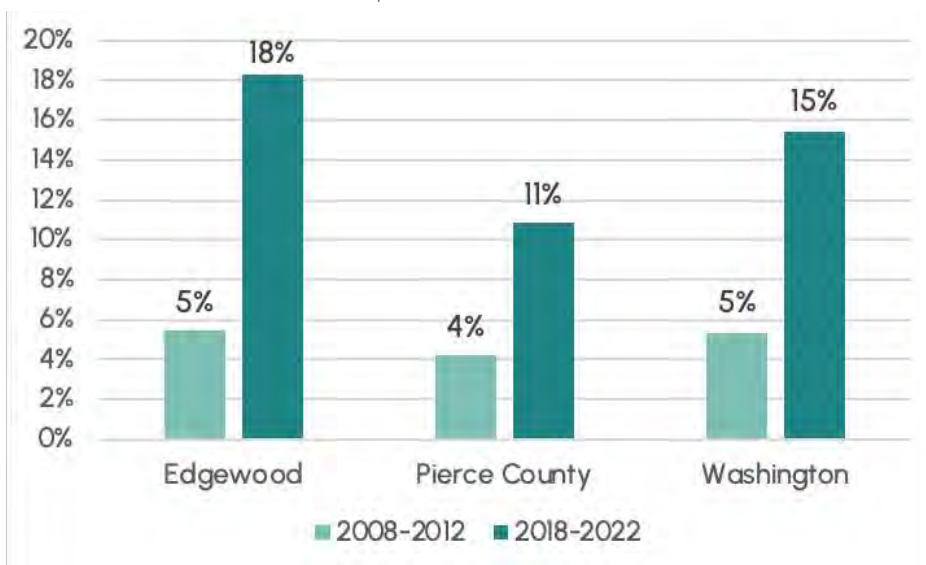


Source: LODS-LEHD<sup>8</sup>

Following new workplace trends in the wake of the COVID-19 pandemic, Edgewood has had an increasing share of remote workers, experiencing a rapid increase in the share of remote workers from only 5% in 2012 tripling to 18% of workers in 2022, above County and State trends. In Edgewood, remote workers have nearly identical earnings to the City overall.

<sup>8</sup> This is a conceptual map and arrows do not indicate direction of commute patterns specifically.

Figure ED-2. Share of Remote Workers, 2012-2022



Source: ACS, 2008-2012, 2018-2022

Within the City of Edgewood, the number of employees is anticipated to grow from 2,244 employees (in 2020) to 4,206 employees by 2044 (according to Pierce County's adopted targets). This represents an 87% increase (or 1,962 new employees) over the next 20-year period, increasing by an annual growth rate of 2.7% (or about 98 new employees). The City is anticipated to grow at a faster rate than many surrounding cities (with the exception of Sumner) and the County overall.

Table ED-1. Employment Growth Targets, 2020-2044

JURISDICTION	2020 EST. EMPLOYMENT	2044 PROJECTION	CHANGE (#)	CHANGE (%)	AAGR
City of Edgewood	2,244	4,206	1,962	87%	2.7%
Pierce County	346,255	487,634	141,379	41%	1.4%

Source: Pierce County Employment Growth Targets, Exhibit [A to Ordinance No. 2022-46](#)

## Real Estate Market Trends

Understanding Edgewood's commercial real estate market opportunities can indicate what industries might locate and grow in the City, based on historic and current demand patterns across different real estate types. Local commercial real estate conditions, market drivers, and trends will influence the market appeal and viability of commercial

uses in the Edgewood Market Area.<sup>9</sup>

Compared to Pierce County, office rents have been lower in the Edgewood Market Area (including Edgewood along with the cities of Milton, Fife, and Sumner) since 2013. The Edgewood Market Area's office space had only a 3.3% vacancy rate in 2023, compared to 8.9% in the County. The combination of lower rents and vacancies indicates that the Edgewood Market Area is meeting demand in the area for lower cost office space, despite limited new construction since 2013.

Retail rents and vacancies in the Edgewood Market Area roughly followed County trends over the last decade. Rising rents combined with low vacancy rates indicate rising demand for retail space both in the Edgewood Market Area and the County. Retail leakage data indicates that there is a gap in meeting demand locally for all major retail types analyzed, with the greatest gap for general merchandise.

Industrial rents have more than doubled for both the Edgewood Market Area and Pierce County since 2013. In 2023, the Edgewood Market Area had a 7.6% vacancy rate for industrial space. Coupled with rising rents, these trends indicate rising demand for industrial uses particularly in the Edgewood Market Area. Since 2013, the Edgewood Market Area accounted for about a third of new industrial space in the County.

## SWOT Analysis

SWOT analysis refers to an assessment of Strengths, Weaknesses, Opportunities, and Threats (SWOT). These represent internal and external factors that can have positive or negative impacts on economic outcomes in Edgewood. Table ED-2 outlines key findings for these factors when considering potential economic growth and development in the City.

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<sup>9</sup> Because the inventory of office, retail, and industrial commercial types is limited in Edgewood, this analysis aggregates these commercial types in Edgewood with the surrounding cities of Fife, Milton, and Sumner as the 'Edgewood Market Area' as well as a comparison of trends in Pierce County.



Table ED-2. SWOT Summary Analysis

	POSITIVE	NEGATIVE
INTERNAL	<p>Strengths:</p> <ul style="list-style-type: none"> <li>• Prime location nearby the growing cities of Tacoma, Puyallup, and Federal Way, and the smaller cities of Milton, Fife, and Sumner and short distance from the Port of Tacoma with railroad and cargo shipping infrastructure. Located in an interconnected region with regional economic opportunities.</li> <li>• Skilled workforce, high income levels, and growth anticipated in both its population.</li> <li>• Plans for a Town Center subarea plan.</li> <li>• Potential for small-scale investments in the Town Center and more restaurants and food stores.</li> <li>• Great support for a farmer's market, food truck park, restaurants, and public plaza/pocket park in the Town Center.</li> </ul>	<p>Weaknesses:</p> <ul style="list-style-type: none"> <li>• Challenging environmental constraints for commercial development.</li> <li>• Business owners are challenged by the permitting/fees, safety concerns, and traffic issues.</li> <li>• Limited sewer infrastructure near urban development.</li> <li>• Need for greater local capacity building in Edgewood and with surrounding jurisdictions.</li> </ul>
EXTERNAL	<p>Opportunities:</p> <ul style="list-style-type: none"> <li>• Attract highly skilled workers with locational flexibility.</li> <li>• Identify target retail for managing land capacity and expected growth.</li> <li>• Make improvements to pedestrian walkways.</li> <li>• Develop small business services.</li> <li>• Possibility to leverage state programs to support businesses.</li> <li>• Greater coordination on economic development initiatives with surrounding jurisdictions and the Puyallup Tribe.</li> <li>• Explore Tax Increment Financing (TIF), modifying license fees/permit process timelines.</li> <li>• Support commercial development with support for parcel assembly, aid in developing narrow properties, and create opportunities in the Town Center.</li> </ul>	<p>Threats:</p> <ul style="list-style-type: none"> <li>• Growing disparities between remote and non-remote workers.</li> <li>• Rising housing costs proportionate to income levels. Lack of affordable housing options for a range of income levels.</li> <li>• Small market surrounded by competing jurisdictions.</li> </ul>

## GOALS AND POLICIES

Using the existing Comprehensive Plan as a guide for understanding Edgewood's goals for economic development, this section includes proposed goals and policies to include in the 2024 update. The Economic Development Element includes goals and policies previously located in other chapters of the plan (either with modifications or without them), as well as new policies developed through community engagement and analysis of economic trends in Edgewood and the region.

- Goal ED.1      Establish the Town Center area as the commercial, mixed-use heart of Edgewood.
- ED.1a      Support the continued development of the Town Center to better serve the community, create opportunities for employment, and attract regional visitors.
  - ED.1b      Consider leveraging City-owned property next to City Hall and others along Meridian Ave E to catalyze the development of the Town Center and to attract more people to the Town Center. Consider other opportunities to support development through acquisition and parcel assembly.
  - ED.1c      Explore partnerships with developers to support development of unique, community-serving projects that acknowledge changing trends in employment such as co-working spaces or a community center.
  - ED.1d      Promote a mix of community-desired uses in Town Center, including residential units at a range of price points, restaurants, retail, offices, and community gathering places.
  - ED.1e      Encourage ground floor commercial or public uses in development and explore options to support feasibility.
  - ED.1f      Improve multimodal transportation options in the Meridian Corridor to improve safety, provide more opportunities for active transportation (especially walking and bicycling), and increase local spending by residents by attracting health services, food services, personal services, retailers, other specialty shop businesses to meet local needs and preferences.

ED.1g	Support recommendations in the Town Center Element which covers housing, public services, and various other recommendations.
ED.1h	Encourage the designation and development of a City “gateway” at strategic points in Edgewood as well as placemaking and wayfinding efforts within the Town Center to develop a distinct identity and attract visitors.
ED.1i	Enhance the Meridian Corridor to include pedestrian amenities, landscaping, cohesive frontage improvements and other design considerations to support a vibrant mixed-use corridor.
Goal ED.2	Promote commercial uses that offer quality, unique services for residents and visitors and that distinguish Edgewood from surrounding commercial centers.
ED.2a	Ensure City land use policies and regulations enable and support commercial development that captures the spending power of residents, regional commuters, visitors, and of those seeking alternative retail experiences.
ED.2b	Encourage diversification of the City’s industries and retail options.
ED.2c	Support the long-term economic vitality of commercial development by removing barriers for development through improving application and permit processes, providing applicant support for commercial developers, and reviewing requirements for change of use.
ED.2d	Establish standards to ensure long-term compatibility of commercial development with surrounding areas while providing clear and objective design requirements for commercial uses.
ED.2e	Promote easy access to commercial corridors and centers for pedestrians, bicyclists and transit users. Establish safe, grade-separated pedestrian connections on the Meridian Corridor when feasible.
ED.2f	Encourage ground floor commercial uses in mixed-use development and consider new incentives for developers.
ED.2g	Expand needed infrastructure like extending sidewalks in commercial

areas and explore additional options for beautification and public realm enhancements to attract visitors to the Town Center area.

- Goal ED.3      Provide support for small businesses, home-based businesses, and entrepreneurs in Edgewood.
- ED.3a      Provide support for existing small businesses, home-base businesses, and entrepreneurs with initiatives such as facilitating regular meetings for home-based businesses, maintaining and circulating a list of local small businesses, and providing education and resources.
- ED.3b      Encourage home-based businesses that do not impact the residential character of the neighborhood. Limit signs, parking and truck deliveries, and other potential adverse impacts and consider an amnesty program for existing unlicensed or unregistered home-based businesses.
- ED.3c      Use flexible regulatory standards that enable local businesses to expand, grow, or redevelop at existing locations.
- ED.3d      Support local, small business start-ups through the development of incubator spaces or accelerator programs and access to state grants or other funding sources.
- Goal ED.4      Advance regional coordination for economic development efforts.
- ED.4a      Coordinate efforts for economic development and develop goals for economic growth with the Puyallup Tribe and other tribal governments in the area. Explore potential partnerships for public realm improvements and public art in the Town Center or other commercial areas.
- ED.4b      Collaborate with the Fife-Milton-Edgewood Chamber of Commerce on business promotion, retention, and recruitment as well as building collaborative partnerships with other stakeholders.
- ED.4c      Coordinate on workforce development initiatives within the County and Puget Sound region.

- Goal ED.5 Enhance equitable access to economic opportunities.
- ED5a Ensure equitable economic opportunities for persons of color including small business owners and celebrate diversity in Edgewood. Seek partnerships with community organizations in the city and region to collaborate on initiatives to reduce economic disparities.
- ED.5b Ensure that housing opportunities match job growth to provide options for people to both live and work in Edgewood.
- ED.5c Prioritize regulations and programs that facilitate needed and desired outcomes for achieving an equitable and sustainable local economy.
- ED.5d Address and prevent potential physical, economic, and cultural displacement of existing businesses that may result from redevelopment and market pressure.

# APPENDIX A: Housing Data and Supplemental Analysis



This Appendix provides data which is assembled to assess potential Racially Disparate Impacts (RDIs) and Displacement Risk in Edgewood.

## **BACKGROUND**

In 2021, the Washington Legislature revised its housing planning requirements through House Bill 1220 (HB 1220). This legislation amended the Growth Management Act (GMA) to mandate that local governments actively “plan for and accommodate” housing that is affordable for all income levels, marking a significant enhancement over the previous directive to merely “encourage” affordable housing. Additionally, the new law compels local jurisdictions to assess the racially disparate impacts of their housing policies and regulations, as well as the risks of exclusion and displacement. They are now required to adopt measures aimed at addressing and reversing these harmful effects.

The Washington State Department of Commerce (Commerce) provided guidance for local governments on “how to integrate the new requirements related to racially disparate impacts, displacement, exclusion and displacement risk (hitherto “racially disparate impacts”) in their housing element updates” in their document: Guidance to Address Racially Disparate Impacts (April 2023).

According to Commerce, racially disparate impacts arise when policies, practices, or systems disproportionately affect specific racial groups. To effectively assess potential disparities within their communities, jurisdictions should incorporate a range of measures into their data analysis.

The following data charts provide some basic information that is useful for review. However, the data presented in the tables and charts below are insufficient on their own

to draw a conclusion on racially disparate impacts, displacement risks, or exclusion that may be present within Edgewood.

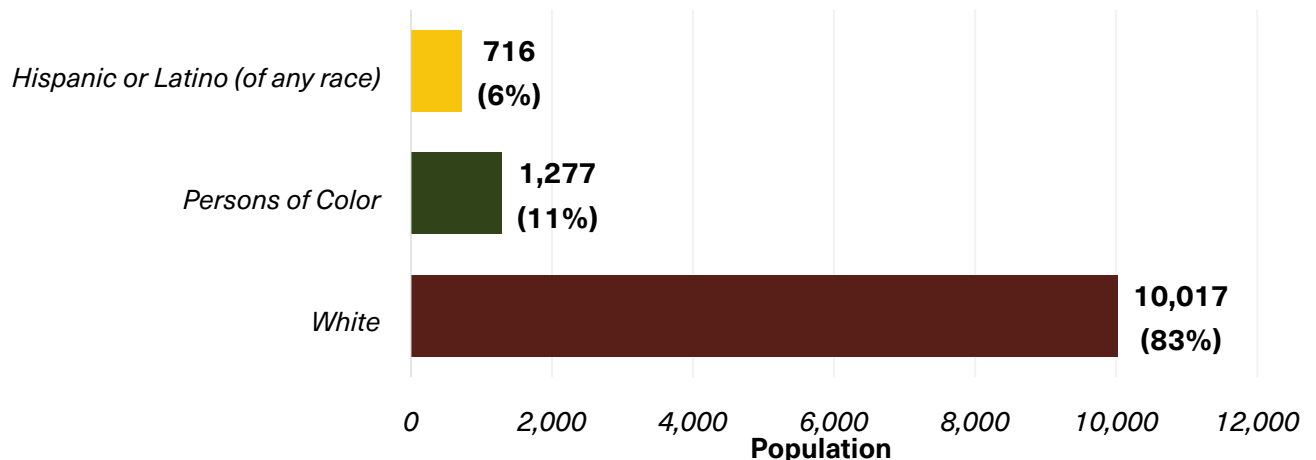
The data and charts below are all sourced from Commerce’s “RDI Tool” with data for Edgewood which uses Census data (American Community Survey) and HUD’s Comprehensive Housing Affordability Strategy (CHAS).

Note: Throughout this document, the “Persons of Color” category includes those that identify as Asian, Black or African American, American Indian and Alaskan Native, Native Hawaiian and Other Pacific Islander, another race (Other), and Two or More Races and are Not Hispanic or Latino. In instances where all races are listed separately rather than combined to “Persons of Color”, then the “Other Race” category includes those that identify as another race not listed, Two or More Races, and are Not Hispanic or Latino.

## **SECTION 1 - RACIAL COMPOSITION**

**Figure A-1. Edgewood population by race and Hispanic ethnicity, 2020**

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023





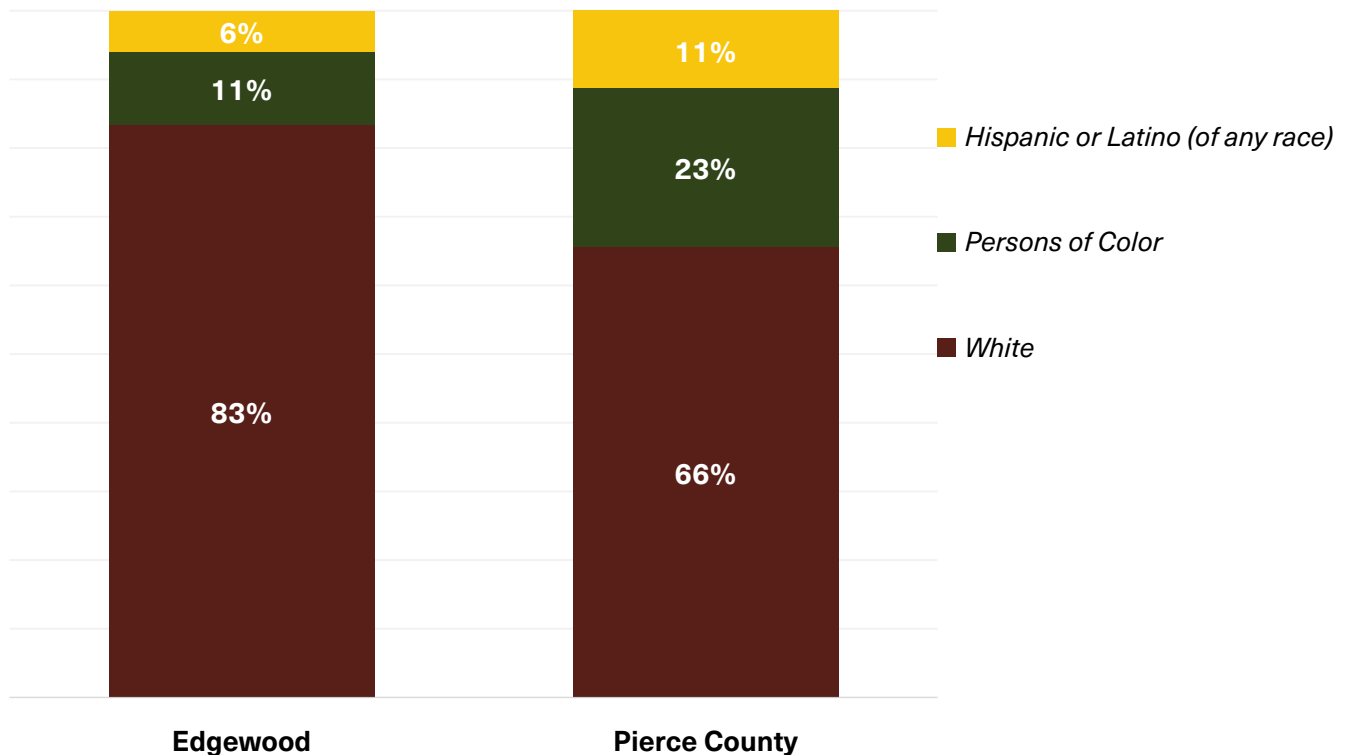
**Figure A-2. Racial composition percentage of Edgewood and Pierce County, 2015 and 2020**

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

<b>Race or Ethnic Category</b>	<b>Edgewood</b>		<b>Pierce County</b>	
	<b>2015</b>	<b>2020</b>	<b>2015</b>	<b>2020</b>
<i>Asian</i>	1%	6%	6%	6%
<i>Black or African American</i>	0%	0%	6%	7%
<i>Hispanic or Latino (of any race)</i>	9%	6%	10%	11%
<i>Other Race</i>	7%	4%	9%	10%
<i>White</i>	83%	83%	69%	66%

**Figure A- 3. Racial composition of Edgewood and Pierce County, 2020**

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023



Key Observations from Figure A-1 through A-3:

1. Edgewood is less racially diverse in comparison to Pierce County (entire population within the County boundaries).
2. Edgewood has a higher percentage of *White* residents compared to Pierce County. Edgewood has a lower percentage compared to Pierce County for all other races except for *Asian* residents which was lower in 2015 but the same percentage as Pierce County in 2020.
3. As Edgewood's population has increased from 2015 to 2020, the racial makeup of the population has shifted but appears to be similarly racially diverse as compared to 2015. The percentage of *Asian* residents increased, while *Hispanic or Latino* and *Other Races* decreased, and the percentages of *White* and *Black or African American* residents stayed the same.
- 4.

## **SECTION 2- COST BURDEN**

According to Commerce, a household experiencing housing cost burden is paying more for housing than it can afford based on income. This means one or multiple of a houses' critical needs (i.e., food, physical health, mental health, education, and/or general well-being) are not being met. A household is considered cost-burdened if its monthly housing costs are greater than 30% of its monthly income. The threshold for households to be considered as experiencing cost-burden are classified as below:

- *Not cost-burdened* includes households paying less than 30% of their household income on housing costs.
- *Cost-burdened* includes households paying between 30% and 50% of their household income on housing costs.
- *Severely cost-burdened* includes households paying more than 50% of their income on housing costs.

## Figure A-4. Edgewood number of households by housing cost burden, 2019

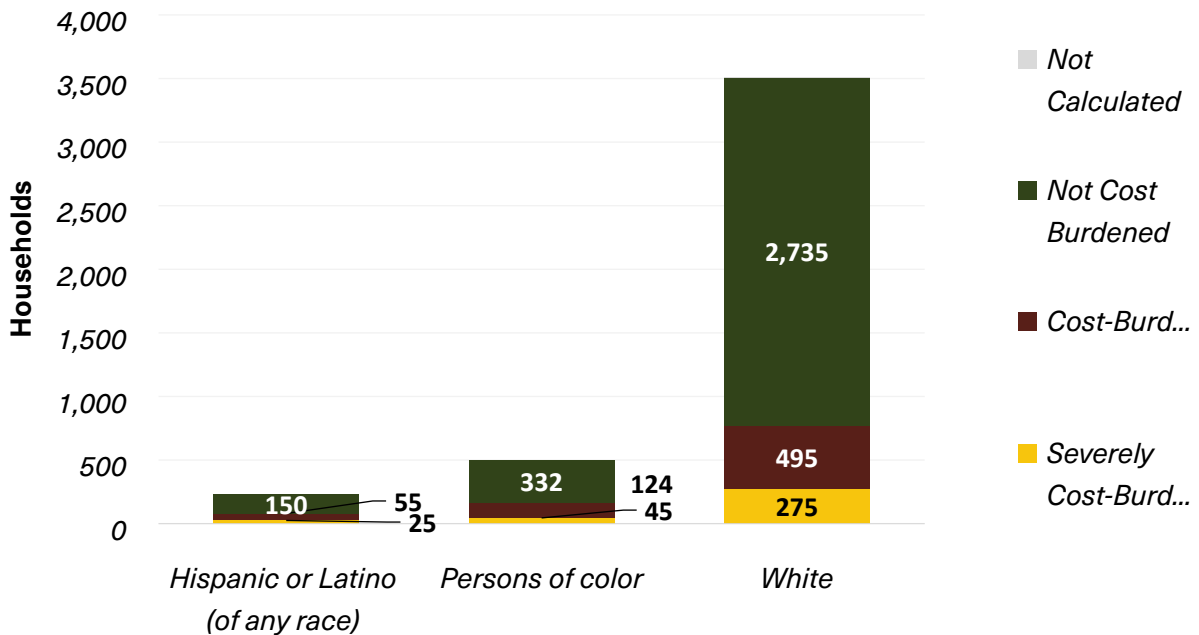
Source: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023

	White	Black or African American	Asian	American Indian or Alaska Native	Pacific Islander	Other Race	Hispanic or Latino (of any race)	Total
<b>Owner Households</b>								
<i>Not Cost Burdened</i>	2,240	4	95	4	0	60	45	2,448
<i>Total Cost-Burdened</i>	610	0	10	40	0	14	0	674
<i>Cost-Burdened (30-50%)</i>	815	420	0	0	40	0	4	0
<i>Severely Cost-Burdened (&gt;50%)</i>	190	0	10	0	0	10	0	210
<i>Not Calculated</i>	4	0	0	0	0	0	0	4
<b>Total*</b>	<b>2,855</b>	<b>4</b>	<b>105</b>	<b>40</b>	<b>0</b>	<b>75</b>	<b>45</b>	<b>3,124</b>
<b>Renter Households</b>								
<i>Not Cost Burdened</i>	495	0	4	0	0	15	105	619
<i>Total Cost-Burdened</i>	160	0	15	0	0	10	80	265
<i>Cost-Burdened (30-50%)</i>	610	75	0	15	0	0	10	55
<i>Severely Cost-Burdened (&gt;50%)</i>	485	85	0	0	0	0	0	25
<i>Not Calculated</i>	0	0	0	0	0	0	0	0
<b>Total*</b>	<b>660</b>	<b>0</b>	<b>20</b>	<b>0</b>	<b>0</b>	<b>25</b>	<b>190</b>	<b>895</b>
<b>Total Households*</b>	<b>3,515</b>	<b>4</b>	<b>125</b>	<b>40</b>	<b>0</b>	<b>100</b>	<b>235</b>	<b>4,019</b>

\*Numbers may not add precisely due to rounding

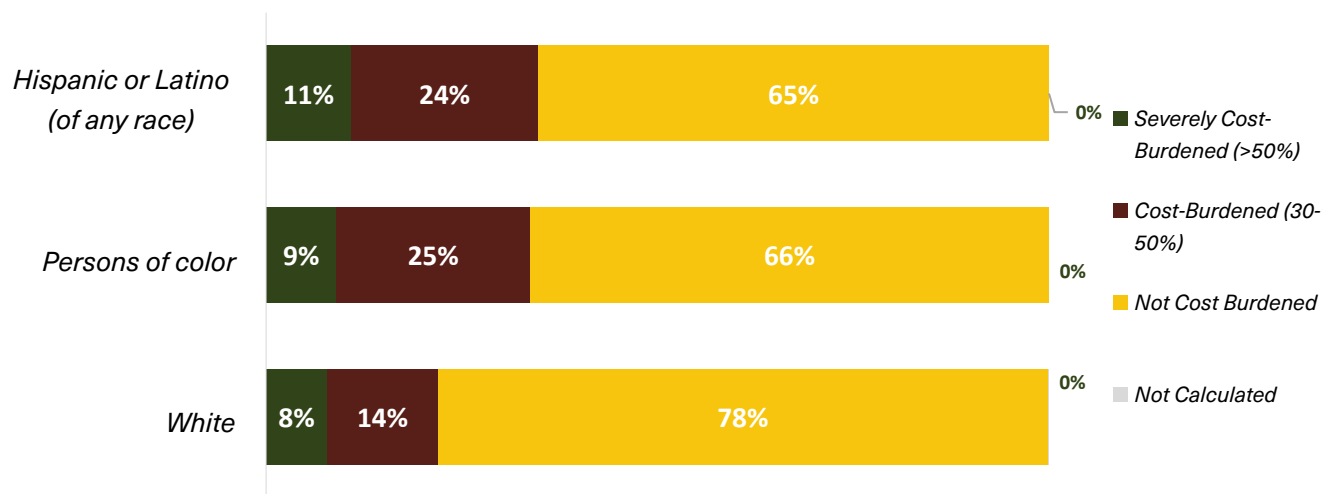
**Figure A-5. Edgewood number of households by race and housing cost burden, 2019**

Source: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023



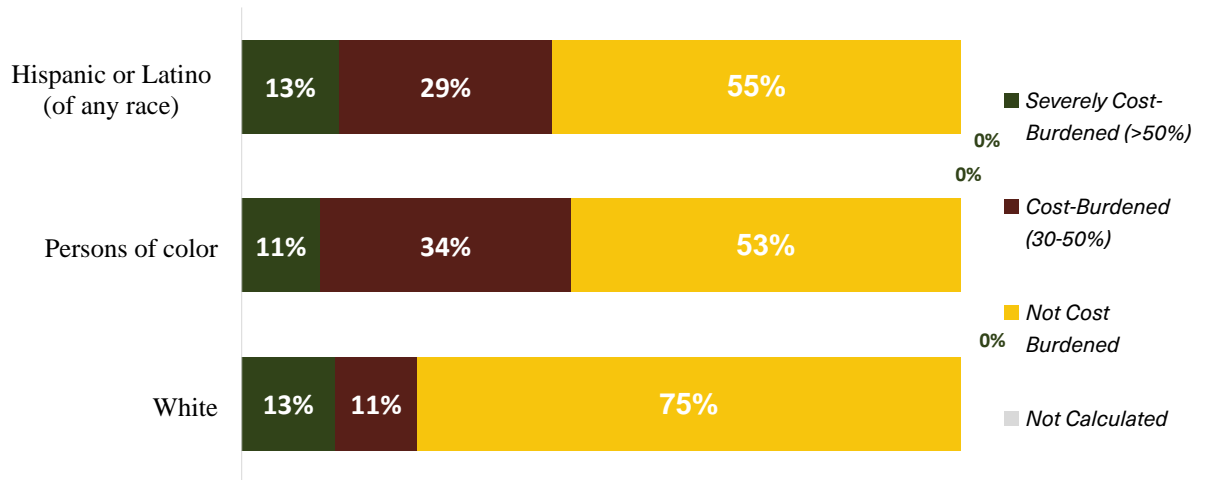
**Figure A-6. Edgewood percent owner households experiencing housing cost burden, 2019**

Source: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023



## Figure A-7. Edgewood percent renter households experiencing housing cost burden, 2019

Source: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023



Key Observations from Figure A-4 through A-7:

1. In 2019, Edgewood had a total of 4,019 households. There were 3,515 households categorized as *White*; 4 households categorized as *Black or African American*; 125 households categorized as *Asian*; 40 households categorized as *American Indian or Alaska Native*; 0 categorized as *Pacific Islander*; 100 categorized as *Other Race*; and 235 categorized as *Hispanic or Latino*.
2. In 2019, there were 674 Cost-Burdened Households for owner-occupied units, making up **22 percent** of all owner-occupied unit households. In 2019, there were 265 Cost-Burdened Households for renter-occupied units, making up **30 percent** of all renter-occupied unit households.
3. In 2019, for households where residents owned the home, there were 610 Cost-Burdened Households that were *White*, 0 Cost-Burdened Households that were *Black or African American*, 10 Cost-Burdened Households that were *Asian*, 40 Cost-Burdened Households that were *American Indian or Alaska Native*, 0 Cost-Burdened Households that were *Pacific Islander*, 14 Cost-Burdened Households that were *Other Races*, and 0 Cost-Burdened Households that were *Hispanic Or Latino*. Accordingly, cost burdened households where residents owned the home

made up **21 percent** of all owner households that were *White*, **0 percent** of all owner households that were *Black or African American*, **10 percent** of all owner households that were *Asian*, **100 percent** of all owner households that were *American Indian or Alaska Native*, **19 percent** of all owner households that were *Other Races*, and **0 percent** of all owner households that were *Hispanic or Latino*. Percentages were not included for *Pacific Islander* households, as this race group had 0 total owner households.

4. In 2019, for households where residents rented the home, there were 160 Cost-Burdened Households that were *White*, 0 Cost-Burdened Households that were *Black or African American*, 15 Cost-Burdened Households that were *Asian*, 0 Cost-Burdened Households that were *American Indian or Alaska Native*, 0 Cost-Burdened Households that were *Pacific Islander*, 10 Cost-Burdened Households that were *Other Races*, and 80 Cost-Burdened Households that were *Hispanic Or Latino*. Accordingly, cost burdened households where residents rented the home made up **24 percent** of all renter households that were *White*, **75 percent** of all renter households that were *Asian*, **40 percent** of all renter households that were *Other Races*, **42 percent** of all renter households that were *Hispanic or Latino*. Percentages were not included for *Black or African American*, *American Indian or Alaska Native*, or *Pacific Islander* residents, as these race groups did not have any renter households.
5. When comparing owner households for *White*, *Hispanic or Latino*, and households with *Persons of Color*, all three groups had relatively similar percentages of “severely cost burdened” households. However, households with *Persons of Color* and *Hispanic or Latino* households had almost twice as many households that were in the “cost burdened” category compared to *White* households.
6. When comparing renter households for *White*, *Hispanic or Latino*, and households with *Persons of Color*, all three groups had relatively similar percentages of “severely cost burdened” households. However, households with *Persons of Color* and *Hispanic or Latino* households had almost three times as many households that were in the “cost burdened” category compared to *White* households.

7. Based on the data presented above, it appears that households that were *American Indian or Alaska Native*, in owner households have a higher percentage of cost burden as compared to owner households of all other races.
8. Based on the data presented above, it appears that households that were *Asian*, *Other Races*, or *Hispanic or Latino* in renter households have a higher percentage of cost burden as compared to renter households that were *White*.
9. Based on the data presented above, for renter households, *Asian*, *Other Races*, and *Hispanic or Latino* households were significantly more cost burdened than the same race for owner households.

The data shows that owner households that were *American Indian or Alaska Native* may appear to be disproportionately experiencing housing cost burden when compared to other owner households. The data shows that renter households that were *Asian*, *Other Races*, and *Hispanic or Latino* may appear to be disproportionately experiencing housing cost burden when compared to other renter households. Both renter and owner households for *White*, *Hispanic or Latino*, and households with *Persons of Color*, all had relatively similar percentages of “severely cost burdened” households. However, both households with *Persons of Color* and *Hispanic or Latino* households had almost twice as many owner households and almost three times as many renter households that were in the “cost burdened” category compared to *White* households. However, it is important to note that there are a number of factors that we have not studied, which could be further explored in order to draw any substantial conclusions. Still, it will be important to continue tracking these trends when future comprehensive plan updates are performed.



## **SECTION 3 – INCOME AND HOUSING TENURE**

Data regarding household income and housing tenure can be useful in assessing risk of displacement and looking at potential indicators of exclusions in housing.

These terms are defined by Commerce (in this context) as follows:

**Displacement:** The process by which a household is forced to move from its community because of conditions beyond their control. Specific types of displacement include:

- Physical displacement: Households are directly forced to move for reasons such as eviction, foreclosure, natural disaster or deterioration in housing quality.
- Economic displacement: Households are compelled to move by rising rents or costs of home ownership like property taxes.
- Cultural displacement: Residents are compelled to move because the people and institutions that make up their cultural community have left the area.

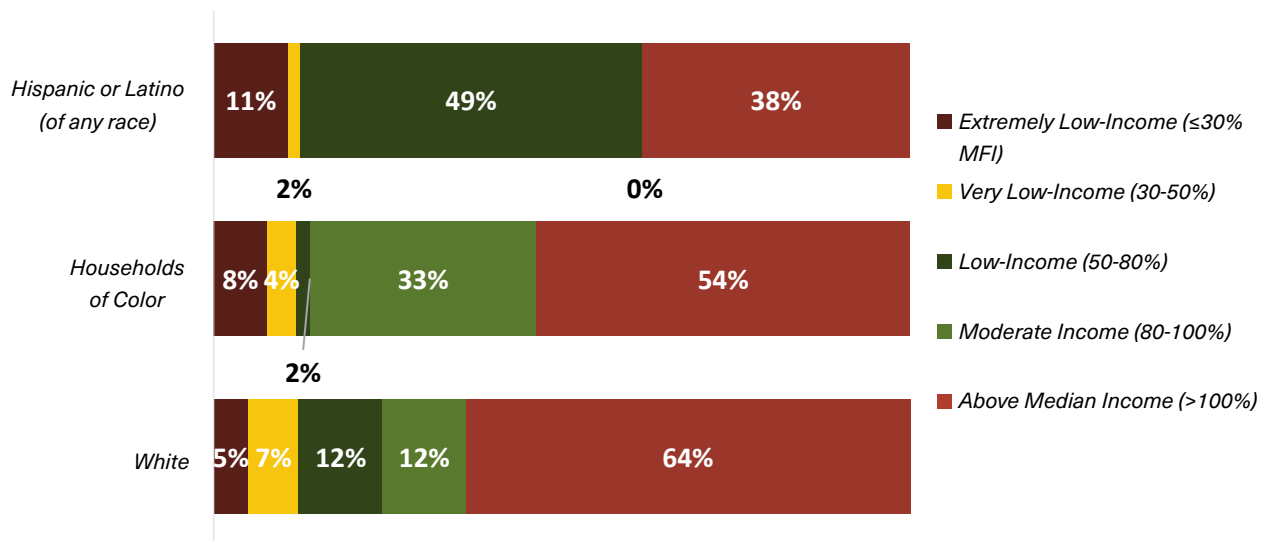
**Displacement risk:** The likelihood that a household, business or organization will be displaced from its community.

**Exclusion in housing:** The act or effect of shutting or keeping certain populations out of housing within a specified area, in a manner that may be intentional or unintentional, but which leads to non-inclusive impacts.

Figure A-8 shows the spectrum of households according to income levels, as organized by race or ethnicity.

**Figure A-8. Edgewood distribution of households by income and race or ethnicity, 2019**

Source: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023

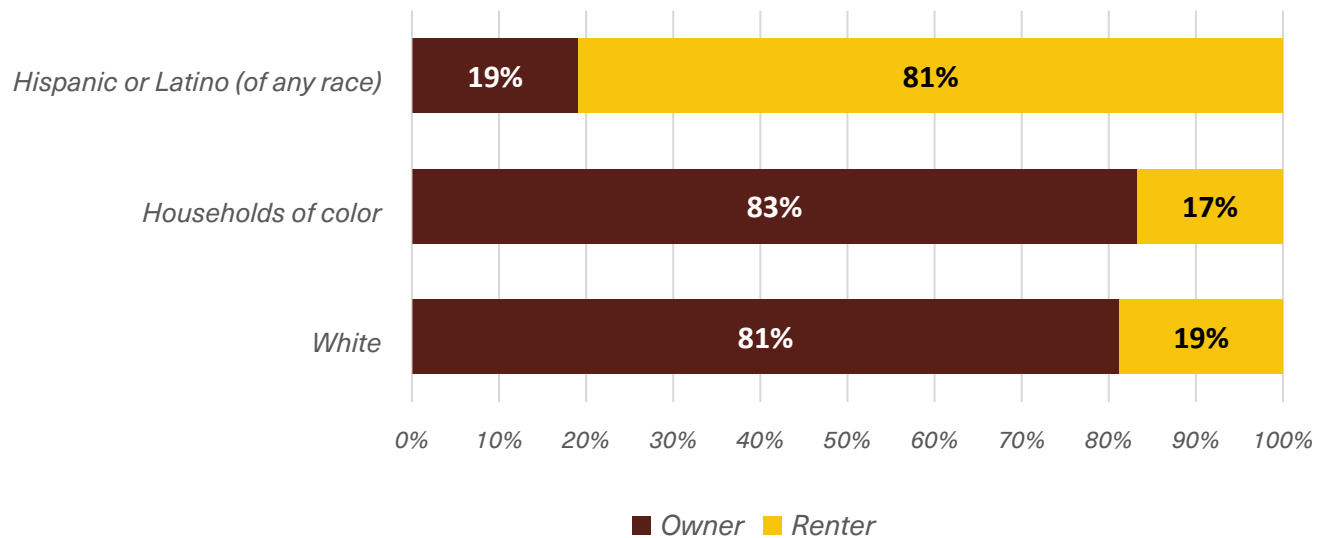


**Key Observations from Figure A-8:**

1. In Edgewood, households that are *Hispanic or Latino* are more than two times as likely to be in the “extremely low income” category and more than four times as likely to be in the “low income” category compared to *White* households. *Households of color* have a slightly higher percentage of “extremely low income” households compared to *White* households.
2. Households that are *White* have a higher percentage of households in the “very low income” category compared to *Hispanic or Latino* and *Persons of Color* households and a higher percentage of “low income” households compared to *Persons of Color* households.
3. Households that are *White* have the highest percentage of households earning above the median income compared to all other race households.

**Figure A-9. Edgewood percent owner and rental households by race and ethnicity, 2019**

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9)



Key Observations from Figure A-9:

1. In Edgewood, the share of households that are renting is **19 percent** among *White* households, **17 percent** among *Households of Color*, and **81 percent** among *Hispanic or Latino* households.
2. *Hispanic or Latino* households are approximately four times more likely than *White* households to be renter households rather than owner households. *Households of Color* and *White* households have a similar composition of renter and owner households.

The *Racial Restrictive Covenants Project for Washington State* is a project<sup>1</sup> by scholars and volunteers at the University of Washington and Eastern Washington University, who are identifying and mapping racial restrictions in property records which were used in American communities to prevent people who were not white from buying or occupying property. The project has identified such documents covering about 50,000 properties a

<sup>1</sup> The project is in support of HB 1335, passed by the state legislature in 2021

nd the work is ongoing. As of October 31, 2024 their research team has found racial restrictions on more than 4,500 properties in Pierce County.

On the project website, the impacts of racial restrictive covenants in Pierce County are described. The project team asserts that restrictive covenants significantly contributed to the challenges faced by people of color in Pierce County. The website also describes that the census recorded 3,343 Puyallup Tribe and other Indigenous peoples, yet the tribe had lost control of its reservation lands. Overall, Pierce County's population was 93% white. The project team concludes that this illustrates patterns of segregation and exclusion that have lingering effects today, and such historical injustices continue to shape disparities in homeownership, family wealth, and broader social inequalities in the region.

A few properties located in the northeast corner of Edgewood were found to have racial restrictions and have been posted to the project website at [https://depts.washington.edu/covenants/map\\_cov\\_pierce.shtml](https://depts.washington.edu/covenants/map_cov_pierce.shtml) The project website notes that available maps are still being added and revised.

The legacy of discriminatory housing and land use policies and practices (e.g., redlining, racially restrictive covenants, exclusionary zoning, and so forth) have led to significant racial and economic disparities in access to housing and neighborhoods of choice. As noted in VISION 2050, historical land use and housing policies have played a role in creating and maintaining racial inequities. Today, these housing disparities continue to impact equitable access to well-funded schools, healthy environments, open space, and employment.

## **SECTION 4 – DISPLACEMENT RISK**

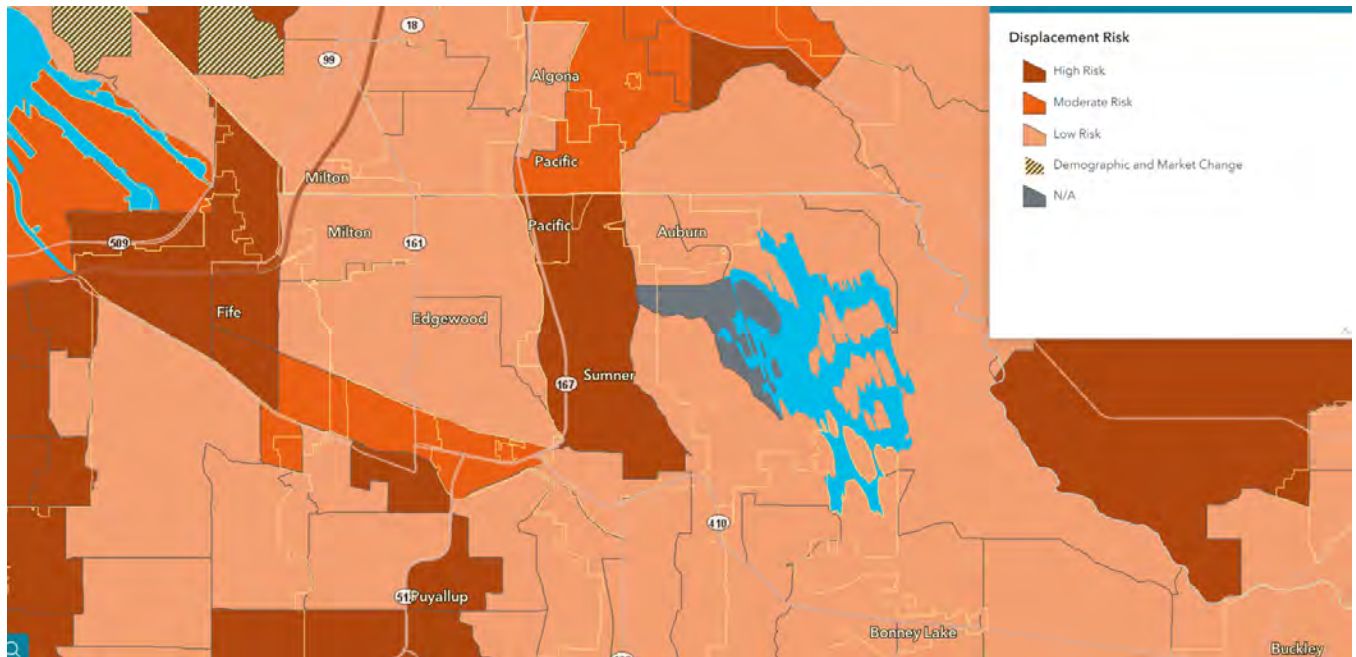
The City must assess and identify areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments.

Commerce developed a Draft Displacement Risk Map to support jurisdictions with the new housing element requirements. The purpose of the map is to help jurisdictions meet GMA requirements to “identify areas that may be at higher risk of displacement from market forces.” The Puget Sound Regional Council (PSRC) also furnished a different version of a Displacement Risk map. Different data sets and/or methodology may have been used.

The PSRC mapped lands among three categories for risk levels (Higher, Moderate or Lower) and indicated the City of Edgewood within the “Lower” category. Per the Commerce Draft Displacement Risk Map shown below, Edgewood is mapped as a “Low Risk” community for Displacement Risk. This is similar to other communities surrounding Edgewood to the north which are located away from the urban centers and is also aligned with PSRC’s findings that areas with high-value investments (such as mass transit, of which is limited in Edgewood) is at higher risk of displacement<sup>2</sup>. Communities south, east, and west of Edgewood are mapped for “Moderate Risk” or “High Risk”. Edgewood has taken opportunities to review and amend its goals, policies, and regulations to address and, where applicable, reverse the risk of exclusion or displacement. Combined with the state laws that Washington has enacted providing eviction protections to tenants, risk of displacement in Edgewood is even further reduced. Edgewood expects to continue monitoring displacement risk over time as market conditions and other factors change.

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<sup>2</sup> See page 67 of the “Guidance to Address Racially Disparate Impacts” document



## Washington Department of Commerce DRAFT Displacement Risk Map

Source: Department of Commerce (2023)

[Accessed at

[https://experience.arcgis.com/experience/d26f4383cab3411cb45f39ddfc666b74/#data\\_s=id%3A83713d4b3ea34743bed49d3d61be4fb3-187dd75e9f2-layer-27-187dcfb6357-layer-4%3A499](https://experience.arcgis.com/experience/d26f4383cab3411cb45f39ddfc666b74/#data_s=id%3A83713d4b3ea34743bed49d3d61be4fb3-187dd75e9f2-layer-27-187dcfb6357-layer-4%3A499)]

## REFERENCES AND SOURCES

Guidance to Address Racially Disparate Impacts: Updating your housing element to address new requirements.

Washington State Department of Commerce – Local Government Division. April 2023 [Accessed at:

<https://deptofcommerce.app.box.com/s/1l217l98jattb87qobtw63pkplzhxege>]

State of Washington 67th Legislature (2021 Regulation Session) Engrossed Second Substitute House (ESSB) Bill 1220

(Chapter 254, Laws of 2021) [Accessed at [https://lawfilesext.leg.wa.gov/biennium/2021-](https://lawfilesext.leg.wa.gov/biennium/2021-22/Pdf/Bills/Session%20Laws/House/1220-S2.SL.pdf?q=20211209114015%20%20)

[22/Pdf/Bills/Session%20Laws/House/1220-S2.SL.pdf?q=20211209114015%20%20](https://lawfilesext.leg.wa.gov/biennium/2021-22/Pdf/Bills/Session%20Laws/House/1220-S2.SL.pdf?q=20211209114015%20%20)]

# APPENDIX B: Housing Land Capacity by Income Level

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## **BACKGROUND & SUMMARY**

The Buildable Lands Program is a continuous review and monitoring initiative mandated by the Growth Management Act (GMA) in RCW 36.70A.215. Pierce County is responsible for establishing and overseeing this program, ensuring coordination with Edgewood and the county's other 22 cities and towns. In collaboration with its cities and towns, the County annually collects development data and uses the information to produce a report on observed development and future capacity within the urban growth area (UGA). Pierce County issued the 2021 Buildable Lands Report (Fourth Edition, Updated Version, Published 11/11/2022) to fulfill their ongoing reporting requirements.

As required for the City's Comprehensive Plan update, the data that was assembled and analyzed for the buildable lands report (including assumptions for build-out densities) is valuable for assessing the City of Edgewood's zoning map in order to evaluate the city's housing capacity.

The GMA requires comprehensive plans to include a housing element that identifies a "sufficient capacity of land" to accommodate all projected housing needs during the 20-year planning period (RCW 36.70A.070(2)(c)).

With recent changes to state law, we now must supply a detailed review of capacity among four categories: moderate, low, very low, and extremely low-income households, as defined in RCW 36.70A.030. The income level is relative to "median household income"<sup>1</sup>

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<sup>1</sup> The Department of Housing and Urban Development (HUD) annually publishes Area Median Income (AMI) for each county (or market area which may include several counties, as is done for the Puget Sound Area). The market area's AMI in 2024 is \$136,600.00



adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development.”

To evaluate residential land capacity by income level, AHBL used the 6-step process as outlined by the Department of Commerce’s Guidance for Updating Your Housing Element (August 2023). The data analyzed are the 2021 Pierce County Buildable Lands Report, growth targets adopted Pierce County ORDINANCE NO. 2022-46s (population, employment, and total housing growth) ORDINANCE NO. 2023-22s (replacing housing growth targets with housing by income bracket), OFM, City staff, and Pierce County GIS shapefiles.

## **PART ONE: LAND CAPACITY CHECK**

Revised in 2022, the 2021 Pierce County Buildable Lands Report (BLR) fulfills state law requirements under RCW 36.70A.215 and WAC 365-196-315. The report looks back at Edgewood’s historic growth and analyzes its future capacity for development. **The report estimated that that Edgewood had capacity to support 3,584 new residential units with the current zoning, as detailed in Table B-1.**

The table details the city’s estimated net capacity for new housing units among parcels that were classified among four categories, as *vacant*, *underutilized*, *vacant – single unit*, or *pipeline* to arrive at estimates for capacity on a per unit basis according to zoning district (*built out* and *undevelopable* counts are not shown).

*It is important to note that these “net” figures account for specific and capacity deductions that were made for probable market factors, critical area protections, and other factors such as infrastructure needs. (See the Buildable Lands Report for further information on methodology and for definitions).*

Table B-1: City of Edgewood 2020-2044 Housing Capacity (Dwelling Units)

Zone	Vacant	Underutilized	Vacant Single Unit	Pipeline	Total
<b>BP</b>	11	13	0	288	312
<b>C</b>	39	124	14	0	177
<b>I</b>	0	0	0	0	0
<b>MR-1</b>	16	20	23	66	125
<b>MR-2</b>	83	12	33	0	128
<b>MUR</b>	68	182	90	0	340
<b>P</b>	0	-2	0	0	-2
<b>SF-2</b>	95	605	94	39	833
<b>SF-3</b>	126	717	160	20	1,023
<b>SF-5</b>	16	76	33	3	128
<b>TC</b>	65	455	0	0	520
<b>Total</b>	519	2,202	447	416	3,584

Data Source: 2021 Pierce County Buildable Lands Report Fourth Edition, Updated Version, Published 11/11/2022 (Table 14-8)

We did not make any adjustments to the table for recent development (2020 to present) because the period of 2020-2044 is used to calculate the growth targets, and because then the mapping produced by the BLR could not be used.

## **PIERCE COUNTY GROWTH TARGETS**

Via Ordinance No. 2022-46s and Ordinance 2023-22s, Pierce County adopted residential and employment targets for 2044 for all its jurisdictions including Edgewood according to income band, which is further detailed in the draft Housing Element prepared for the Comprehensive Plan Periodic Update project (AHBL, September 5, 2024).

Using the figures from the BLR, Edgewood appears to have sufficient capacity to accommodate its 2044 housing and jobs targets on the whole. However, deeper investigation is required to fully account for the housing needs for different household income levels.

In the following exhibit we compare Pierce County growth targets with the capacity of the 2021 Buildable Lands Report:

	ESTIMATED CAPACITY	2020-2044 NEED (INCREASE)	SURPLUS/ DEFICIT
<i>Housing</i>	3,584	2,397	+1,187
<i>Jobs</i>	4,047	1,962	+2,085

Source: 2021 Pierce County Buildable Lands Report (Tables 8-8 & 8-9); Pierce County Ord. 2023-22s & Ord. 2022-46s

## **PART TWO: ACCOMMODATING HOUSING NEEDS**

As shown in Part One, the total Edgewood housing supply is expected to exceed projected numbers with the city's currently adopted zoning map. However, **housing affordability** is an essential part of Pierce County policies, and Pierce County has allocated housing unit needs by income brackets as required by state law. Edgewood's allocation is shown in Table B-2:

**Table B-2: Housing Unit Supply and Allocation (Needs) for Edgewood**

		Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing Needs (Beds)
		0-30%		>30- 50%	>50- 80%	>80- 100%	>100- 120%	>120%	
	Total	Non- PSH	PSH						
<b>Est. Supply (2020)</b>	5,125	165	0	356	744	644	875	2,341	0
<b>Allocation (2020-2044)</b>	2,397	310	418	445	351	151	137	585	147

Source: Pierce County ORD 2023-22s

# **HOUSING AFFORDABILITY ANALYSIS – CURRENT ZONING**

In order to evaluate land capacity by income level, AHBL used the 6-step process as outlined by Commerce<sup>2</sup>. The 6 steps include:

1. *Summarize land capacity by zone.*
2. *Categorize zones by allowed housing types and density level.*
3. *Relate zone categories to potential income levels and housing types served.*
4. *Summarize capacity by zone category.*
5. *Compare projected housing needs to capacity.*
6. *(If deficit is found) Implement actions to increase capacity for one or more housing needs. Then reassess capacity (Step 1) based on actions.*

We began with the city's existing zoning map to establish a baseline and see if the city could adequately fulfill the County's CWPPs without any changes to the zoning.

## *Step 1. Summarize land capacity by zone*

Table B-1 provides this information. The majority of the residential capacity (supply) is in zones SF-2 and SF-3.

## *Step 2. Categorize zones by allowed housing types and density level*

In Commerce's step 2 we identify which housing types are allowed in each zone category to relate each zone category to "potential affordability levels." Commerce set out five zoning categories and Edgewood has three of the five categories (Edgewood does not have Mid-Rise Multifamily or High-Rise/Tower). In Table B-2, we document what the code allows for, and what assigned zoning category corresponds to each zoning district.

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<sup>2</sup> [Guidance for Updating Your Housing Element](#) (Department of Commerce –Growth Management Services, August 2023)

Table B-2: Edgewood Zoning Districts and Allowed Housing Types / Density Level

Zone	Housing types allowed	Max density level allowed	Assigned zone category
<i>SF-2</i>	<i>Detached single family</i>	<i>2 dua</i>	<i>Low Density</i>
<i>SF-3</i>	<i>Detached single family, duplex, attached</i>	<i>3 dua</i>	<i>Low Density</i>
<i>SF-5</i>	<i>Detached single family, duplex, attached</i>	<i>5 dua</i>	<i>Low Density</i>
<i>MR-1</i>	<i>Detached single family, duplex, attached, multi-plex, townhouse</i>	<i>4 dua</i>	<i>Low Density</i>
<i>MR-2</i>	<i>Detached single family, duplex, attached, multi-plex, townhouse</i>	<i>8 dua</i>	<i>Moderate Density</i>
<i>MUR</i>	<i>Detached single family, duplex, attached, multi-plex, townhouse, apartment</i>	<i>24 dua</i>	<i>Low-Rise Multifamily</i>
<i>Commercial</i>	<i>Townhouse, apartment</i>	<i>48 dua</i>	<i>Low-Rise Multifamily</i>
<i>Town Center</i>	<i>Townhouse, apartment</i>	<i>48 dua</i>	<i>Low-Rise Multifamily</i>
<i>BP</i>	<i>Apartment</i>	<i>N/A</i>	<i>Low-Rise Multifamily</i>

*Step 3: Relate zone categories to potential income levels and housing types served.*

Commerce advises that in order to ensure land capacity for all income segments, in Step 3 certain assumptions need to be made about the types of housing each household category is likely to occupy. Jurisdictions have leeway in how to accomplish this task. For Edgewood, we have documented these assumptions consistent with the model provided by Commerce in Exhibit 12 of their document, with one modification which is excluding Mid-Rise Multifamily since that housing type is not present in the City; See Table B-3.

**Table B-3: Zone categories and potential income levels served**

Zone category	Housing types allowed	Lowest Potential income level served		Assumed affordability level for capacity analysis
		Market Rate	With subsidies and/or incentives	
<i>Low Density</i>	<i>Detached single family homes</i>	<i>Higher income (&gt;120% AMI)</i>	<i>Not typically feasible at scale</i>	<i>Higher income (&gt;120% AMI)</i>
<i>Moderate Density</i>	<i>Townhomes, duplex, triplex, quadplex</i>	<i>Moderate income (&gt;80-120% AMI)</i>	<i>Not typically feasible at scale</i>	<i>Moderate income (&gt;80-120% AMI)</i>
<i>Low-Rise Multifamily</i>	<i>Walk up apartments and condominiums (2 to 2 floors)</i>	<i>Low income (&gt;50-80% AMI)</i>	<i>Extremely low and Very low income (0-50% AMI)</i>	<i>Low income (0-80% AMI) and Permanent Supportive Housing (PSH)</i>
<i>ADUs (All zones)</i>	<i>Accessory dwelling Units on developed residential lots</i>	<i>Low income (&gt;50-80% AMI)</i>	<i>N/A</i>	<i>Low income (&gt; 50-80% AMI)</i>

*Adapted from Commerce's "Guidance for Updating Your Housing Element" Exhibit 12*

#### *Step 4: Summarize capacity by zone category*

In Step 4 we summarize the land capacity for housing production by zone category. This is essentially a “sorting” exercise. We estimate that there is capacity for 2,109 units in the low-density category, 128 units in the moderate density category and 1,349 units in the low-rise multifamily category in addition to capacity for ADUs (not calculated) as show in Table B-4:

**Table B-4: Edgewood Building Capacity Summarized by Zone Category**

Zone	Unit Capacity	Assigned zone category	Capacity in zone category
SF-2	833	Low Density	2,109
SF-3	1,023		
SF-5	128		
MR-1	125		
MR-2	128	Moderate Density	128
MUR	340	Low rise multifamily	1,349
Commercial	177		
Town Center	520		
BP	312		
All - ADU's	Not calculated	ADU's	Not Calculated

*Step 5: Compare projected housing needs by capacity*

For Step 5, Commerce advises that we should compare the jurisdiction's projected housing needs by income level to capacity in order to assess if there is sufficient capacity to accommodate needs at all income levels. Housing needs are aggregated among the zone categories.

For Step 5 we populated Table B-5 to show the housing need as allocated by Pierce County for the years 2020-2044.



**Table B-5: Edgewood Projected Housing Needs compared to Available Capacity (2020-2044)**

<i>Income Level (% AMI)</i>	<i>Projected housing need</i>	<i>Zone categories serving these needs</i>	<i>Aggregated housing needs</i>	<i>Total capacity (from Step 4)</i>	<i>Capacity: surplus or deficit</i>
<b>0-30% PSH</b>	418	<i>Low rise multifamily</i>	1,524	1,349	<b>-175</b>
<b>0-30% Other</b>	310				
<b>&gt;30-50%</b>	445				
<b>&gt;50-80%</b>	351				
<b>&gt;80-100%</b>	151	<i>Moderate density</i>	288	128	<b>-160</b>
<b>&gt;100-120%</b>	137				
<b>&gt;120%</b>	585	<i>Low density</i>	585	2,109	1,524

*PSH = Permanent Supportive Housing*

When the total projected housing needs are compared to the total capacity for housing growth, there is a surplus of capacity overall. However, when capacity for each zone category is compared to housing needs at the associated income levels, we find there is a deficit of capacity for housing with the potential to serve households at 120% of AMI or below, and a surplus of units in the low density category which would likely serve households above 120% of AMI.

In other words, the results of our evaluation show that Edgewood, under the current zoning, appears to have a deficit in housing capacity for the income bands below 120% AMI.

Emergency Housing must also be accommodated. RCW 36.70A.070(2)(c) sets out the Cities must demonstrate their capacity to accommodate Emergency Housing in their development regulations. Edgewood must be able to accommodate 147 emergency

“beds” in the next 20-year planning period. Emergency Housing and Emergency Shelters are both allowed with a Conditional use Permit in the MUR and BP zoning districts, and additionally allowed as permitted uses in the Town Center, Commercial and Industrial zoning districts. As shown in the exhibit above, under “Growth Targets,” the County’s BLR showed that the city has a healthy surplus of available land to accommodate employment (job) growth which corresponds to these zones. As such, we can confirm that the city can meet the target for emergency housing.

*Step 6: Implement actions to increase capacity for one or more housing needs. Then reassess capacity (Step 1) based on actions.*

Commerce advises that if the comparison in step 5 shows a lack of capacity in one or more income categories, jurisdictions must identify and implement actions to address the projected deficit.

In the next section, we partially re-run this analysis according to zoning changes.

## **HOUSING AFFORDABILITY ANALYSIS – PROPOSED ZONING**

Edgewood is considering changes to its Future Land Use Map (FLUM) and Zoning Maps. In many areas, lands are proposed to be “upzoned” which allows increased density and therefore additional capacity. In general, the increases are directed to occur in locations where there are not sensitive environmental areas (although the critical area protections could still limit development regardless of zoning, thereby limiting the extent to which an upzone could have effect) and are directed to occur where sufficient infrastructure is in place or can be available. The city’s adoption of an updated General Sewer Plan (GSP) and future projects to expand sewer access makes upzoning certain lands possible (within geographic constraints).

In this part of our analysis, we will re-assess the results of the step 5 with some adjustments for the proposed zoning scheme. This was done on a limited basis. We did not re-run the entire analysis as doing so would be tremendously time-consuming and

produce limited benefit. Instead, we determined the key variables having the most significant impact on our outcome; that is, by focusing on key changes between the current zoning map and the proposed zoning map we can ensure that the mapping change closes the gaps identified in potential housing affordability.

This is not a simplistic effort. Rebalancing the numbers to match the changes to the map is complex; for example a ten acre vacant parcel that is upzoned from SF-3 to MR-2 would need to be accounted as a change among zone categories (from low-density to moderate-density) and the housing capacity number would also change (increase) because of the change to building entitlement. We used data provided in the BLR to obtain reliable numbers for our assumptions (including the Edgewood residential density trends observed between 2013-2020 that were documented in the BLR at Table 8-2) and to maintain consistency.

Some examples of changes that were not analyzed include:

- An upzone of SF-2 lands to SF-3 and MR-1 will result in increased capacity numbers. However, the zoning categories among all these zones is the same (Low Density) and so no gain in housing capacity for the income bands below 120% of AMI will be realized. Thus, we did not do those calculations.
- Upzoned lands that were identified as “Pipeline” or were either built out or unbuildable were passed over. We didn’t change the assumptions in that part of the data. This work required a geo-spatial analysis in GIS. We needed to compare the current zoning scheme to the proposed zoning and additionally use the geographic data from the BLR indicating the locations of vacant, vacant-single-unit, and underutilized properties.

The following adjustments were identified:

1. Lands that were upzoned from SR-3 to MR-2 included a count of 12 VSUs plus 33 acres which resulted in 12 units subtracted from SR-3 and 12 units added to MR-2 as well as the addition of 283 homes to MR-2 (moderate density) and the subtraction of 47 homes from SR-3 (low density).
2. We subtracted 97 homes from the MR-2 count (moderate density) and added 252 homes to Town Center count (low rise multifamily) as 11.16 acres of vacant land

was upzoned and the assumed density values of Town Center far exceed that of lands zoned MR-2.

3. Lands upzoned from SR-3 to MUR results in the subtraction of 3 vacant-single-unit counts from SR-3 (low density) and the addition of 9 units to MUR (low rise multifamily) (this is a conservative approach because it is possible that many more units could be developed in MUR).
4. We can assume an addition of 44 units to the MUR zone (low rise multifamily) and a reduction of 7 units from the SR-3 zone (low density) inventory to account for 2.14 vacant acres plus approximately 3 acres of underutilized land.

In summary, there was a reduction of 57 units from the Low Density zoning category; a net increase of 186 units in the Moderate Density zoning category and an increase of 305 units to Low Rise Multifamily.

Table B-6 shows the results; the first four columns are identical to what is shown for Table B-5; the last two columns provide adjusted values.

**Table B-6: ADJUSTED Edgewood Projected Housing Needs compared to Available Capacity (2020-2044)**

<i>Income Level (% AMI)</i>	<i>Projected housing need</i>	<i>Zone categories serving these needs</i>	<i>Aggregated housing needs</i>	<i>Total capacity <b>ADJUSTED</b> (ESTIMATE)</i>	<i><b>ADJUSTED</b> (ESTIMATE) Capacity: surplus or deficit</i>
<i>0-30% PSH</i>	<i>418</i>	<i>Low rise multifamily</i>	<i>1,524</i>	<i>1,654</i>	<i>+130</i>
<i>0-30% Other</i>	<i>310</i>				
<i>&gt;30-50%</i>	<i>445</i>				
<i>&gt;50-80%</i>	<i>351</i>				
<i>&gt;80-100%</i>	<i>151</i>	<i>Moderate density</i>	<i>288</i>	<i>314</i>	<i>+26</i>
<i>&gt;100-120%</i>	<i>137</i>				
<i>&gt;120%</i>	<i>585</i>	<i>Low density</i>	<i>585</i>	<i>2,052</i>	<i>+1,467</i>

*PSH = Permanent Supportive Housing*













## **CONCLUSIONS AND RECOMMENDATIONS**

As shown in Table 3, Commerce provides cities with the option to consider how construction of ADUs will contribute to the affordable housing supply. For the purposes of our analysis, we did not need to contemplate this factor chiefly because the Buildable Lands Report did not account for ADUs. However, there is some additional capacity that could be realized. Edgewood must allow two ADUs per lot on all lots that allow single family homes per recent legislation (HB 1337). The City may place limitations based on sewer availability and critical areas. Historically, ADU participation within the City has been low and yet ADUs may already serve an important function in Edgewood by providing affordable housing and that may increase in the years to come if more units are built.

Additionally, Edgewood will soon need to adopt amendments to its zoning code for the state's Middle Housing requirements (HB 1110). Edgewood is a Tier 3 City and as such must broaden the allowed uses in many of its zoning districts to accommodate increased density. This will change how properties may be developed and will also result in an increased supply (and, presumably, an increase supply in less expensive housing) which has not been assessed.

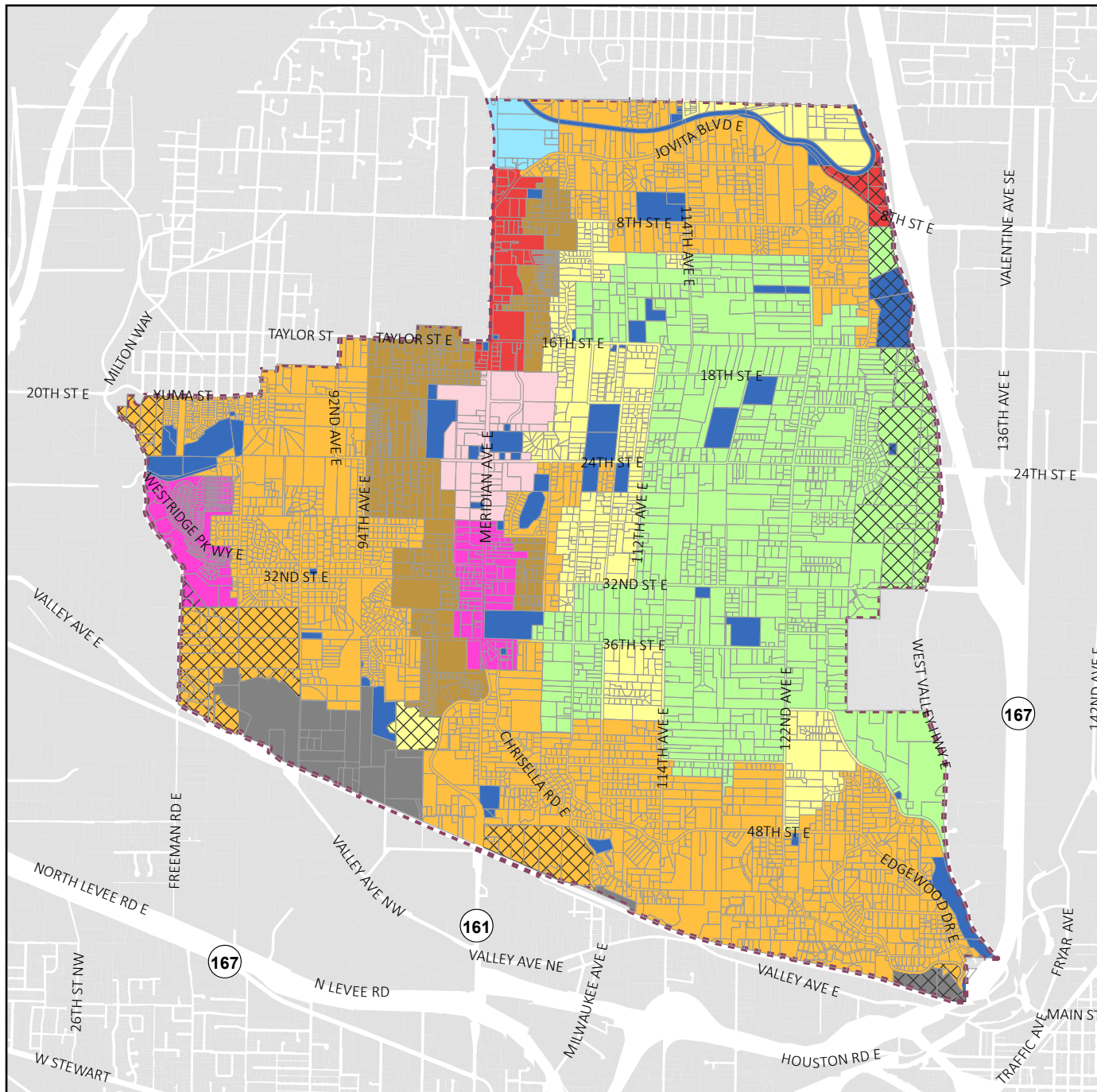
Our analysis, which had a limited scope, confirms that Edgewood will supply sufficient housing zoning if the proposed zoning map is approved. In the future, the city may want to perform a full and revised land capacity analysis (with recalibrated assumptions including consideration for ADU development and Middle Housing changes, and with a full geo-spatial analysis) to ascertain a more complete build-out scenario.

**FUTURE LAND USE MAP  
EFFECTIVE JANUARY 1, 2025  
ORD. 24-0669**

-  City Limits
-  Special Land Use Study Overlay
-  Residential - 1
-  Residential - 2
-  Mixed Residential Low
-  Mixed Residential Moderate
-  Mixed Use Residential
-  Commercial
-  Town Center
-  Public
-  Business Park
-  Industrial



0 0.25 0.5 1  
Miles















**Exhibit B**  
City of Edgewood Current Zoning Map



## ZONING MAP

EFFECTIVE JANUARY 1, 2025

-  City Limits
-  Single-Family 2 (SF-2)
-  Single-Family 3 (SF-3)
-  Single-Family 5 (SF-5)
-  Mixed Residential 1 (MR-1)
-  Mixed Residential 2 (MR-2)
-  Mixed Use Residential (MUR)
-  Commercial (C)
-  Town Center (TC)
-  Public (P)
-  Business Park (BP)
-  Industrial (I)



0 0.25 0.5 1  
Miles

