

If You're Not at the Table, You're on the Menu:
Addressing Urban Planning Reform through Community Collaboration

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Abstract

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Jane Jacobs, a civic activist whose writing continues to influence urban planning, wrote in 1961 that “City planning, as a field, has stagnated. It bustles, but it does not advance” (Jacobs 1961, p. 439). This thesis explores the role that traditional community engagement methods serve in perpetuating segregation in long-range planning through a normalization of prosperity that has reinforced the “matrix of domination,” a term to describe the systems of white supremacist heteropatriarchy, ableism, capitalism, and settler colonialism (Costanza-Chock 2020). The research examines the connections between the people who make decisions in land use planning, and the people who represent communities that have been and continue to be excluded from that process and continue to experience social, cultural, economic, and health disadvantages as a result. The thesis uses research from existing models of community engagement, public policy, and environmental conservation to understand the capacity for humans to adapt to changes that seem radical at the time. The researcher utilized three case studies in Washington state to create a qualitative database of public documents that were analyzed with an inductive approach to identify instances of exceptional planning decisions made by governing bodies in collaboration

with an internal advocate for change to deviate from the status quo and promote the long-range vision for the future of the city. The analysis allowed the researcher to develop a framework for a new model of community engagement to reform long-range planning policies and include people who have been excluded from the planning process at the proverbial table of decision-making.

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Lastly, to my whole heart: my sweet rescue dog, Justin Nicholas Thyme. Your arrival in my life truly was *just in the nick of time!* Thank you for being by my side through everything.

This work is dedicated to my dear friend and one of my biggest supporters, Pia Johns, whose life unexpectedly ended 14 days after I began this academic journey.

Pia, you continue to inspire me to do great things, and you are deeply missed.

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Introduction

A seat at the table: a metaphor for authentic and meaningful inclusion in the process of making decisions. It is something that, even now, sixty years after the Civil Rights Act of 1964 ended legal segregation in public places, historically dominated people in American society are fighting to achieve. This research examines the connections between the people who make decisions in land use planning, and the people who represent communities that have been and continue to be excluded from the public engagement process and continue to experience social, cultural, economic, and health disadvantages as a result.

In the state of Washington, many cities and counties are in the process of updating their comprehensive plans. Comprehensive plans are long-range visions for the future of communities that serve as a guidebook for decision makers and the foundation of development-related decisions. The process to update the plans requires public participation to develop the goals and policies that will guide implementation through development regulations. It is broadly acknowledged within the field of urban planning that the industry standard for community engagement is a means to an end, a way to gather feedback that reinforces approval for maintaining existing development patterns from people who have traditionally been seated the table of inclusion. That process has, overall, led to a continuation of underrepresentation from the people who have been excluded from sitting at the table where decisions are made.

This research serves to answer the question of how instances of exceptional planning decisions can reform long-range planning policies to promote inclusion for the well-being of underrepresented community members. This thesis provides a literature review on current engagement requirements in Washington state and current public engagement models, an exploration into a more collaborative approach to creating radical changes, and research on

evidence for the human capacity to adapt to changes. Through the analysis of three case studies in Washington state, in which governing bodies made decisions to deviate from the status quo to support the future visions for their cities, the research identifies common themes that provide the basis for a new approach to community engagement. The thesis concludes with a proposal for an alternative framework to community collaboration and development in the long-range planning process.

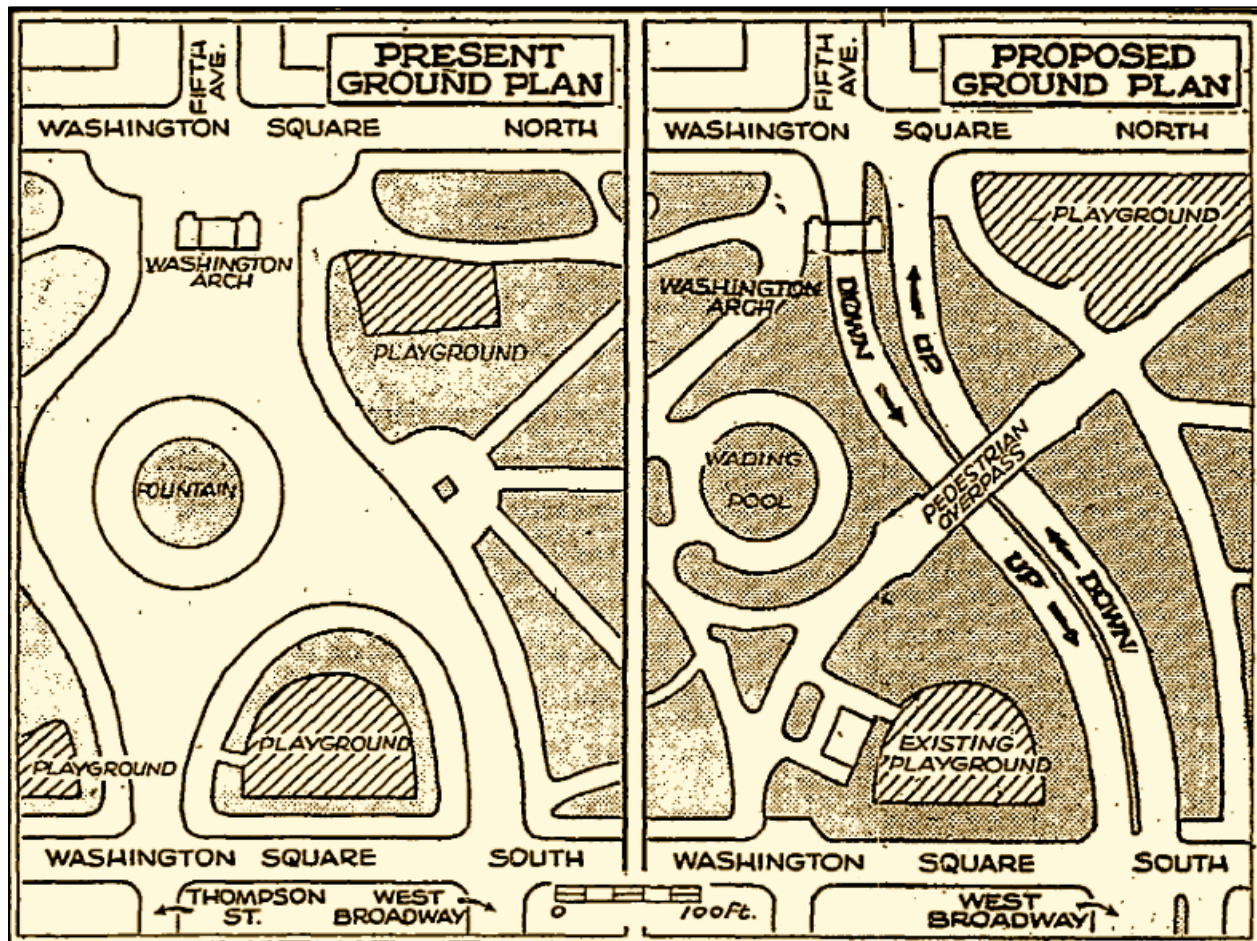
Problem Statement

Traditional community engagement practices for long-range and current planning are broadly viewed on a binary spectrum (good or bad, better or worse, etc.), which forces planners into a repetitive cycle of recreation that lacks creativity and imagination to envision a different approach to how decision makers engage with communities. Rather than exploring a new format, the public engagement process continues to be based on making improvements to the existing structure and fails to achieve meaningful participation from a diverse range of community members. Efforts to create more inclusive methods have largely maintained the status quo: projects and plans that reproduce the “matrix of domination,” a term that describes white supremacist heteropatriarchy, ableism, capitalism, and settler colonialism (Costanza-Chock 2020). The people who fall into the category of “historically dominant,” or “haves,” include the governing bodies in charge of making urban planning decisions, and the community members who have traditionally been included in the public engagement process. The people who fall into the category of “historically dominated,” or “have-nots,” include but are not limited to BIPOC (Black, Indigenous, and People of Color) communities, LGBTQIA2S+ (the inclusive acronym for lesbian, gay, bisexual, transgender and trans, queer and questioning, intersex, asexual or agender, and two-spirit) communities, unhoused communities, disabled communities, and low-

income communities. Since the end of World War II, urban planning decisions have been made in American cities that have standardized a quality of life for historically dominant communities; in other words, the so-called American Dream, which focuses heavily on the expectations for cisgendered, heterosexual nuclear families living in detached, single-unit homes on large lots in car-dependent communities of homogenous neighbors. The normalization of “White advantage” as prosperity has, as described by Goetz et al. in the “Whiteness and Urban Planning” journal article, “[diverted] attention from the structural systems that produce and reproduce the advantages of affluent and White neighborhoods” (Goetz et al. 2020) and has deepened the divide between the historically dominant and historically dominated communities. The system has revealed the importance of community-based organizations that advocate for historically dominated people to live with dignity through changes in urban planning policies.

In 1952, Robert Moses, an influential urban planner and public official, announced a plan to redesign Washington Square in the Greenwich Village neighborhood of New York City. The plan proposed to demolish 416 buildings and displace thousands of residents and businesses in order to route a four-lane highway through the center of the Washington Square Park that would redirect vehicular traffic between Fifth Avenue and West Broadway (see Figure 1).

Figure 1: Washington Square Park Present and Proposed Ground Plan



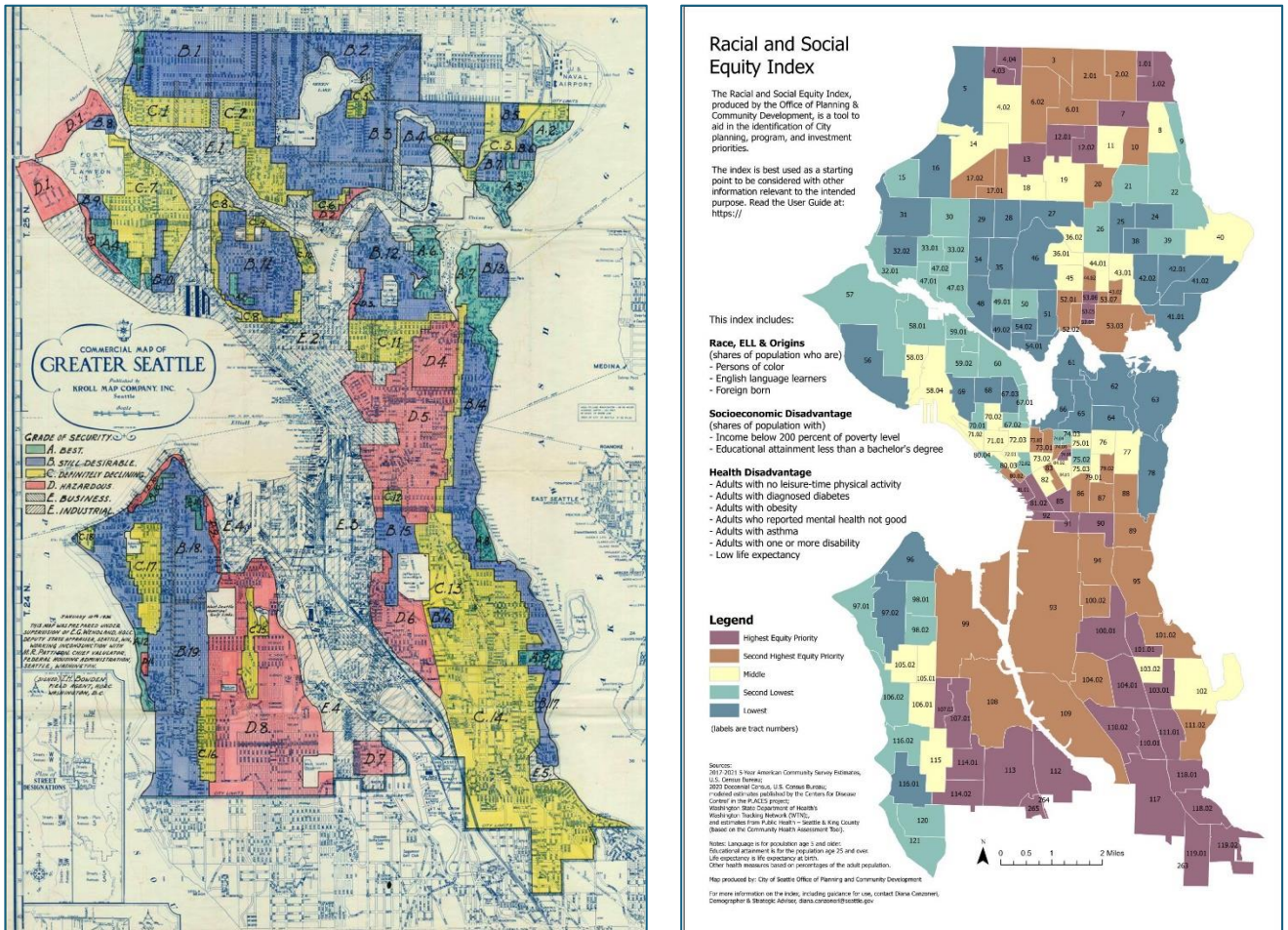
Source: Anthony Paletta, 2016

The plan did not land well with the people living in the neighborhood. Jane Jacobs, an activist whose writing influenced urban planning, worked with other Greenwich Village residents to form the Joint Emergency Committee (JEC) to Close Washington Square Park to Traffic. In a film titled "Citizen Jane: Battle for the City," Jacobs said, "Historically, solutions to city problems have very seldom come from the top. They come from people who understand the problems firsthand 'cause they're living with them and who have new and ingenious and often very offbeat ideas of how to solve them. The creativity and the concern and the ideas down there in city neighborhoods and city communities has to be given a chance, has to be released. People have to insist on government trying things their way" (Tyrnauer 2016). The importance that

Jacobs placed on the people most affected by the actions of decision makers highlighted the role that community-based organizations serve to advocate for the needs of their community members. The JEC demonstrated that neighborhood residents, while not urban planning professionals, have experiential knowledge that is valuable to the planning process. In 1959, the New York Board of Estimate, the governing body that determined land use, voted to prohibit cars from routing through the park due to the involvement from Jacobs and the JEC (Martin 2002).

The efforts to prevent the highway from bisecting Washington Square Park showed the strength that grassroots organizations can have to influence the decisions made in their communities. Not long after that campaign, Jacobs wrote *The Death and Life of Great American Cities*, a book that has maintained relevance for modern urban planners, which states, “Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody” (Jacobs 1961, p. 238). The middle part of that statement, which claims that “only because, and only when” everyone is included in the process is critical to this research. Public participation in urban planning aims to be inclusive of a diverse range of people; unfortunately, the existing process has continued to exclude communities that suffer under the matrix of domination (Costanza-Chock 2020). As such, there has been a tendency to recreate what has come before, with minor revisions, and that has established a status quo that is difficult to change. Inequities remain in housing, public schools, public transportation, and access to nature, healthy food, and basic human services for low-income communities and communities of color. These social, cultural, and health disparities can be mapped in the built environment. As an example, Figure 2 shows the historic redlining map of Seattle, Washington from 1936 on the left, and the Racial and Social Equity Index map from the City of Seattle Office of Planning and Community Development from 2023.

Figure 2: Comparing the 1936 Seattle Redlining Map and 2023 Seattle Racial and Social Equity Index Map



Source: Home Owners' Loan Corporation Security Map, January 10, 1936; City of Seattle Office of Planning and Community Development, 2023

When shown side by side, it is evident that the physical characteristics of historic racial segregation have persisted in the city through the ways that land is divided and allowable uses are designated, despite the fact that both segregation and redlining are illegal. Particularly in the southern portion of Seattle, the areas designated on the redlining map in yellow (definitely declining) and red (hazardous) are shown to have the highest (red) and second highest (orange) equity priorities on the Racial and Social Equity Index map created 87 years later. The modern map—which visualizes an index of racial designations, English language learners, origins of

birth, socioeconomic disadvantages, and health disadvantages—shows that segregation has perpetuated by other means.

The deviations to the status quo have been so incremental, one wonders if they can really be referred to as improvements. One step forward, two steps back. Urban planning in America has found itself stuck in a rut, and that is not a new concept. As Jane Jacobs write in 1961, “City planning, as a field, has stagnated. It bustles, but it does not advance” (Jacobs 1961, p. 439). Even though those words are 63 years old, they feel modern to students who may be learning about urban planning concepts for the first time and wondering why many well-known authors from history are used as contemporary sources of information. One of the key components to the stagnation is the public engagement process, a topic that has been explored by several experts in the planning field.

In 2018, Chuck Marohn—a land use planner, civil engineer, and founder and president of Strong Towns—wrote an article for Strong Towns, a nonprofit media advocacy organization, titled “Most Public Engagement is Worthless.” The article stated that public engagement events, such as public meetings and focus groups, ask participants to describe what they want. He wrote, “The dangerous recommendations are the ones that reinforce what I already think we should be doing” (Marohn 2018). He explained that the *actions* of people should be the data that guides the development of “something that responds to how real people actually live” (Marohn 2018). The information that should be sought is not found in asking people what is needed, but by evaluating what exists and creating changes that build upon the needs of how people interact with the built environment.

One month after Marohn’s article was written, Ruben Anderson—a consultant on behavior change, sustainability, and regenerative systems—wrote a follow-up article for Strong

Towns titled “Most Public Engagement Is Worse Than Worthless.” He claimed that public engagement “actually corrodes the relationships we need to in order to build a strong town” (Anderson 2018). He wrote about the imbalance between the time and energy community members give up in order to participate and the lack of public contribution that may have gone into making a decision. He asked, “What are we trying to do when we do public engagement? Why are all these people in the room? What are we trying to accomplish? Before we gather people for public consultation, we need to be clear and honest about what we are trying to do” (Anderson 2018). There is a need to identify the goal or vision that a project aims to achieve before inviting feedback from the community, and not just from members of the community who are most able to participate in the process. Anderson’s article called for a better understanding of human behaviors, relationships, and expertise to do engagement in a way that implements changes to improve the areas of communities that struggle.

The way that land use plans, development regulations, and specific projects are traditionally approved, with public hearings before planning commission and city council, creates a forum for opposition, rather than productive discussions that lead to actionable changes that disrupt the status quo. James Rojas, an urban planner and community activist, and John Kamp, an urban and landscape designer, wrote the book *Dream Play Build*, in which they referenced a study conducted by Einstein et al. that found that people who actively participate in public meetings are “more likely to be older, male, longtime residents, voters in local elections, and homeowners” (Rojas and Kamp 2022, p. 6). In the book, Miroo Desai, a senior planner in Emeryville, California, noted that those most likely to attend public meetings predominately self-identify as white (Rojas and Kamp 2022, p. 5). In other words, public meetings—such as open houses, charettes, and public hearings—solicit feedback from a very specific group of

community members, which is then used to inform decisions that affect everyone with the understanding that it is representative of the community's desires or well-being. Outcomes of public meetings, a standard community engagement method, are widely acknowledged by planning professionals to be made worse by the fact that they not only exclude certain members of the population, but they also fail to account for the intersectionalities of racial, social, and cultural identities of those who are excluded. Intersectionality is “the belief that our social justice movements must consider all of the intersections of identity, privilege, and oppression that people face in order to be just and effective” (Oluo 2018, p. 98). For many planning projects, a community profile or demographics report is assembled to understand the existing conditions of the people living in proximity to the project. Racial designations and economic factors are often symbolized in separate graphs that offer simplified representations of the various identities within those communities. Those monolithic representations serve to uphold the normative standards of who people are, how they are categorized, and how many may have been included in engagement activities. This approach does not capture the nuances of identities that are present in historically dominated communities or help decision makers understand the overlapping and intersecting needs of the people who live in them.

All of this together has created a system of “means-based planning” in which the planning field is forced to envision methods that will make the community engagement process better or more inclusive. In other words, as written by Markus Johnson in his University of Washington thesis on disrupting racial planning, “there is a belief that a better process will result in the outcomes the field is looking for” (Johnson 2022, p. 40). Ijeoma Oluo—a writer and activist based in Seattle, Washington—wrote that one of the greatest weapons that white supremacy has is a “war on imagination.” She expressed that there is an audacity to

“unapologetic imagination [that requires us to] cast aside what we’ve been told is possible, what we’ve been told is the best we have to hope for, and try to build from our wildest dreams” (Oluo 2024, p. 3). In order to avoid being “on the menu,” so to speak, planning professionals need to imagine a new way for marginalized community members to be at the proverbial “table” when decisions are being made.

Based on the evaluation of the case studies, this research concludes with a new framework to revolutionize future community development practices that apply to the policy and development regulations update processes, as well as specific development projects.

Hypothesis

Community-based organizations (CBOs) are described as nonprofit organizations that are “focused on issues and concerns at the local level [and provide] an innovative approach to developing communities in response to the failure of top-down development strategies” (Aideyan 2018). Throughout this research, the term “community-based organizations” serves to account for the wide variety of groups that include, but are not limited to place-based communities, nonprofit organizations, grassroots organizations, and affinity groups that exist to promote the representation and well-being of their members. Many CBOs promote inclusion that is not necessarily based solely on monolithic representations of identities, but that acknowledge the intersectionalities of community members.

Community-based organizations are ideal partners for decision makers, as they are driven by missions and values to benefit communities that have been underserved and underrepresented within the matrix of domination, they must navigate local planning policies and development regulations, and they are often keyed into legislative actions and advocacy. CBOs are uniquely suited to providing policy recommendations for urban planning projects because they take a

creative, nonprofit approach to finding solutions, and they typically specialize in a topic that is related to an element of comprehensive planning (e.g., housing, transportation, environmental stewardship, community development, etc.). The organizations typically work with a more diverse range of community members than are typically found in standard public engagement efforts, and they typically have the flexibility to imagine bolder approaches to enhance communities. By establishing and prioritizing long-term relationship-building with CBOs, decision makers can more easily understand the strategies that communities have developed to overcome obstacles in the built environment and collaboratively reform the goals and policies of their long-range planning documents to facilitate an inclusive future.

Literature Review

Current Engagement Requirements

In 1990, the state of Washington adopted the Growth Management Act (GMA) to address issues of urban sprawl, natural resource degradation, and uncoordinated capital facilities, with the aim of protecting public health and the environment (Revised Code of Washington 36.70A.020). As such, most cities and counties in Washington are required to adopt a comprehensive plan to establish the vision, goals, and policies that guide growth and development. Under the Washington Administrative Code (WAC) and the Revised Code of Washington (RCW), there are laws that require public participation in comprehensive planning. The WAC section on public participation states that “Each county and city planning under the [GMA] must establish procedures for early and continuous public participation in the development and amendment of comprehensive plans and development regulations” (WAC 365-196-600(1)(a)). The GMA states, “Each county and city that is required or chooses to plan under

RCW 36.70A.040 shall establish and broadly disseminate to the public a public participation program identifying procedures for early and continues public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans” (RCW 36.70A.140). Both the referenced laws in the WAC and RCW include a list of procedures, which consists of a “broad dissemination of proposals and alternatives, opportunity for written comments, public meetings after effective notice, provision for open discussion, communication programs, information services, and consideration of and response to public comments” (WAC 365-196-600(1)(b), RCW 36.70A.140). The measures themselves are not further defined, nor are there metrics to determine the success of these outreach methods.

The Washington Administrative Code provides three recommendations to meet the requirements for public participation, which include a public participation program, a visioning process, and use of a planning commission, whose role should be defined in the public participation program (WAC 365-196-600(3)). Involvement from historically underrepresented individuals is encouraged to allow for “innovative techniques that support meaningful and inclusive engagement for people of color and low-income people” (WAC 365-196-600(4)), but it is not required. In fact, the code states that cities and counties “should try” to include people that have been previously excluded from the comprehensive planning process, and that they “should consider potential barriers to participation that may arise due to race, color, ethnicity, religion, age, disability, income, or education level” (WAC 365-196-600(4)). The use of the word “should” effectively minimizes the importance of including community-based organizations and all the people they represent.

Additionally, both the WAC and RCW explicitly state that “errors in exact compliance with the established procedures do not render the comprehensive plan or development

regulations invalid if the spirit of the procedures is observed” (WAC 365-196-600(1)(c), RCW 36.70A.140). In other words, while public participation is required by law, the methods are not standardized, nor are jurisdictions penalized if those methods do not result in inclusive participation, so long as the attempt was made. Essentially, the public needs to be engaged in the comprehensive planning process, but if “the public” consists only of historically dominant community members and continues to exclude historically dominated residents, that is acceptable. This approach to community engagement, which could be described as lackadaisical, could very well be a primary factor for decision makers to continue upholding the status quo and not intentionally strive to build relationships with community-based organizations.

At the federal level, on April 6, 2023, through the Executive Order on Modernizing Regulatory Review, President Joe Biden amended Executive Order 12866 Section 2 for “Affirmative Promotion of Inclusive Regulatory Policy and Public Participation” to include opportunities for public participation that are designed to “promote equitable and meaningful participation by a range of interested or affected parties, including underserved communities” (Executive Order 14094(2)(a)) and that participation efforts shall include, “as practicable and appropriate, community-based outreach” (Executive Order 14094(2)(b)). The Office of Information and Regulatory Affairs (OIRA), part of the Office of Management and Budget within the Executive Office of the President, issued guidance for federal agencies to implement community engagement through the regulatory process (Revesz 2023). While cities and counties within the state of Washington are exempt from Executive Order 14094, it is noteworthy that public participation within the process of developing regulatory policies has been recognized at the national level as something that needs to be more inclusive.

Within the planning profession, the American Planning Association (APA) is a membership organization that “exists to elevate and unite a diverse planning profession as it helps communities, their leaders, and residents anticipate and meet the needs of a changing world” (American Planning Association About APA n.d.). The APA’s professional institute, American Institute of Certified Planners (AICP), provides “the only nationwide, independent verification of planners’ qualifications” (APA AICP n.d.). All certified planners are bound to abide by the AICP Code of Ethics and Professional Conduct, which “guides and inspires ethical decision-making and protects AICP-certified planners when faced with controversial or difficult choices” (APA Code of Ethics Update n.d.). While not a law, in its efforts to “continuously pursue and faithfully serve the public interest,” the ethical principles as adopted by the APA Board in 1992 indicate that participants in the planning process should “strive to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of disadvantaged groups and persons” (APA Ethical Principles in Planning 1992). Essentially, professional planners who join the APA express a commitment to integrate historically dominated communities into the planning process. Additionally, the APA published guidance for an “equity-in-all-policies approach” to challenge “planning practices and actions that disproportionately impact and stymie the progress of certain segments of the population (APA 2019, p. 6). However, planners are not required to join the APA’s paid membership organization, and those who opt out of joining do not have to consider equity in urban planning.

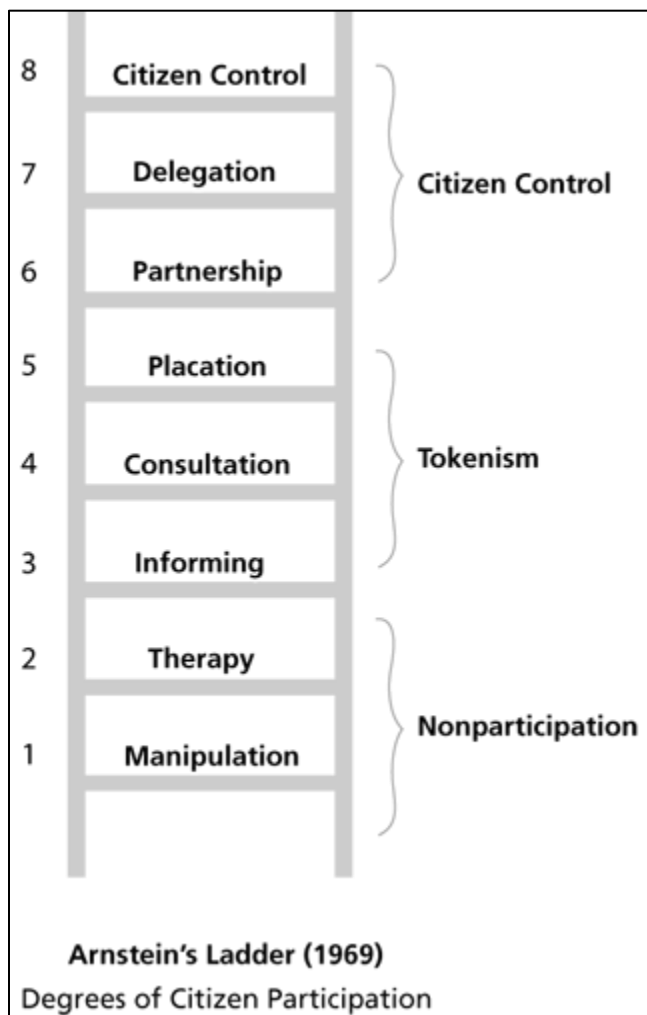
It is evident from both the public and private sectors that inclusive engagement with diverse members of communities at the federal, state, and local levels is essential, lends value to the planning process, and does not seem to be happening on a larger scale. There is room for improvement in the ways that cities, counties, and professional planners conduct public

participation, and expectations to do make those improvements. What the planning field seems to be missing is the means to promote inclusive methods in the development of comprehensive planning policies.

Current Engagement Methods

There are two models within the planning field that are consistently referenced during discussions of creating more inclusive public engagement techniques. The first is the Ladder of Citizen Participation, developed by Sherry Arnstein in 1969, often referred to as “Arnstein’s Ladder.”

Figure 3: Arnstein's Ladder



Source: Sherry Arnstein, 1969

Arnstein was the chief advisor for citizen participation in the United States Department of Housing and Urban Development in 1966 (American Association of Colleges of Osteopathic Medicine n.d.). Her work helped her develop the degrees of citizen participation, visualized in a ladder with three categories: nonparticipation, tokenism, and citizen control. The ladder is described as a juxtaposition of:

[...] powerless citizens with the powerful in order to highlight the fundamental divisions between them. In actuality, neither the have-nots nor the powerholders are homogenous blocs. Each group encompasses a host of divergent points of view, significant cleavages, competing vested interests, and splintered subgroups. The justification for using such simplistic abstractions is that in most cases, the have-nots really do perceive the powerful as a ‘monolithic system,’ and the powerholders actually do view the have-nots as a sea of ‘those people,’ with little comprehension of the class and caste differences among them (Arnstein 1969).

While those words were first published over five decades ago, they remain relevant today. Even amongst those who represent the public, then referred to as “citizens” and “have-nots,” there are divisions within communities, which this research refers to as “multiple publics.” Those who can participate in traditional methods—the older, longtime residents who own land and self-identify as white—are separated socially, economically, and culturally from “those people,” or the members of their communities which have been marginalized under the matrix of domination.

The Ladder of Citizen Participation model is not without critiques, as it does not provide a “clear methodology for choosing who participates and how citizen participation is conducted” (Fainstein and Lubinsky 2020, p. 133). Urban planners who value involvement from a diverse array of community members may be hindered by barriers such as language and a lack of connected relationships. Additionally, given the heightened political sensitivity around the topic of immigration, “the very use of the term ‘citizen’ raises questions about who has the right to

participate” (Fainstein and Lubinsky 2020, p. 134). It is now more common to for cities and counties to use the words “public” or “community” when referring to the engagement process, but both of those words maintain the idea that there is one public or one community whose interests are represented only by those who can participate. However, within the book titled *Learning from Arnstein’s Ladder*, there are six components that have been “associated with successful community actions” when applied to an argument in favor of the category for citizen control:

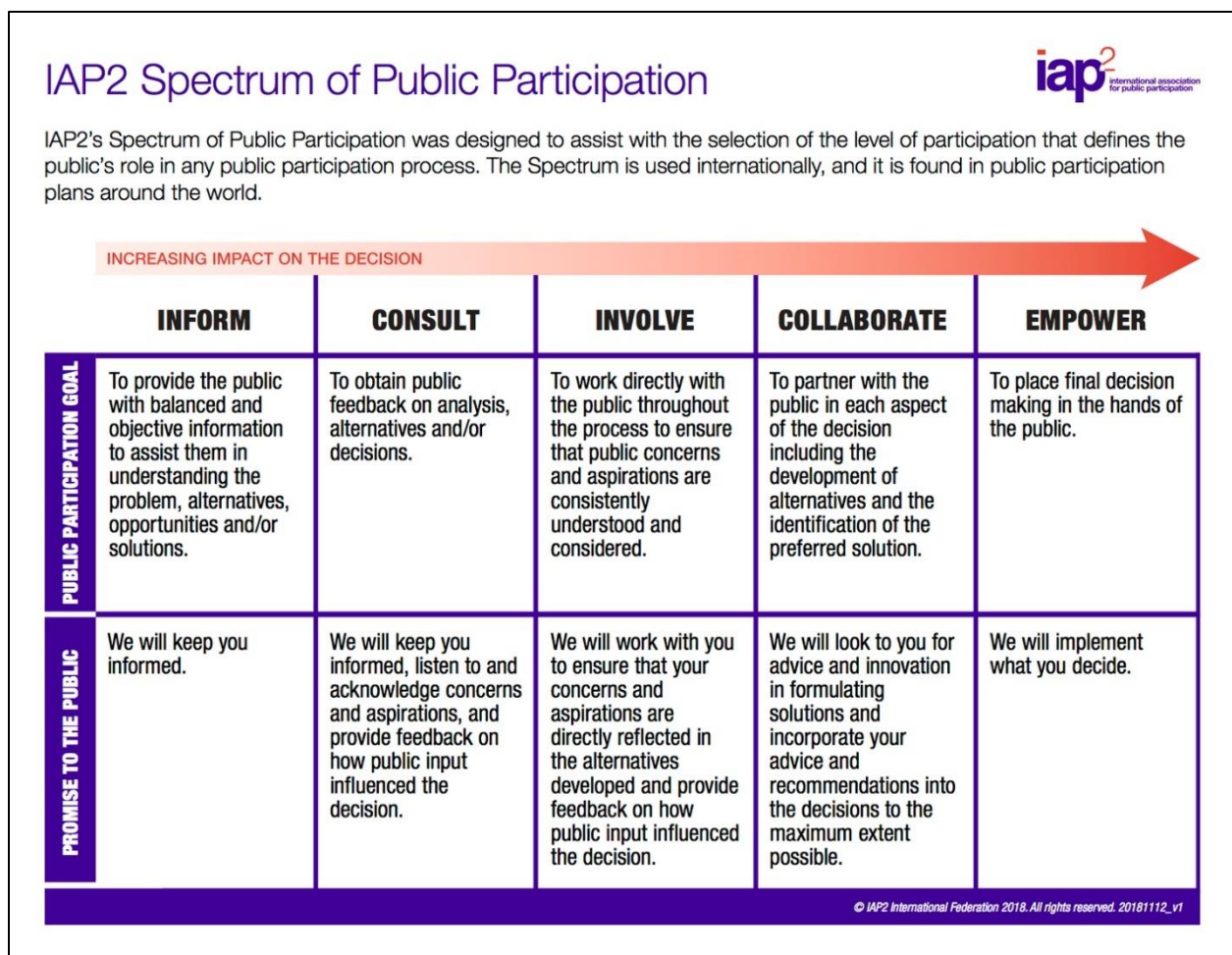
- A diverse and inclusive community organization or coalition, which generates community-wide awareness and facilitates the flow of information and resources
- Generalized leaders who seek to build bridges between diverse social fields
- Capacity for leadership development
- Organizations or institutions with resources available for community development
- Multi-interest planning processes
- Pro-active action organized in response to collectively recognized community needs” (Fainstein and Lubinsky 2020, p. 141).

Essentially, if the goal of public engagement is to utilize methods that fall within or move toward the category of citizen control and integrate collaborative efforts with community members that have been historically excluded from the planning process, then those six criteria need to be present. The first two criteria point to the importance of having a relationship with community-based organizations.

Overall, it is interesting to note that the Arnstein model was developed during the same decade as Jane Jacobs published *The Death and Life of Great American Cities* and the Civil Rights Movement. Perhaps this is indicative of the top-down approaches that were being used at the time, and the ways that underrepresented and underserved community members were calling for recognition and inclusion in the decision-making process.

The second model is the Spectrum of Public Participation, designed by the International Association for Public Participation (IAP2) in 2018. The IAP2 mission is to “promote and advance public participation / community engagement globally through targeted initiatives that are guided by culturally adaptive standards of practice and core values” (IAP2 International Federation 2021). The spectrum serves to identify the goal of decision makers within the public engagement process.

Figure 4: Spectrum of Public Participation



Source: International Association for Public Participation, 2018

The IAP2 model is shown to move horizontally, which is a shift from the Arnstein model, which moved vertically. Visually, that seems to convey a less hierarchical approach to engagement efforts between communities and decision makers. Similarly to Arnstein’s Ladder,

however, there is no clear guidance to determine who the public includes or how the decisions are made.

Additionally, the empowerment end of the spectrum separates the role of making a decision (held by the public) from the role of implementing the decision (held by the governing body). In this way, it seems to remove engagement and collaboration from the process entirely, which could lead to issues related to multiple publics that exist within specific jurisdictions, as discussed earlier with Arnstein's Ladder. For example, as noted earlier, certain types of public engagement events tend to have limited participation from specific demographic groups, rather than broad participation from a diverse range of affected community members. With the IAP2 model, it is unclear whether "the public" would include everyone who is affected by a project, or everyone who participated in the engagement event(s). As in Arnstein's Ladder, the Spectrum for Public Participation is a simplified representation, but it is not without critiques.

These models are widely used in urban planning education and provide an accessible way to visually explore the ranges of input that members of the public can have in relation to the ways that decisions are made and implemented. However, both models end up with control or empowerment to make decisions that are given entirely up to a group of unspecified stakeholders. Neither model of participation is perfect, and it remains to be seen if they can be improved upon, or if it will take a more imaginative approach to establish something that looks more like "collaborative co-creation" (Lacy 2022). Collaborative co-creation envisions a process that relies on partnerships between decision makers and community-based organizations "who are most connected to (and impacted by) the issue at hand so that problems can be appropriately framed, and meaningful solutions can be designed together" (Lacey 2022, p. 13). In this way, decision makers can go beyond the traditional approaches to community outreach, participation,

and engagement, methods that rely on performative, temporary relationships, and build relationship bridges between different leadership groups.

Collaborative Co-Creation

Both of the previously described public engagement models clearly show that there is a range in the levels of participation within the decision-making process. However, neither model demonstrates the range of inclusion or participation that is needed, expected, or typically seen from non-decision makers, nor do they address the processes to develop or continue building relationships with the public. Debbie Lacy, the founder and executive director of Eastside for All, a community-based organization in Redmond, Washington, developed a presentation for city leaders titled, “Who Builds the Table? From Community Engagement to Collaborative Co-Creation,” which expanded on Arnstein’s Ladder and the Spectrum of Public Participation by calling for a shift from engaging in transactional relationships to building relationships that are transformational and foster collaborative co-creation. She wrote that shifts are required to “increase awareness about the damage that inauthentic community engagement does” and that inequities are perpetuated “when the decision makers and the people calling for engagement efforts are not themselves connected to communities on the receiving end of those efforts” (Lacy 2022, p. 16-17). In fact, the word “engagement” is a performative type of transaction that lends itself to being a singular occurrence; by definition, it is “an arrangement to meet or be present at a specified time and place” (Merriam-Webster n.d.), not a series of events between the same groups of people that take place over time. In this way, the act of engaging can be viewed as a temporary step in the larger process of making decisions, rather than a collaborative process to create something together that is built upon a strong relationship.

Engaging with a community is a very different type of action than building relationships, fostering trust, including historically dominated communities, or advancing equity. On October 13, 2021, during the Autumn 2021 academic quarter at the University of Washington, Rico Quirindongo, then-Interim Director of the City of Seattle Office of Planning and Community Development, was a guest lecturer for the Urban Design and Planning 505 Urban Form course in the Master of Urban Planning program. He stated, “You can’t regulate people to care,” and then explained that urban planners have to play the long game to move beyond transactional relationships in order to shift policies that implement regulations centered on the people who need care. This points to the importance in building relationships between community-based organizations and governing bodies to take the concept referenced earlier from Jacobs—that cities can take care of everyone only if they are created by *everyone*—and turn that into a reality.

Relationships that move beyond transaction are crucial to addressing the needs of people within underserved communities. As Sasha Costanza-Chock—a researcher, designer, and associate professor—wrote, “Wherever people face challenges, they are always already working to deal with those challenges; wherever a community is oppressed, they are always already developing strategies to resist oppression” (2020, p. 92). Their principle is based on a commitment that professionals striving for justice “work with community-based organizations that are led by, and have strong accountability mechanisms to, people from marginalized communities” (Costanza-Chock 2020, p. 92). There is strong evidence that CBOs are successful in bridging gaps between segregated societal groups, in creating connections and building trust between neighborhoods and civic leaders, and in fostering the development of social capital (Klinenberg 2018, Putnam 2000). Additionally, there is evidence which suggests that when like-minded individuals—such as those who participate in CBOs to further the organization’s mission

and values, and those who join planning commissions to implement a city’s long-range vision—deliberate over a topic on which they largely agree, they often arrive at a conclusion that is “more radical than that initially embraced by any individual member of the group” through “the law of group polarization,” a term that was coined by Cass Sunstein, a behavioral economist at Harvard (Mounk 2023, p. 113). This suggests that decision-making bodies in the state of Washington, tasked with updating city and county comprehensive plans, ought to prioritize collaborations with CBOs whose missions align with the goals of specific chapters. Radical changes, so called because they disrupt an overall perception of normality, are not out of the realm of possibility, and it will require imagination through co-creation to achieve them.

Capacity to Adapt to a “New Normal”

“Social justice never simply happens; we need to center that in our policies and planning,” said Dr. Julian Agyeman, during a guest lecture at the University of Washington (UW) on April 24, 2024. Agyeman, a renowned professor of Urban and Environmental Policy and Planning and Fletcher Professor of Rhetoric and Debate at Tufts University, described the need to think creatively about who gets to belong in cities as they plan for future growth. Achieving policies that incorporate, as encouraged by WAC 365-196-600(4) “innovative techniques that support meaningful and inclusive engagement for people of color and low-income people” will require that bold actions are taken on the part of governing bodies. Fundamentally, change is an inevitable part of the growth process, and adapting to changes is often met with resistance. However, psychotherapist David Richo wrote, “What we are not changing, we are choosing” (Richo 1991, p. 27). It is critical to remember that humans cannot grow without change, nor can they change without self-reflection and self-improvement. Cities and counties should be considered the same: in order to grow, they must change, or they

must make a choice to resist change. For cities and counties with governing bodies that are prepared to address changes in their futures, there are two concepts that demonstrate the human capacity to adapt to changes in the built and natural environments.

The first is a model of policy change known as the Overton Window, a concept that describes the range of ideas that are considered to be acceptable within the current perception of normality (Lehman 2020, Jachowski et al. 2023). As shown in Figures 5 and 6, the Overton Window has two extreme ends: no government regulation and total government control. Decision makers may consider the ideas that fall outside the window to be too bold in the moment, however, the window can be moved in either direction and can be made larger or smaller, depending on things like current trends, historical events, or a global pandemic.

Figure 5: Overton Window, Example 1



Source: *The Mackinac Center for Public Policy, 2020*

In the example shown in Figure 5, the idea that women in the United States could have equal voting rights to men was once extremely outside the realm of possibility. Over time, that idea became less radical and, as shown in Figure 6, has become normal in American politics. The

window not only moved to the extreme end of where it began, but it also shrank down until only one option (once considered to be extremely radical) remained.

Figure 6: Overton Window, Example 2



Source: *The Mackinac Center for Public Policy, 2020*

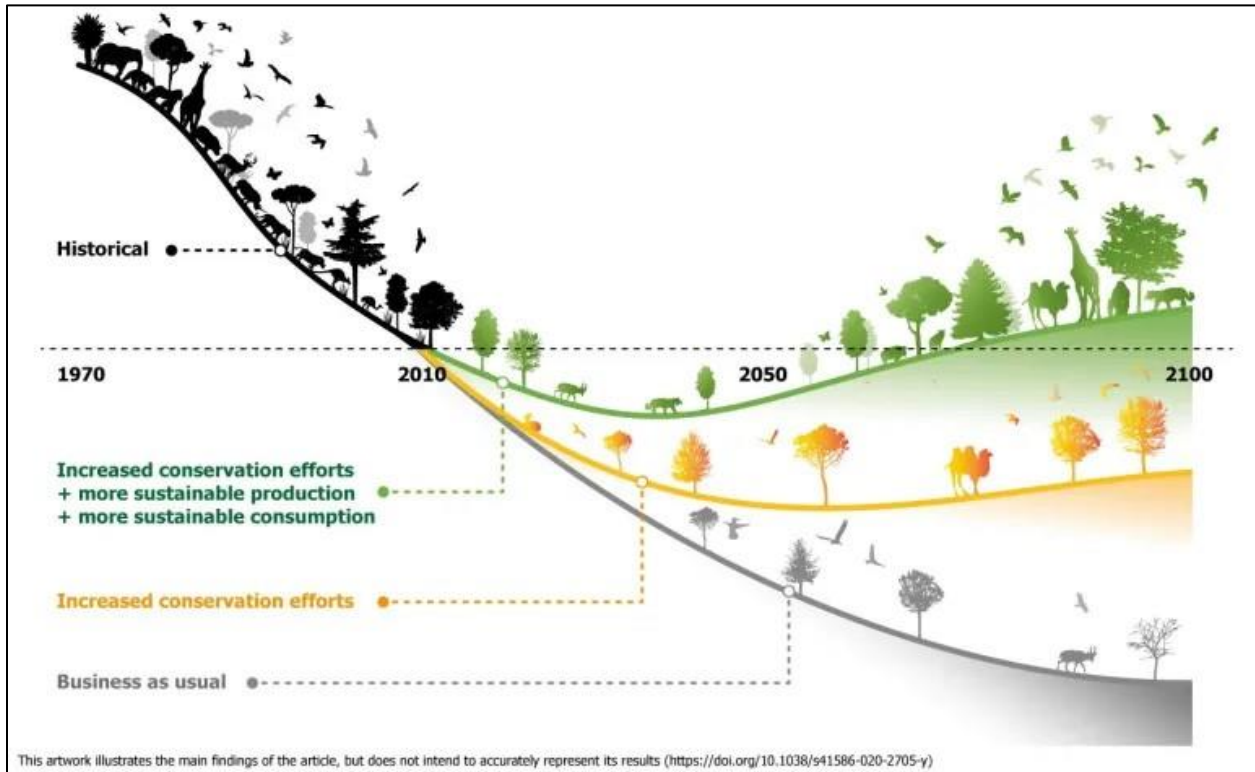
Other examples include school segregation, made illegal in 1954 through the United States Supreme Court case *Brown v. Board of Education*; interracial marriage, legalized in 1967 through U.S. Supreme Court case *Loving v. Virginia*; and redlining and racial covenants, which were no longer legal under the Fair Housing Act of 1968.

It is important to note that political leaders themselves do not move the window; rather, they are able to use the window to determine policies and ideas that are, as stated by Joseph G. Lehman, the president of the Mackinac Center for Public Policy, “on the verge of possibility. Ideas that are near the edge of the Overton Window, but just outside of it, may be tomorrow’s policy reality” (Lehman 2020). The public’s idea for what constitutes as normal is what moves the window, and allows governmental bodies to adopt new policies. Ruha Benjamin, a sociologist and professor in the Department of African American Studies at Princeton

University, wrote about the ways in which we challenge what is normal, and the ways in which we allow ourselves to change and to accept differences in others that go beyond our expectations. In her book titled *Viral Justice: How We Grow the World We Want*, she asked, “Isn’t that part of how norms change? By questioning what we value, by shifting how we treat one another?” (Benjamin 2022, p. 181). The Overton Window can be used by cities and counties to understand current societal norms, or the status quo, and to identify what ideas need to be addressed to shift those norms in order to achieve the vision, goals, and policies in their comprehensive plans.

What is perceived as normal can be described as a cultural or social baseline. The second concept, known as Shifting Baseline Syndrome (SBS), has been used by environmental conservationists. SBS describes a phenomenon in which the passage of time alters the human perception of normality in comparison to an historical baseline. In other words, “members of each new generation accept the situation in which they were raised as being normal” (Soga et al. 2018, p. 222). This concept is visualized in Figure 7.

Figure 7: Bending the Curve



Source: Wageningen University & Research, September 10, 2020

While the SBS phenomenon is considered to be a negative consequence for environmental conservation, it can be used to illustrate the overall ability for humans to adapt to political, social, and cultural changes. As indicated by the bottom curve in Figure 7, labeled “Business as usual,” SBS demonstrates the tendency in humans to experience changes in the built and natural environments, and continuously adjust to what they consider “normal.” In fact, during the first two years of the COVID-19 pandemic, the phrase “new normal” became ubiquitous as communities across the globe adjusted to rapidly evolving changes in health, safety, day-to-day activities, and waves of social protests in response to the murder of George Floyd.

As Dr. Agyeman expressed during his April 24, 2024 lecture at UW, “We need a new political system for these new times. We need visionary mayors and politicians. Good shit doesn’t happen without really good mayors.” With that in mind, the following case studies

provide the basis for what could be considered a radical approach to the political system in which urban planners, cities, and counties plan for a future that adapts to a new perception of normality.

Methodology

This research utilized three case studies to create a qualitative database of public documents that were analyzed with an inductive approach to develop a framework for a new model of public participation. The locations of each case study are as follows:

- Colville, Washington – a rural city with an estimated population of 4,925¹
- Redmond, Washington – a suburban city with an estimated population of 77,490
- Seattle, Washington – an urban city with an estimated population of 779,200

The cities were selected because each one had a project that deviated from the status quo in order to advance the long-range visions for their respective communities. The three locations are all different in terms of square footage, population, and other social characteristics. Figure 8 shows a selection of characteristics from the American Community Survey that serves to briefly illustrate the diversity of the cities in comparison to each other but does not attempt to account for the range of intersectionalities of each city's residents.

¹ The numbers for all three cities represent the official April 1, 2023 population estimates released by the Washington Office of Financial Management (<https://ofm.wa.gov/washington-data-research/population-demographics/population-estimates/april-1-official-population-estimates>).

Figure 8: Selected Characteristics of Colville, Redmond, and Seattle

Label	Colville	Redmond	Seattle
Total households	2,071	30,190	345,246
Percent of households with no spouse or partner	46.6%	38.9%	54.7%
Percent of renter-occupied households	41.9%	53.4%	55.5%
Percent of households with no vehicle available	9.9%	7.1%	18.9%
Percent of population born outside the United States	1.2%	42.9%	19.8%
Percent of population that speaks a language other than English	3.2%	47.3%	22.9%
Median household income (dollars)	45,972	155,287	116,068

Source: 2022 American Community Survey 5-Year Estimates, Tables DP02, DP04, and S1901

Each case study was based in a city with a government website and publicly available documentation that recorded the exceptional planning decisions—those that deviated from the status quo—that were made by the governing bodies as they went through the planning process. These included meeting minutes from the Colville Planning Commission,² the Colville City Council, the Redmond Technical Committee, and the Redmond Design Review Board. Other materials from city websites included the Colville Comprehensive Plan, the Colville Municipal Code, the Redmond Comprehensive Plan, the Redmond Municipal Code, the Redmond Zoning Code, a memorandum from the City of Redmond Senior Planner to the Redmond Design Review Board, the City of Redmond public calendar, the Seattle Comprehensive Plan, the Seattle Transportation Plan, the Seattle Bicycle Master Plan, the City of City Racial and Social Equity Index Users’ Guide, and the Healthy Streets project page within the Seattle Department of Transportation (SDOT). Specifically for the Seattle case study, other governmental documents included executive orders from the mayor, a press release video from the former mayor, and a proclamation from the governor of Washington.

² It should be noted that the researcher was in the role of clerk for the Colville Planning Commission from December 14, 2021 until May 1, 2023; however, the only meeting minutes used for this research were those which are publicly available on the city’s website and did not include any personal notes or reflections. Additionally, this research commenced on October 12, 2023.

Four slide decks from presentations were included in the data. Two were provided by Marisa Flores, the community manager for the Together Center in Redmond; one was provided by Debbie Lacy, the founder and executive director of Eastside for All in Redmond; and one was developed by SDOT and publicly available through the Young Professionals in Transportation website.

Several additional media outlets were sourced. These included the SDOT Blog, the Seattle Office of the Mayor Blog, the Seattle Bike Blog, the Puget Sound Business Journal, the Seattle Neighborhood Greenways website, the Redmond Reporter, and the Seattle Times.

The researcher reviewed all the documents and identified common themes, or codes, within each case study. Using those codes, four criteria were developed and used for the analysis of each case study. The criteria served to identify critical points of exceptional instances of decision-making and are shown in Figure 9 with examples from the Redmond project.

Figure 9: Criteria for Analysis

Analytic Criterion	Description	Example
Long-range vision	Each case study was located in a city with a comprehensive plan that outlined a vision for the community’s future, as required by the Growth Management Act in the state of Washington.	“[Redmond] is a place where diversity and innovation are embraced, and action is taken to achieve community objectives.”
Internal advocate for change	Each case study had a person or a group of people that provided information on how the project would advance the city’s long-range vision.	The Redmond project was led by a community-based organization, the Together Center.
Decisions to deviate from the current standard (status quo)	Each case study had a person or a group of people who made decisions to shift away from the normative baseline within which the project was proposed.	The Redmond Design Review Board allowed conditions for the project that deviated from the standards in the Redmond Municipal Code and Redmond Zoning Code.
Mechanism of implementation	Each case study was officially approved or implemented by the city’s governing body.	The City of Redmond Technical Committee issued a Site Plan Entitlement Type II Notice of Decision to approve the Together Center project.

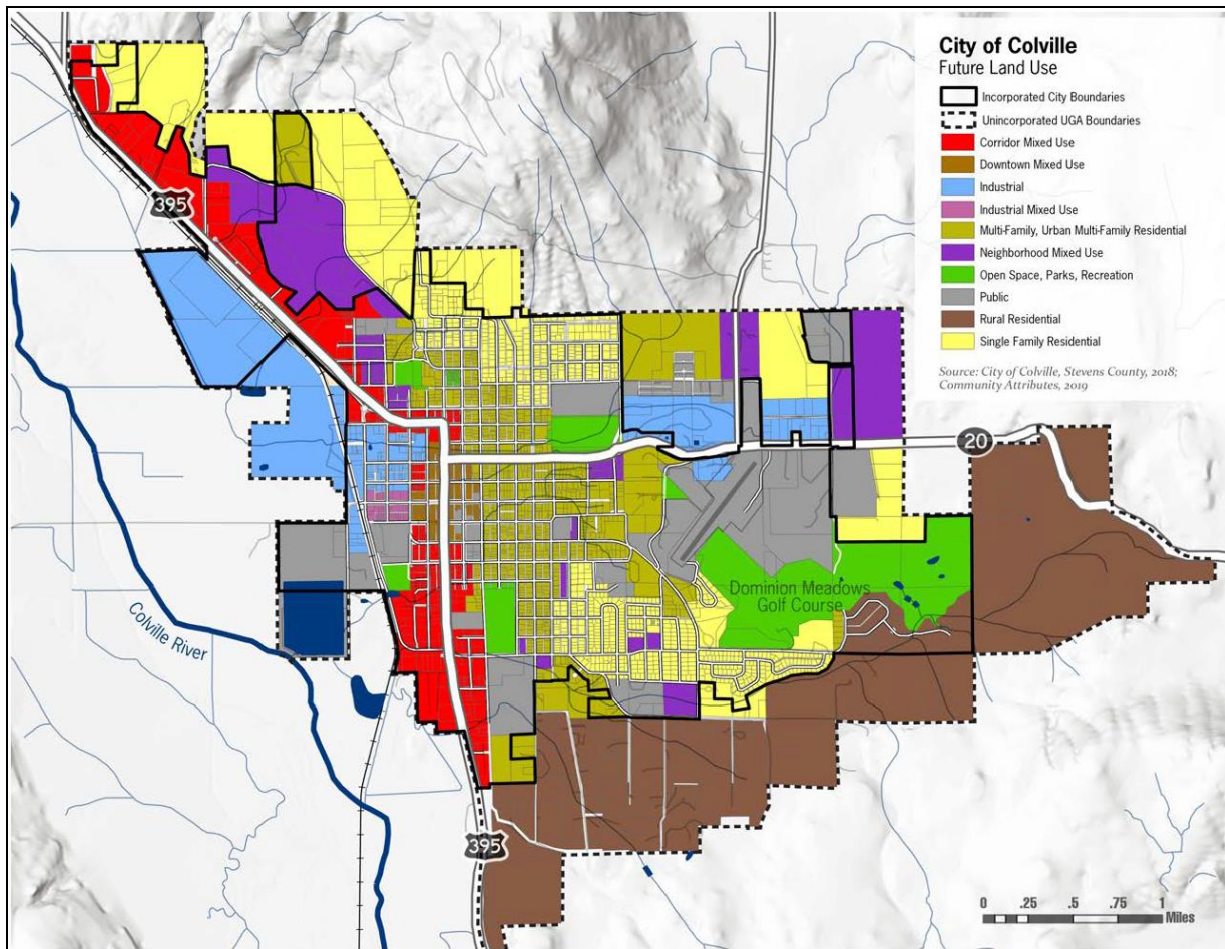
Case Studies

Neighborhood Mixed Use District – Colville, Washington

The City of Colville (City) is located in eastern Washington, about 70 miles north of Spokane. On October 26, 2021, the City of Colville adopted their updated Comprehensive Plan, with a vision statement that reads, “Colville is a thriving small town that is committed to its people, places and prosperity” (Colville Comprehensive Plan 2020, p. 12). The City’s vision indicates that the decision makers—in this case study, the Colville Planning Commission and the Colville City Council—are committed to projects now that will enable residents and places in the community to thrive and prosper in the long term.

The updated Comprehensive Plan introduced the Neighborhood Mixed Use (NMU) land use designation to the future land use map (Colville City Council 2021). The NMU designation serves to “create mixed-use nodes and promote walkability within the City” (Colville Comprehensive Plan 2020, p. 41). The Comprehensive Plan identified parcels in the city to be rezoned as NMU, which would allow for more walkability, a mixture of uses, more middle housing types, and permanent supportive housing. The proposed NMU zones are indicated in purple in the Future Land Use Map shown in Figure 10.

Figure 10: City of Colville Future Land Use Map



Source: Colville Comprehensive Plan, 2020

As described in Figure 8 of the methodology section, approximately 42% of households in Colville are occupied by renters, and nearly half of all households in the city are occupied by

people who live without a spouse or partner. It makes sense that the comprehensive plan would introduce a zone to allow a larger variety of housing types and neighborhood uses in walkable nodes, rather than uphold the standard for detached homes on large lots. The Colville Planning Commission went through a process to implement the NMU zone into the Colville Municipal Code (CMC). The process began with a series of workshops, which took place at public meetings between April 6 and November 7 of 2022 and will be described in more detail in the following section. The workshops were guided by the City's contract planner, Aaron Qualls, who is a certified by the American Institute of Certified Planners and was the internal advocate for change throughout the process.

The public engagement process followed a standard format. The City of Colville issued public notification of Planning Commission meetings that were open to the public, during which they workshopped the draft code with development regulations and design standards. Mr. Qualls provided information to the Planning Commissioners regarding off-street parking and its effects on residential and commercial development, design standards and their effects on the experience of pedestrians, and neighborhood connectivity and its effects on accessible mobility. The Planning Commission members "acknowledged that the changes they implement with the NMU zone will set the foundation for future changes," and the Planning Commission Chair, Doug Kyle, clarified that the comprehensive plan "is not a blueprint for the changes ahead;" Mr. Qualls "confirmed that it is a guide, but that zoning must be consistent with what is outlined in the comprehensive plan" (Colville Planning Commission 2022a, p. 3). Through the Planning Commission's discussion, it is evident that the internal advocate for change and the decision makers were interested in developing the NMU designation such that it would advance the City's long-range vision. At two points, the City issued public notification regarding the public

hearings, at which the Planning Commission determined if additional workshops were needed to refine the draft code, or if it was ready to be recommended to the Colville City Council for approval. People showed up to the first public hearing to oppose the rezoning due to one proposed project for permanent supportive housing. They objected, not to permanent supportive housing as a concept, but because they didn't want a specific permanent supportive housing development in their own neighborhood. Only one person spoke in support of the NMU zone (Colville Planning Commission 2022b).

After the first public hearing, the Planning Commission agreed that additional discussions were necessary to revise the development regulations to closer align with the perceived community needs based on the opinions of the selected group of residents and landowners who had participated in the public hearing. The Planning Commission was inclined to revert their draft code to be more similar to their existing standards in favor of those who were vocally opposed to the zoning district as a whole because of the specific permanent supportive housing project. However, the contract planner reminded the Planning Commission that their role as commissioners was to do what is best for the community as a whole, not just those who have the ability to participate in public meetings.

Following the initial public hearing, the Planning Commission made slight revisions to the draft code; however, House Bill 1220, which was signed into law on May 12, 2021 (State of Washington 2021), required updated allowances for permanent supportive housing developments in any zone that allowed hotels. Therefore, there were no changes that could be made to restrict that use from occurring within the zoning district.

Several topics were discussed at the workshops to develop design regulations that would allow for developments within the NMU zone to incorporate increased density into the city's

neighborhoods while maintaining compatibility with existing structures. At the Planning Commission meeting on May 2, 2022, it was noted that the Colville Comprehensive Plan did not provide density standards in commercial zones where multi-family residential units were permitted (Colville Planning Commission 2022b). The contract planner recommended that the Planning Commission use the existing standards found in CMC Chapter 17.24 Multifamily Residential District (R-2) as a starting point to consider increased lot coverage and reduced setback requirements for the new NMU zone. Throughout the series of Planning Commission meetings, the following development standards were created.

Analysis

Decisions to Deviate from the Status Quo

Off-Street Parking Minimum Requirements

The contract planner advocated for a reduction to the off-street parking minimum requirements, as they had been identified as a barrier to creating affordable residential and commercial developments. The Planning Commission made an exceptional decision to deviate from the status quo by reducing the off-street parking minimum requirement in the Neighborhood Mixed Use designation from two parking spaces per residential dwelling unit to 1.5 parking spaces per residential dwelling unit and 0.75 guest parking spaces per five dwelling units in multi-family developments.

The City of Colville required a minimum of two parking spaces per residential dwelling unit, plus one additional guest parking space per five dwelling units in multi-family developments. Mr. Qualls, the contract planner, explained to the Planning Commission on May 2, 2022 that those requirements did not “match NMU zone intent for walkability, e.g., two spaces per unit broadly provides an excess of parking” (Colville Planning Commission 2022b, p. 9). Mr.

Kyle reiterated on July 6, 2022 that the current requirements were a significant hurdle for proposed developments, and reducing parking minimums would be a benefit (Colville Planning Commission 2022d). The Planning Commission considered a 50 percent reduction in off-street parking requirements from CMC 17.72.090 Table of minimum standards for the NMU zone to “facilitate compact, walkable development” (Colville Planning Commission 2022d, p. 29), which would have reduced the requirement to one parking space per dwelling unit and 0.5 guest spaces per five dwelling units in multi-family developments. The topic was the subject of much discussion throughout the workshops. On August 24, 2022, Mr. Kyle reiterated that the “reduced parking minimum was an attempt to allow for projects to build on smaller lots without being restricted by providing unnecessary space for off-street parking, as there are currently eight parking spaces for every one car in this country” (Colville Planning Commission 2022e, p. 5). However, Planning Commission member Paul Wade motioned to increase the reduction to 75 percent of the existing minimum standards, which was passed through a unanimous vote (Colville Planning Commission 2022e).

Design Standards

The contract planner advocated for design standards that prioritized the pedestrian experience in the built environment to achieve the walkability component of the NMU zone. The Planning Commission made the exceptional decision to deviate from the status quo by moving forward with a series of design standards that are oriented to the pedestrian scale and allow for different types of mixed-use developments than were previously permitted.

Within CMC 17.30.030 Development standards, section I was created to include “additional development standards [...] to maintain a pedestrian oriented scale, and mitigate visual impacts to neighboring properties.” Mr. Kyle stated on April 6, 2022 that the goal of the NMU zone was to be “inviting enough for people to develop, but provide standards so that the

community welcomes the new development” (Colville Planning Commission 2022a, p. 4). The contract planner proposed visual standards for building height planes, driveway and entrance orientation, window coverage, architectural requirements, and treatment for blank side walls to provide visual diversity within the public right-of-way were introduced to the chapter.

Planned Unit Development Point System

The contract planner advocated for a series of guidelines to incentivize developers to create mixed-use developments in the NMU zone. The Planning Commission made the exceptional decision to deviate from the status quo by establishing a point system to approve of planned unit developments within the NMU designation. The points and criteria are listed in Figure 11; a minimum of 30 points are required for a project to be eligible for approval.

Figure 11: Table 17.30.040 Neighborhood Mixed Use Planned Unit Development Review Criteria

NMU Element	Maximum Points
Connected Neighborhoods: Multimodal connections are provided within 500 feet of any right-of-way either through a traditional or modified grid street pattern or by provision of pathway connections from dead end streets or cul-de-sacs.	10
Housing Variety: Housing types proposed integrate a mixture of the following types: single-family detached homes, townhouses, duplexes, multifamily, or other.	15
Mixed Uses: Incorporation of at least one neighborhood-serving commercial use or mixed occupancy building is provided.	10
Amenities: The proposal provides additional nonrequired elements such as benches, pedestrian lighting, parks, open space, bicycle infrastructure, or similar.	5

Source: Colville Municipal Code

During the June 20, 2022 Planning Commission meeting, the Planning Commission members discussed the development of a point system to evaluate proposed planned unit developments (PUDs) for land over five acres in size that is annexed into an NMU zone. The point system was developed to “provide a variety of housing opportunities and allow developers

to be creative” by meeting guidelines in a more flexible manner (Colville Planning Commission 2022c, p. 2). The contract planner proposed a set of guidelines to advocate for connected neighborhoods, housing variety, mixed uses, and context-sensitive pedestrian scale. The topic of neighborhood connectivity was discussed in terms of gridded networks versus cul-de-sacs, and the goal of the NMU zone to promote walkability. The contract planner noted that an increase in connection points on smaller blocks assists in the dispersal of vehicular traffic, as well as providing more comfortable walking experiences for pedestrians. The contract planner explained that the points would be weighted “to incentivize the inclusion of uses that serve the community in addition to providing housing variety” (Colville Planning Commission 2022c, p. 3), which would advance the long-range vision for Colville.

Mechanism of Implementation

After the Planning Commission reached a consensus on the draft code, they sent their recommendation for approval to the Colville City Council. The City Council approved the NMU zone in a four-to-three vote on December 13, 2022 through Ordinance 1692 N.S., which adopted Chapter 17.30 Neighborhood Mixed Use District (NMU) into the Colville Municipal Code.

Together Center – Redmond, Washington

The Together Center is located in downtown Redmond, Washington, a city located to the northeast of Seattle, at the north end of Lake Sammamish. The City of Redmond Comprehensive Plan was adopted December 17, 2011 and an excerpt from the vision statement³ reads:

In 2030 Redmond citizens describe their community as one that is complete, offering a wide range of services, opportunities, and amenities. It’s a community that has acted to maintain a balance among the three pillars of sustainability, while accommodating

³ The full version of the vision statement is provided in Appendix A.

growth and change. As a result, Redmond's high quality of life, cherished natural features, distinct places, and character are enhanced. The community's evolution has successfully woven the small town feel of older, established neighborhoods with the energy and vitality of Redmond's urban centers. The result is a place where people are friendly, often meet others they know and feel comfortable and connected. It is a place where diversity and innovation are embraced, and action is taken to achieve community objectives. It's a place that is home to people from a variety of ethnic backgrounds, which contribute to the richness of the city's culture (Redmond Comprehensive Plan 2011, 2-2).

As described in Figure 8 of the methodology section, Redmond has, in comparison to Colville and Seattle, the lowest percent of population born in the United States, and the highest percent of population that speaks a language other than English, and more than half of Redmond households are occupied by renters. While the city has the highest median household income of the three case study cities, Redmond has a need for affordable housing and human services, and the so-called "prosperity myth" of cities on the east side of Lake Washington has prevented the area from addressing those needs (Together Center Campaign Case Outline 2023).

Established in 1991, the Together Center began as a collection of four nonprofit organizations who joined together to purchase a former strip mall in downtown Redmond, with the vision of creating "the first co-located human services hub in the nation." It is described as "a postmodern version of what human services should be like. A unique space where different groups can come together, learn from one another, and power each other. Each organization functions as a different spoke of a whole wheel that creates a thriving community" (Together Center n.d.). The Together Center proposed a project to redevelop their property into a campus that embodies the Redmond long-range vision to embrace diversity and innovation, connect people from diverse backgrounds, and contribute to the city's culture in a singular location that

provides a range of services, opportunities, and amenities. The community-based organization was the redevelopment project's internal advocate for change.

Figure 12: Together Center



Source: Kevin Clark, The Seattle Times, September 28, 2023

In 2023, the Together Center held a grand opening for the redeveloped campus, which provides space for 22 nonprofit organizations within ground-floor office spaces. The services provided include medical and dental care, behavioral health and substance abuse management, disability services, childcare resources, and job training. The six-floor, 49,000 square foot facility includes co-working spaces, a conference and events center, a community kitchen, an art gallery, and a combination of affordable and workforce housing units: 200 units of workforce housing (affordable to households that earn between 50% and 60% of the area median income) and 80 units of affordable housing (affordable to households that earn between 30% and 40% of

the area median income). The Together Center is located three blocks from the Redmond Transit Center and five blocks from the future Sound Transit Light Rail station.

Analysis

The Together Center redevelopment project was subject to approval by the Redmond Technical Committee and the Redmond Design Review Board (DRB). The Technical Committee is comprised of the Director of Planning and Community Development and the Director of Public Works (Redmond Municipal Code 4.50.030) and determines its own operational rules and procedures (RMC 4.50.040); no meeting minutes were found on the City of Redmond's website. The DRB meetings were open to the public, and minutes were found from three meetings between June 4 and October 1 of 2020.

The Together Center facilitated engagement efforts for the tenant partners at the original site. Conversations with tenant partners took place during the summer and autumn of 2019, to identify questions, concerns, and overall thoughts on the redevelopment project. Those were followed by a Tenant Community Information meeting in September of 2019, which provided a timeline for redevelopment and an invitation to work collaboratively on the future of the site (Together Center 2019). On February 26, 2020, the Together Center held a Tenant Community Redevelopment Update meeting, which described the partners that had been selected for the redevelopment. The project goals, financing, and timeline were presented, along with goals and expectations for the tenant partners during construction (Together Center 2020).

Mechanism of Implementation

The City of Redmond Technical Committee issued a Site Plan Entitlement Type II Notice of Decision on November 30, 2020, which approved the campus redevelopment project with conditions (City of Redmond 2020).

As stated in the Notice of Decision, “The site is located on the south west corner of NE 87th Street and 164th Avenue NE. [...] The site is located in the Town Square zone, which is an area intended for the densest employment and residential uses, but also provides for supporting retail, service, and entertainment uses within walking distance of each other” (City of Redmond Technical Committee 2020, p. 4). The Technical Committee used the following criteria to determine consistency with the City of Redmond’s development regulations (Redmond Zoning Code 21.76.070.B.3.a):

- A. The type of land use;
- B. The level of development, such as units per acre or other measures of density;
- C. Availability of infrastructure, including public facilities and services needed to service the development; and
- D. The character of the development, such as development standards.

The Technical Committee determined that the campus redevelopment project proposal was in compliance with the goals and policies of the City of Redmond Comprehensive Plan, the Redmond Zoning Code (RZC), the Redmond Municipal Code, the policies of the Washington State Environmental Policy Act, and that the project “followed the review procedures per RZC Article VI, Review Procedures for a Site Plan Entitlement” (City of Redmond 2020, p. 13).

The City of Redmond Planning and Community Development Department required several conditions for approval, as summarized in Figure 13.

Figure 13: Summary of Conditions for Approval

Code Authority	Existing Code	Code Deviations Granted
Parking Reduction (RZC 21.40.010.D.2)	The RZC requires “1.25 parking stalls per unit over six units” in the Town Square zone.	<ul style="list-style-type: none"> • Reduce the residential parking ratio to 0.44 stalls per unit • Approve parking ratio of 3.99 stalls for every 1,000 square feet of gross floor area for the Together Center uses • Utilize flexible parking
Private Open Space (RZC 21.10.130.E.3)	The RZC requires “common usable open space and private usable open space.”	The project requires private open space for each dwelling unit. The applicant requested and received administrative design flexibility from the Design Review Board to eliminate 49 balconies from the front façade as it was deemed too cluttered, as the removal of the balconies provides a more balanced and attractive façade. An in-lieu fee is required to be paid for the balconies not provided and shall be equivalent to 50 percent of the park impact fee for multifamily residence.

Source: City of Redmond Technical Committee, 2020

Decisions to Deviate from the Status Quo

Parking Reductions

The Together Center advocated for a reduction to the off-street parking minimum requirements, which would enable the campus redevelopment project to utilize more space for the services, opportunities, and amenities that help the community-based organization promote the city’s long-range vision. The Redmond Technical Committee made the exceptional decision to deviate from the status quo by approving the proposed reduction for parking spaces.

The Together Center requested a reduction to the minimum requirement to provide 1.25 off-street parking spaces per residential dwelling unit at the project site. The Redmond Technical Committee noted that proximity of the campus to the Redmond Transit Center, approximately 10 minutes away by walking, would “encourage residents and employees to take advantage of the transit center” (City of Redmond Technical Committee 2020, p. 13). As the Together Center

proposed to provide 280 total dwelling units in the redeveloped campus, the existing Redmond Zoning Code required 350 parking spaces. The Redmond Technical Committee approved the requested reduction of 0.44 parking spaces per multifamily residential dwelling unit, for a total of 123 parking spaces.

Open Space

The Together Center advocated for a reduction in the amount balconies required to provide per dwelling unit on the campus redevelopment project. The Redmond Design Review Board made the exceptional decision to deviate from the status quo by reducing the number of required balconies beyond what the Together Center initially proposed, which serves to promote the city's long-range vision to accommodate growth and change.

The proposed 280 housing units at the Together Center required 280 private open spaces. Per RZC 21.10.130.E, that would equate to 280 balconies, measuring at least five feet by five feet, and a minimum of 50 square feet. The Together Center had requested to remove a total of 32 balconies to provide a cleaner, more attractive building facade and to pay a fee instead. In advance of the project's pre-application meeting on June 4, 2020, City of Redmond Senior Planner, Cameron Zapata, wrote in a staff memorandum to the DRB that the "removal of the balconies provides a cleaner look to the buildings" (Zapata 2020, p. 3). The DRB was informed that no public comment had been received on the proposed project (Redmond Design Review Board 2020a, p. 14). The members of the DRB stated support for the project (Redmond Design Review Board 2020a, p. 14-17).

The DRB reviewed updated plans on August 20, 2020, but did not make any final determinations. It was not recorded whether any public comments had been received (Redmond Design Review Board 2020b, p. 12-14).

The DRB determined on October 1, 2020 that the required number of balconies made the building facade too cluttered; the number of balconies was reduced by an additional 17 balconies to a total of 231, and the Together Center was required to pay an in-lieu fee equivalent to 50 percent of the city’s park impact fee for multifamily residences for the 49 balconies not provided. The DRB was informed that no public comment had been received on the proposed project (Redmond Design Review Board 2020c, p. 2).

Stay Healthy Streets – Seattle, Washington

The City of Seattle is located on an isthmus between Puget Sound on the west and Lake Washington on the east. The current Comprehensive Plan was amended and adopted in December of 2022, and an excerpt of the growth strategy⁴ reads, “This Plan envisions a city where growth builds stronger communities, heightens our stewardship of the environment, leads to enhanced economic opportunity and security for all residents, and is accompanied by greater race and social equity across Seattle’s communities” (Seattle Comprehensive Plan 2022, p. 21-22). Overall, the city has a goal that includes providing walkable communities to achieve its vision of sustainable and equitable neighborhoods. As noted in Figure 8 of the methodology section, nearly 19% of Seattle households do not have access to a personal vehicle, which indicates that walkability is an important aspect of the built environment for many residents.

On March 23, 2020, during the beginning of the COVID-19 pandemic, Jay Inslee, the governor of Washington, issued a proclamation titled “Stay Home - Stay Healthy,” which required “All people in Washington State” to “immediately cease leaving their home or place of residence except: (1) to conduct or participate in essential activities, and/or (2) for employment

⁴ The full version of the Growth Strategy chapter is provided in Appendix B.

in essential business services.” The proclamation defined essential activities to include “engaging in outdoor exercise activities, such as walking, hiking, running or biking, but only if appropriate social distancing practices are used” (Inslee 2020, p. 3). In addition to exercise, the ability to utilize active transportation is essential for many Seattle residents who do not own cars.

However, the stay-at-home order arrived as the weather in the Pacific Northwest became more pleasant for outdoor activities. On April 6, 2020, Jenny Durkan, who was mayor of Seattle at the time, issued an Executive Order (Derrick 2020a) to ensure that the City of Seattle was consistent with the statewide Stay Home - Stay Healthy proclamation from Governor Inslee. Only three days later—a mere 17 days after Governor Inslee’s proclamation went into effect—then-Mayor Durkan announced that 15 of the City of Seattle’s parks would be closed between April 10 to April 12, 2020 to facilitate social distancing measures. “While Seattle is experiencing near perfect weather, friends and families should not have family or friend outings, picnics or gatherings in parks. Stay home unless you need to go to an essential job or business. If you need to take a walk in your neighborhood, be smart and don’t help create a crowded space,” she said in a blog post from the Office of the Mayor (Derrick 2020b).

The City of Seattle recognized the need for swift changes to existing policies. On April 16, 2020, then-Mayor Durkan stated in a blog post, “The Governor’s order is Stay Home - not stay out. The social distancing necessary to keep us healthy will mean a new normal for Seattle’s parks, farmers markets, and public amenities. [...] We know that this virus isn’t leaving our community for a long time, but I am hopeful that Seattle can adapt” (Derrick 2020c). The same blog post announced the first 2.5 miles of streets that were chosen to be converted from Neighborhood Greenways to Stay Healthy Streets, effective April 17, 2020. The Stay Healthy Streets were described as “closed to through traffic - but not residents or deliveries - 24 hours a

day, seven days a week for the duration of the emergency or until otherwise noted by the City of Seattle” (Derrick 2020c). The Stay Healthy Streets program was set up to promote safe spaces for people to walk and roll for exercise and to complete essential tasks, such as picking up food, while avoiding impacts to emergency response vehicles, parking for healthcare providers, public transportation routes, and essential businesses (Seattle Department of Transportation n.d.).

The changes implemented by the Stay Healthy Streets program, now referred to as Healthy Streets, are still in effect today. The program has been expanded to 25 miles, and some of the Healthy Streets have become permanent fixtures. The mayor and the Seattle Department of Transportation (SDOT) were able to implement the program only 24 days after Governor Inslee’s Stay Home - Stay Healthy proclamation, using an expedited process for the public good, for essential businesses, for health and human safety, and for more equitable access to outdoor activities.

Seattle Neighborhood Greenways (SNG) is a nonprofit organization that began in 2011. The group’s name originated from the neighborhood greenways that were included into the updated Seattle Bicycle Master Plan as a result of community-led advocacy for streets that prioritize pedestrian and bicycle uses. During the early stages of the COVID-19 pandemic, SNG worked to initiate a Stay Healthy Streets plan that incorporated feedback from residents throughout Seattle on “what street closures or changes would make the biggest difference in their neighborhoods” (O’Neill 2020). They created a survey that was disseminated by local media outlets such as KUOW, the Seattle Times, The Stranger, Seattle Bike Blog, and others, and they sought recommendations from other community-based organizations in the city. The organization proposed a network of “130 miles of Stay Healthy Streets that is at once pragmatic, community-supported, and inspiring” (Seattle Neighborhood Greenways n.d.). While the Seattle

Neighborhood Greenways (SNG) group is identified as the internal advocate for change in the Stay Healthy Streets program, the initial rollout was not communicated to them ahead of time. In an informal phone interview with Clara Cantor, a community organizer with SNG, the Stay Healthy Streets program shifted the group's annual work plan. Clara explained that the priority became identifying the immediate needs of people in the city, and the group sent out a survey to learn how SNG could help meet those needs. The most critical one was similar to the Stay Healthy Streets: close the streets to create immediate park spaces that didn't require people to travel far from their homes. Clara stated that especially in "neighborhoods without great green space access need to get outside and interact with each other and with nature in a way that feels safe" (Cantor 2024). Although the SNG idea wasn't the official impetus for the Stay Healthy Streets, it was aligned with the changes the group was already advocating for in communities that had the highest need.

As described by Gordon Padelford, the executive director of SNG, "Stay Healthy Streets is a smart initiative by the Mayor and SDOT to give people sufficient space to safely walk, bike, and roll for exercise and essential transportation. This is important for both our physical and mental health, and to help save money when things are tight for so many right now (transportation is a major household cost, second only to housing). We look forward to seeing these streets expanded to neighborhoods across the city" (Davis 2020). The Stay Healthy Streets program, in addition to providing space for essential travel and exercise during the pandemic, continues to promote the city's long-range growth strategy.

Analysis

The rapid turnaround from planning to implementation as a result of the COVID-19 pandemic and the stay-at-home proclamation from Governor Inslee meant that the project did not

rely on a standard planning process with traditional methods of public engagement. However, the Stay Healthy Streets network utilized the existing neighborhood greenways, which was recommended to expand from 10.3 miles to 248.9 miles in the 2013 Bicycle Master Plan update (Fucoloro 2013).

Decisions to Deviate from the Status Quo

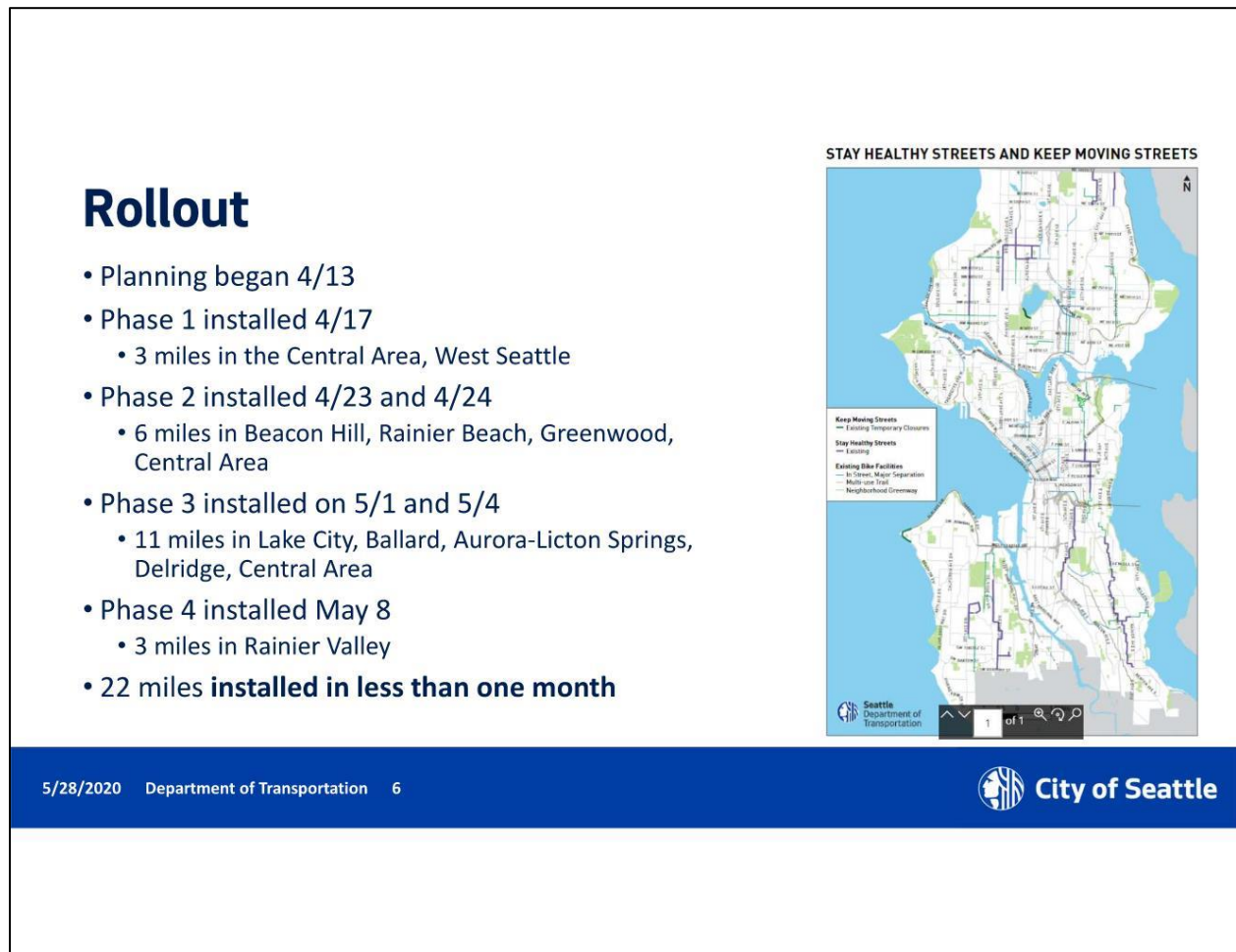
Timeline

The mayor and SDOT advocated for a rapid solution to address the need for people in the city to access open space for essential exercise and travel during the COVID-19 pandemic. The mayor and SDOT made the exceptional decision to deviate from the status quo by implementing a rapid rollout of the first phase of the Stay Healthy Streets program, which enabled a bold idea to go out into two neighborhoods without a formal public engagement process ahead of time. As expressed by Clara Cantor of the Seattle Neighborhood Greenways group, “Part of the joy of a temporary pilot project is that it helps people envision a space in a different way than they might have seen it before” (Cantor 2024). She explained that people grow accustomed to the daily frustrations of navigating streets, but a project like Stay Healthy Streets can “knock people out of the rut [with something] really transformative” (Cantor 2024). The positive reception of the pilot phase led to the rollout of the subsequent phases, which were installed with equity as a priority in selected neighborhoods.

The Healthy Streets program had a unique beginning. The COVID-19 pandemic created an unprecedented situation, where bold actions were being taken without the standard processes. On May 28, 2020, SDOT representatives and a transportation planner from the Portland Bureau of Transportation presented a Zoom webinar for the Seattle, Washington and Portland, Oregon chapters of the Young Professionals in Transportation (Young Professionals in Transportation

Seattle 2020). The SDOT presentation included a summary of the timeline to implement the Stay Healthy Streets program. As shown in Figure 14, the planning phase lasted only three days before the first phase of the program was installed (Zimbabwe et al. 2020).

Figure 14: Stay Healthy Streets Rollout



Source: Zimbabwe et al., *A Tale of Two Cities: Social Distancing on the Streets of Seattle and Portland*, May 28, 2020

The first two Neighborhood Greenways to be upgraded to Stay Healthy Streets were in Seattle’s Central District neighborhood and the High Point neighborhood in West Seattle, both areas that had limited access to parks. As stated by Sam Zimbabwe, then-Director for SDOT, the city had heard that people were having a hard time being outside and maintaining adequate physical

distancing, so he said that they tried out the pilot program with the first two streets (Pailthorp 2020).

Community Engagement

The Seattle Neighborhood Greenways (SNG) group advocated for ongoing evaluation of the Stay Healthy Streets program after it was implemented. The mayor and SDOT made the exceptional decision to deviate from the status quo by conducting engagement with communities after the program was implemented. As such, the program was able to adapt to meet the needs of residents and businesses on specific streets, and several neighborhoods were able to advocate for permanent closures to through traffic on their streets.

Community engagement with the city took place after the first phases were installed with temporary materials, which included “Street Closed” signs, informational signs that provided guidance on street usage and a link to the program website, traffic cones, sandbags, traffic barrels, and “No Parking” signs (Zimbabwe et al. 2020). In the SDOT blog post that announced the Stay Healthy Streets on April 16, 2020, volunteers were called on to provide observations on the placement of road closure signs and pedestrian and bicycle counts. It was stated that the counts would be used to “monitor the success of Stay Healthy Streets, along with resident feedback, and any traffic impacts where vehicles are detoured” (Davis 2020).

By May 7, 2020, then-Mayor Durkan officially announced that at least 20 miles of Stay Healthy Streets would become permanent, and an SDOT blog post wrote that the city needs to think longer term as it adjusts to a “new normal” (SDOT Blog 2020). In a press conference that same day, she stated that the city would find “new and creative ways to maintain some of those traffic reductions as we return to a new normal” (Durkan 2020). The SNG group provided the first direct engagement with communities where Stay Healthy Streets were installed. SNG noted that the sped-up process to implement the program was positive, but the communication with

residents and businesses on the streets was confusing. SNG launched a support effort to inform people through door hangers that included ways to send feedback on the program to the city and how to support the streets if people wanted them to become more permanent (Cantor 2024).

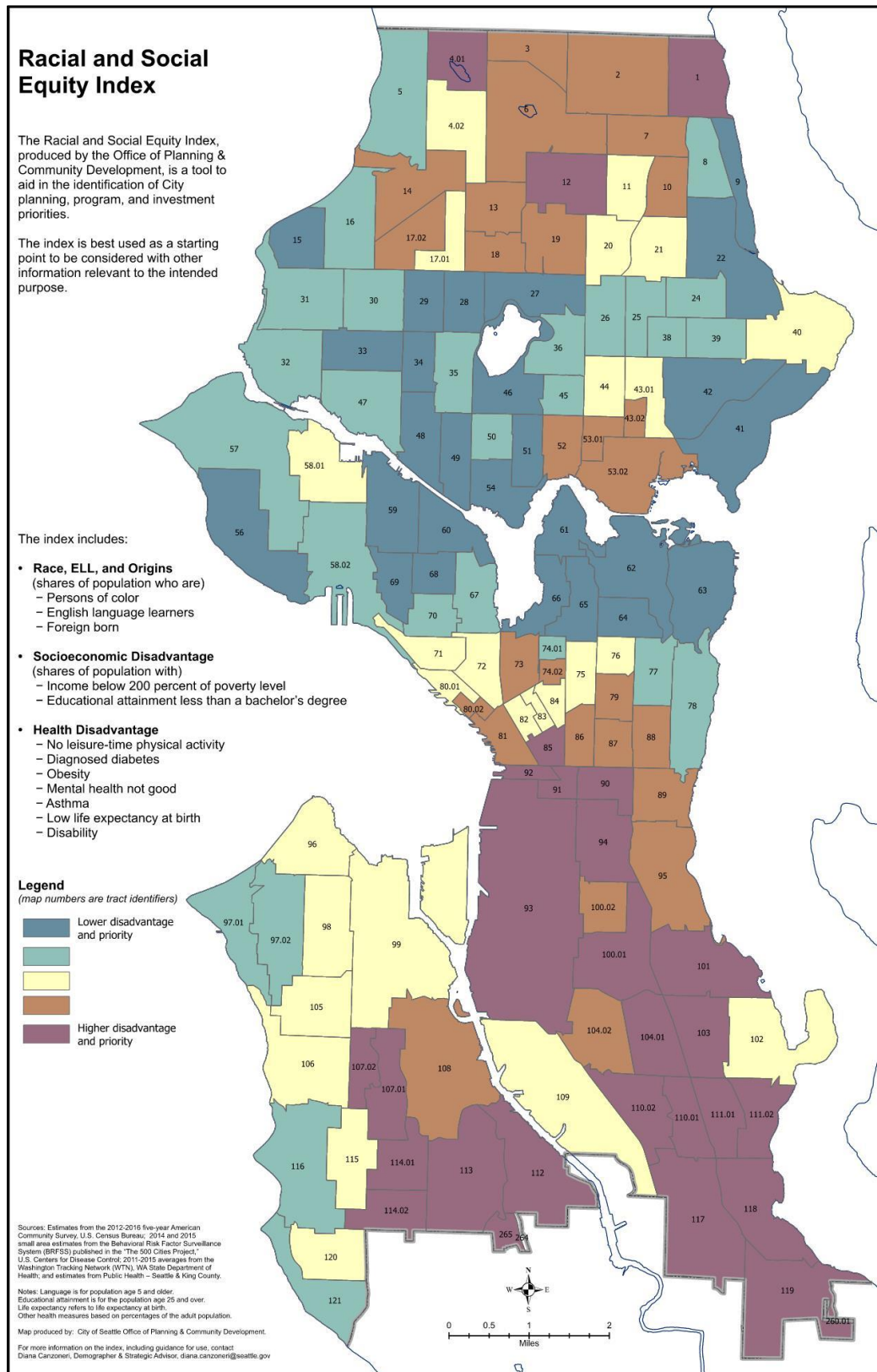
Racial and Social Equity Index

The Seattle Neighborhood Greenways (SNG) group advocated for the installation of subsequent phases of Stay Healthy Streets to be prioritized in neighborhoods without access to green space or parks. The Seattle Department of Transportation made the exceptional decision to deviate from the status quo by using the Racial and Social Equity Index map to identify neighborhoods with the highest priorities for equitable access to safe outdoor spaces. The decision by leaders at SDOT to locate Stay Healthy Streets in communities with racial, social, economic, and health inequities served to support the city's long-range growth strategy.

The COVID-19 pandemic displayed the connections between land use and disproportionate social, economic, and health impacts on communities in Seattle. SDOT prioritized the implementation of Stay Healthy Streets phases using the Racial and Social Equity Index, a tool developed by the City Demographer in the Seattle Office of Planning & Community Development (OPCD) in 2017, along with involvement from other departments. As shown in Figure 15, the index is made up of three subindices that each contain a set of metrics (OPCD 2023):

- Race, English Language Learner, and Origins Index
- Socioeconomic Disadvantage Index
- Health Disadvantage Index

Figure 15: Racial and Social Equity Index, 2018



Source: City of Seattle Office of Planning & Community Development, 2018

The 2018 map was used to identify the areas that were most likely to need access to safe outdoor spaces after the parks and typical gathering spaces became overly crowded, and the map was used in combination with information on housing data along existing neighborhood greenways, geographic coverage, and proximity to essential services and businesses (Zimbabwe et al. 2020).

Mechanism of Implementation

The Executive Order from then-Mayor Durkan and the statewide Stay Home - Stay Healthy proclamation from Governor Inslee both gave more authority than usual to decision makers. The program was officially announced via blog posts from the Office of the Mayor and SDOT on April 16, 2020. Then-Mayor Durkan announced that at least 20 miles of the Stay Healthy Streets would become permanent in a press conference on May 7, 2020 (Durkan 2020).

As stated by Sam Zimbabwe, then-Director for SDOT, permits are not required for SDOT to do their own work. They needed a sign-off from the City Engineer for changes to roadways, but at the point that they installed the first signage to close the Stay Healthy Streets to through traffic, the emergency orders had given SDOT more flexibility. In an informal phone interview with Sam Zimbabwe on May 8, 2024, he said, “We did build on this network of existing neighborhood greenways which did have public process, infrastructure that supported it. I think if we didn’t have the years of work that went into having that network and the other infrastructure investments there, we wouldn’t have been able to do the things we did as quickly as we did.”

Findings

Neighborhood Mixed-Use District – Colville, Washington

The adoption of the Neighborhood Mixed Use (NMU) District is an example of how the process worked to implement a policy that serves the community well-being but was heavily opposed by those who are anti-change. The project's internal advocate for change, Aaron Qualls, was not a member of the community, nor did he represent a community-based organization. However, as a professional planner certified under the American Institute of Certified Planners, he advocated for equity in the development of the NMU District standards. The workshop discussions were less about collaborative co-creation with the contract planner, and more about educating the Planning Commission members on urban planning topics that have been shown to promote components that were outlined in the Colville Comprehensive Plan's long-range vision for the city and the NMU District. However, the lessons learned from those workshops created momentum for the Planning Commission to address other topics related to the implementation of the adopted comprehensive plan.

The following year, the Planning Commission members continued discussing the topic of off-street parking requirements, as they had identified them as a significant barrier to affordable development for residential and commercial uses. The Planning Commission recommended that the Colville City Council repeal and replace CMC Chapter 17.72 Off-Street Parking and Loading to reduce off-street minimum parking requirements by 50 percent for all residential uses, which would require one parking space per dwelling unit. The recommended chapter included additional standards that had been developed for cooperative parking facilities and parking credits. Colville City Council eliminated two of the three recommendations for parking credits

and amended the off-street parking reduction for multi-family uses to 1.5 parking spaces per dwelling unit. The motion passed in a six-to-one vote on April 11, 2023 (Colville City Council 2023).

The analysis of the case study suggests that the decision makers in Colville valued the insights from the internal advocate for change throughout the process of developing new policies that deviated from the status quo.

Together Center – Redmond, Washington

As written by the Together Center CEO, Kim Sarnecki, the “campus transformation is a proof-of-concept idea” that has demonstrated the benefits of collaboration between grassroots organizations to create spaces that serve community needs and provide opportunities to build social capital and a sense of belonging (Puget Sound Business Journal 2023). As the project’s internal advocate for change, the Together Center demonstrated the value of community-led actions to create a bold concept for mixed-use development that promotes the city’s long-range vision for the future. While the City of Redmond approved the deviations from the status quo that were proposed by the Together Center, the development regulations and land use/zoning designations in the Town Center zone were not amended overall as a result of the conditions that were approved for the Together Center project. The analysis of the case study suggests that the exceptional decisions made by the Redmond Technical Review Committee created allowances for a singular project, but did not generate momentum to pursue the creation of a system to encourage more developments like it or establish an easier pathway to develop more spaces for CBOs to thrive.

However, the Redmond City Mayor voiced support for the project and its ability to promote the city’s long-range vision for the future, stating, “The Together Center is vital to

creating urgently needed affordable homes in our community. In addition, co-locating and providing essential services will conveniently provide Redmond individuals and families the resources and tools to succeed. The City is grateful for the collaboration and support of our community partners, and thankful for the new housing choices and services the Together Center will bring in support of our diverse community” (Redmond Reporter 2023). The innovation behind the Together Center mixed-use campus has the potential to serve as the basis for similar projects. The Seattle Times reported that “Housing experts say they haven’t seen this model before,” that the “Together Center could serve as a blueprint for affordable housing in King County,” and that the Together Center CEO said, “more than a dozen groups have reached out [...] to learn about the model and how they made it happen” (Kim 2023).

The City of Redmond has demonstrated a commitment to fostering a long-term relationship with the Together Center, which suggests that the decision makers are open to exploring more inclusive ways to reform policies. For example, on Saturday, February 17, 2024, a community workshop to discuss the design of spaces for people with disabilities was co-sponsored by the City of Redmond and two nonprofit organizations—Eastside for all and the Disability Empowerment Center—within the Together Center (City of Redmond 2024) as part of the Redmond 2050 project to update the city’s comprehensive plan. The City’s continued partnership with the community-based organizations within the Together Center indicates a shift from top-down decisions to a more collaborative approach to policy development.

Stay Healthy Streets – Seattle, Washington

The Seattle Neighborhood Greenways group has continued to advocate for city residents in underserved neighborhoods. Clara Cantor, a community organizer for SNG, stated that the CBO’s ongoing labor involves “translating a lot of what the city does and making it more

accessible for the general public” (Cantor 2024). In an informal phone interview, she discussed the continued value that community members bring to the table and expressed the importance of advocating for policy changes to eventually move beyond spending time and energy on individual projects.

As the Seattle Department of Transportation (SDOT) began planning for the permanency of the Stay Healthy Streets program, they gathered information from residents to “understand how Healthy Streets are working, where they can be improved and expanded, and where it might make sense to go back to a Neighborhood Greenway” (SDOT n.d.). The process of continual engagement with communities to inform the revision of the citywide program is unique to the case studies presented in this research. The analysis of the case study suggests that building a relationship between CBOs and decision makers can lead to exceptional decisions in the built environment that transform the public’s perception of how a street typically functions to create a space that is prioritized for the people who need it most.

On December 7, 2022, Bruce Harrell, Mayor of Seattle, signed Executive Order 2022-07, titled “One Seattle Climate Justice Actions to Reduce Emissions from the Transportation Sector,” with an action to update the Bicycle Master Plan Implementation Plan “to include a commitment to make 20 miles of Healthy Streets permanent” (Harrell 2022).

On April 23, 2024, the Seattle City Council passed, in a unanimous vote, the updated 20-year Seattle Transportation Plan, which defines Healthy Streets as “Streets for people walking, rolling, biking, and playing. They are closed 24/7 to pass-through traffic. People driving who need to get to homes and destinations along Healthy Streets retain access and can still drive on these streets” (SDOT 2024). As stated on page I-17 of the plan, the vision is for the plan to “evolve and innovate with emerging trends,” and explains that innovative programs, like Healthy

Streets, demonstrate how the city can “embrace innovation by using our streets as a testing ground to see what works, collaborating with local communities along the way.” It describes the goal of the Healthy Streets program as one to “open up more space for people rather than cars—improving community and individual health” (SDOT 2024a).

Part II of the Seattle Transportation Plan, the Technical Report, includes a section on programmatic activities. The goals for the Healthy Streets program include expanding networks into all neighborhoods, improving the visibility of the streets, and exploring “opportunities for expanding neighborhood-based events, play streets, and block parties” (SDOT 2024b, p. B-60). In this way, the city has expressed a priority to develop social capital within the communities that have streets prioritized for people over cars.

The City of Seattle has demonstrated a commitment to working collaboratively with the Seattle Neighborhood Greenways to continue developing policies that deviate from the status quo and achieve the city’s long-term growth strategy.

New Framework for Community Collaboration

For public health and well-being, or for equity, or to make amends, jurisdictions must decide what they want to achieve through their community engagement process. Some cities may only want to make the bare minimum of changes necessary to meet state requirements. One case study demonstrated that making decisions to take more radical action to revolutionize the public engagement process has the potential to make some historically dominant communities uncomfortable. However, the other two case studies showed that radical decisions to deviate from the status quo can contribute toward meaningful changes to policies that are equitable and inclusive, and lead to more richly diverse communities and improved quality of life.

From the case studies, a new framework for community engagement can be proposed, one that is more accurately named “community collaboration.” The three locations selected for the case studies represent three different city types—rural, suburban, and urban—with a variety of diverse social characteristics. The proposed framework is based on a combination of elements from all three project locations and has been envisioned to be effectively operationalized in a variety of different cities or counties.

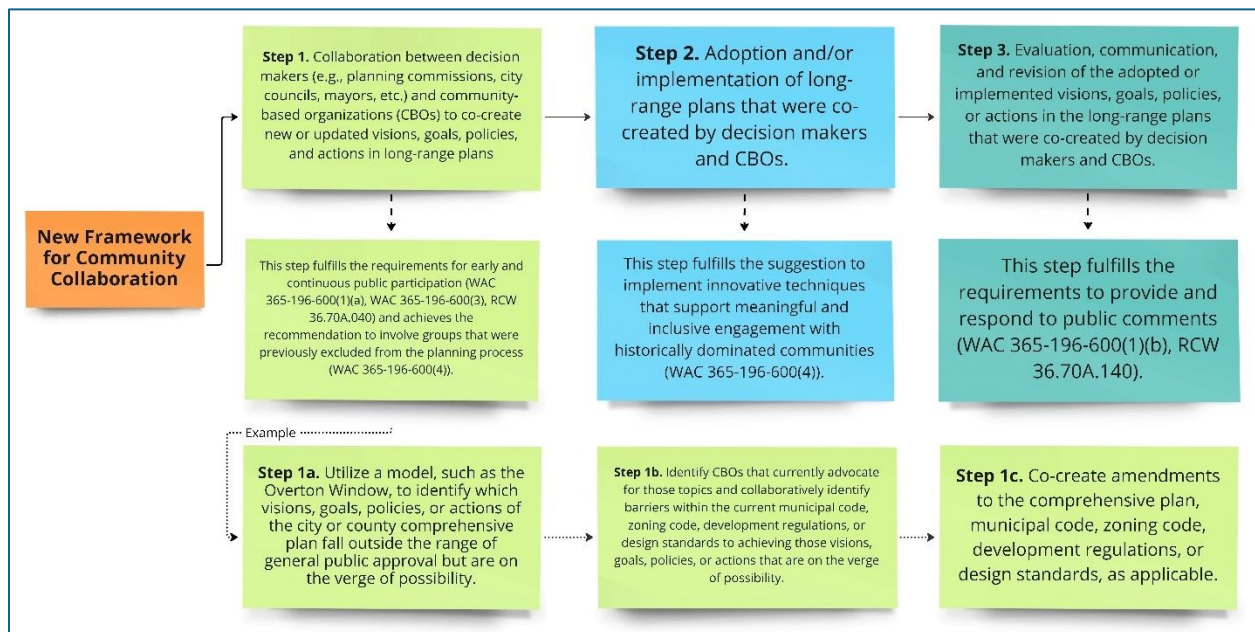
When a city or county has an internal advocate for change—in these case studies a contract planner in Colville, a community-based organization in Redmond, and a community-based organization in Seattle—who helps the decision makers understand how deviations from the status quo can lead to significant, legal changes that are in line with the long-range vision for the community, the Overton Window on what ideas are realistic shifts, and those outside the window become new policies, programs, and projects to work toward. In these instances, all three case studies shifted the window toward a more inclusive future for the cities.

The new framework for community collaboration prioritizes building a relationship between decision makers and community-based organizations to intentionally include groups of people who have previously not been part of the long-range planning process. The framework proposes the following steps and is visualized in Figure 16:

1. Collaboration between decision makers (e.g., planning commissions, city councils, mayors, etc. and community-based organizations (CBOs) to co-create new or updated visions, goals, policies, and actions in long-range (comprehensive) plans. This step fulfills the requirements for early and continuous public participation (WAC 365-196-600(1)(a), WAC 365-196-600(3), RCW 36.70A.040) and achieves the recommendation to include groups that were previously excluded from the planning process (WAC 365-196-600(4)).

- a. Utilize a model, such as the Overton Window, to identify which visions, goals, policies, or actions of the city or county comprehensive plan fall outside the range of general public approval but are on the verge of possibility.
 - b. Identify CBOs that currently advocate for those topics and collaboratively identify barriers within the current comprehensive plan, municipal code, zoning code, development regulations, or design standards to achieving those visions, goals, policies, or actions that are on the verge of possibility.
 - c. Co-create amendments to the comprehensive plan, municipal code, zoning code, development regulations, or design standards, as applicable.
2. Adoption and/or implementation of long-range plans that were co-created by decision makers and CBOs. This step fulfills the suggestion to implement innovative techniques that support meaningful and inclusive engagement with historically dominated communities (WAC 365-196-600(4)).
3. Evaluation, communication, and revision of the adopted or implemented visions, goals, policies, or actions in the long-range plans that were co-created by decision makers and CBOs. This step fulfills the requirements to provide and respond to public comments (WAC 365-196-600(1)(b), RCW 36.70A.140).

Figure 16: New Framework for Community Collaboration



The new framework is to engage with the broader public after implementation to understand response. As such, it is recommended to address the procedure for “broad dissemination of proposals and alternatives [and] public meetings” (WAC 365-196-600(1)(b), RCW 36.70A.140) during the third step of the process, as those have been shown through the literature review to be barriers to making decisions that deviate from the status quo. As the Seattle case study demonstrated, the ability to implement a program that creates systemic change is possible without those actions, especially when the program is building off existing allowances that were approved under the traditional engagement model. Additionally, per WAC 365-196-600(1)(c), step three of the new framework means that deviation from the public participation procedures would maintain the overall spirit of the procedures.

Discussion

The land use patterns, zoning regulations, development regulations, and design standards that were established in the post-World War II era created segregated communities. Those with

means were able to separate themselves from diverse urban centers and set standards for each group's quality of life. These biased standards are being reinforced today, and current community engagement practices are not providing towns, cities, or counties with feasible strategies to foster inclusion or integration. Jurisdictions must, therefore, confront the inherent biases they and their white constituencies have in upholding segregated communities. Working with community-based organizations (CBOs) to understand the actions needed by marginalized communities is an essential step that provides a grassroots roadmap to inclusion. While it could be argued that biases exist in the new framework to prioritize the people represented by CBOs, it is an approach that intentionally includes historically dominated groups at the decision-making table.

Limitations

One element that was present in the Colville case study, but not found in the Redmond or Seattle case studies, was the concept of multiple publics. The Colville example was unique in that its public participation process included an opposition group and a proponent group that were represented at public hearings. It is possible that multiple publics were part of the Redmond case study, however, that was not evident in the publicly available data.

The community collaboration framework proposed is not perfect. It does not account for the ways in which historically dominated communities continue to struggle for acceptance within larger societal groups. It does not account for the capitalist structure that has created time burdens on marginalized members of society which prevents them from participating even within community-based organizations. It does not account for the people who opt out of governmental interactions, perhaps for legal reasons. The proposed model does not provide a framework for creating a database of CBOs within a city or county, or how they would be selected. A potential

approach could include identifying CBOs and categorizing them by size (e.g., neighborhood, city, county, state, regional, national, or international groups), mission (e.g., housing, transportation, economic development, critical areas, environmental conservation), and status (e.g., nonprofit with 501(c)(3) tax exemption status, informal grassroots activists, etc.).

Additionally, utilizing data from the United States Census Bureau, for example, to identify hard-to-reach areas in cities or counties with lower rates of survey returns, the database could include segments of the population that may have less traditional interactions with CBOs and are further underrepresented in the long-range planning process. In this way, cities, counties, and contract planners could use the database to develop new or stronger connections with CBOs and begin the process of building relationships that foster trust and collaborative co-creation.

This community collaboration model is limited to the requirements outlined in the Washington Administrative Code and the Revised Code of Washington and does not include considerations for the specific requirements within county codes or municipal codes in the state of Washington, or codes within other states in America or other countries in the world. The goal is to shift the public participation process in the direction of collaboration with CBOs that represent the diverse needs of those who continue to suffer harms from a system that does not provide adequate support. It is critical for CBOs to bridge the gaps between disadvantaged people and governing bodies, and it is essential that CBOs “stay connected and accountable to [their] communities in order to stay relevant to the issues the community is facing and to not cause further harm” (Oluo 2024, p. 369).

There are some instances where long-range planning project proposals and alternatives are required to be shared before project approval, and when public hearings are required prior to project approval, in which case this model would not be appropriate. An example is the

Washington State Environmental Policy Act (SEPA), which requires the use of “reasonable methods to inform the public and other agencies that an environmental document is being prepared or is available and that public hearing(s), if any, will be held” (WAC 197-11-510(1)). However, public notice is not required for every SEPA document, and public hearings are not required for SEPA documents unless the proposal is “held under some other requirement of law” (WAC 197-11-535(1)).

This framework for community collaboration illustrates the potential for a new approach to long-range planning, and its limitations are indicative of the future work to be done. It is this researcher’s fervent hope that all who are isolated, disadvantaged, and struggling to feel a sense of belonging find a community that connects them to a larger movement that works with those who have the power to achieve inclusion.

Conclusion

We are in what could be the most exciting time in urban planning history. The social justice movement that emerged during the first six months of 2020—spurred by the social, racial, and health disparities that were evident in the wake of the COVID-19 pandemic and George Floyd’s murder—initiated nationwide conversations about systemic improvements to diversity, equity, and inclusion. The state of Washington has enacted laws to increase development of middle housing types (HB 1110) ; to update development regulations for emergency shelters, transitional housing, emergency housing, and permanent supportive housing (HB 1220); to address equity and justice through housing policies (Washington State Department of Commerce 2023a); and to plan for climate change, which includes reducing greenhouse gas emissions (GHG) and vehicle miles traveled (VMT) without increasing GHG or VMT elsewhere in the state (Washington State Department of Commerce 2023b), and building community resilience.

The work to make meaningful shifts that integrate equity and inclusion into public policies will not be easy. It will not be easy for planning commission members, city council members, or mayors to interact with their NIMBY (Not in My Backyard) neighbors as they adjust to shifting baselines of new normalities. However, it has not been easy for BIPOC communities, LGBTQIA2S+ communities, unhoused communities, or disabled communities to exist within the matrix of domination, in a society that has normalized white culture and white comfort for decades. Those communities deserve to be valued as full human beings who are worthy of all the good things that are standardized for white people as a whole. And, as is inscribed on the memorial to Captain Matthew Webb, the first person to swim the English Channel in 1875, “Nothing great is easy” (Neal 2021). Great things can be achieved in urban planning, when planning professionals and governing bodies make difficult decisions to deviate from the status quo in order to achieve their long-range visions for the future.

It is possible to include members of underserved and underrepresented communities in that process, and to view them as creators of solutions to the problems that exist within our current societal system, rather than to view them as problems to be solved. Reflecting back to the statement from Jane Jacobs, this research offers a revised statement, with changes in bold:

Historically, solutions to city problems have very seldom come from the top. They come from people who understand the problems firsthand ‘cause they’re living with them, and who have new and ingenious and often very offbeat ideas of how to solve them. The creativity and the concern and the ideas down there in **community-based organizations** has to be given a chance, has to be released. **Historically dominated people** have to insist on government trying things their way.

Perhaps an approach that seems too radical, one that proposes intentional collaboration with community-based organizations to reform urban planning policies, is exactly what is needed to take that first difficult step towards something great.

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Appendix A – Redmond Goals, Vision, and Framework Policies



Goals, Vision, and Framework Policies





DIVIDER PHOTO: MULTI-USE BUILDINGS IN DOWNTOWN REDMOND

What tender
artistry
it takes to make
a town

Organization of this Element

Introduction

A. Goals for Redmond

B. Our Future Vision for Redmond in 2030

C. Framework Policies

Introduction

As a community, Redmond has identified the importance of goals, policies and actions that speak to how the City can work in partnership with the community toward achieving a sustainable future. Redmond's Comprehensive Plan is a reflection of this and other long-term values and preferences held by people in the community for how Redmond should look and feel over the next 20 years and beyond.

This element expresses those values and preferences through:

- A. Goals that summarize the intent of the Comprehensive Plan,
- B. A vision that describes what our community would be like in 2030 if the goals were achieved, and
- C. Framework policies that the City will follow to achieve the goals and vision.

The goals and framework policies express the core concepts on which the Comprehensive Plan is based and together set the direction for how various elements of the Plan address the trends, opportunities, and mandates facing the City.

The goals and framework policies are not listed in priority order and need to be viewed as a whole that is balanced over time; just as the three pillars of sustainability, including environmental quality, economic vitality and social equity, must be balanced to achieve a sustainable future. One goal or value shall not be pursued to the exclusion of the others.

A. Goals for Redmond

- To conserve agricultural lands and rural areas, to protect and enhance the quality of the natural environment, and to sustain Redmond's natural resources as the City continues to accommodate growth and development.
- To retain and enhance Redmond's distinctive character and high quality of life, including an abundance of parks, open space, good schools and recreational facilities.
- To emphasize choices and equitable access in housing, transportation, stores and services.
- To support vibrant concentrations of retail, office, service, residential and recreational activity in Downtown and Overlake.

- To maintain a strong and diverse economy and to provide a business climate that retains and attracts locally owned companies, as well as internationally recognized corporations.
- To provide opportunities to live a healthy lifestyle, enjoy a variety of community gathering places and celebrate diverse cultural opportunities.
- To provide convenient, safe and environmentally friendly transportation connections within Redmond and between Redmond and other communities for people and goods.
- To cultivate a well-connected community, working together and with others in the region to implement a common vision for Redmond's sustainable future.

B. Our Future Vision for Redmond in 2030

What would Redmond be like as a place to live, work or visit if the community's values and preferences were achieved? The vision statement describes Redmond in the year 2030 if the Comprehensive Plan were implemented.

Community Vision Statement

In 2030 Redmond citizens describe their community as one that is complete, offering a wide range of services, opportunities, and amenities. It's a community that has acted to maintain a balance among the three pillars of sustainability, while accommodating growth and change. As a result, Redmond's high quality of life, cherished natural features, distinct places, and character are enhanced. The community's evolution has successfully woven the small town feel of older, established neighborhoods with the energy and vitality of Redmond's urban centers. The result is a place where people are friendly, often meet others they know and feel comfortable and connected. It is a place where diversity and innovation are embraced, and action is taken to achieve community objectives. It's a place that is home to people from a variety of ethnic backgrounds, which contribute to the richness of the city's culture.

Achieving a balance between accommodating growth and preserving Redmond's unique features and livability was challenging, but over the past 20 years through the clear, shared direction contained in the Comprehensive Plan, the vision has taken shape and throughout Redmond the results are apparent.

In 2030 Redmond's two urban centers—Downtown and Overlake—are thriving centers of residential and commercial activity. Downtown is an outstanding place to work, shop, live and recreate and is a destination for many in Redmond and in the region. Attractive offices, stores, services, and residential developments have contributed to a new level of vibrancy, while retaining a comfortable, connected feel that appeals to residents, business and visitors. Many more people live Downtown, and housing choices include a wide range of pricing options. Strategic public and private investments have created a true multidimensional urban center with several new and expanded public amenities, including the City Hall campus, Downtown Central Park and the Redmond Central Connector, that are gathering places for the community; an arts and community cultural center; a pedestrian connection to Marymoor Park; a vibrant Saturday market and a variety of quality arts and cultural programs and performances.

Various portions of Downtown have their own identities, design and appeal, and it is easy to walk, bicycle, use transit or drive between them as well as to the rest of Redmond and the region. Many visitors walk or take transit to get to their destinations or park in one of the conveniently located garages. The congestion of 20 years ago has been tempered primarily by providing convenient and effective transportation alternatives together with improved operations and then increased capacity in strategic locations, such as SR 520 and important connections in the street grid.

Old Town thrives as a focus for retail activity that attracts pedestrians, providing a distinctive selection of stores, restaurants, boutiques and theaters, as well as varied housing opportunities. New buildings blend with refurbished buildings, retaining the area's historic character. Cleveland Street is a pleasant place to walk or sit, and people fill the street during the day and evening. The Redmond Central Connector (the former railroad right-of-way) has been transformed

to an urban green space that people of all ages enjoy, with convenient access to light rail, as well as places to stroll, gather and talk with others, celebrate, or stop and peek in store windows while walking to Old Town or Redmond Town Center.

Large open spaces, such as the Sammamish River, Downtown Central Park, the Redmond Central Connector, Anderson Park and Bear Creek, as well as abundant landscaping and a system of parks and other gathering places, create a sense of Downtown as an urban place within a rich natural environment. A network of walkways, trails, vista points and plazas enable people to enjoy the natural beauty of the river, views of surrounding hillsides and mountains and other points of interest. Recent developments along the Sammamish River are oriented to and embrace the river, while maintaining adequate natural buffers.

Overlake has become a regional urban center that is the location of internationally known companies, corporate headquarters, high technology research and development companies, and many other businesses. While intensively and efficiently developed, the employment areas retain their campus-like feel due to attractive landscaping and the protection of significant trees and other important natural features. During the past 20 years, redevelopment of Overlake Village has brought retail storefronts closer to the street and improvements to streetscapes to reflect the green character of Redmond, making the area more hospitable to transit, pedestrians and bicyclists. This portion of Overlake has also become much more diverse, featuring small neighborhoods with a variety of housing choices, small-scale shopping and services to serve employees and residents, and connections to a network of parks, sidewalks, trails and transit services. In many ways Overlake has demonstrated that high technology uses can thrive in a sustainable urban setting that offers opportunities to live, work, shop and recreate for an increasingly diverse workforce.

Marymoor Local Center is a burgeoning neighborhood that offers a well-designed mix of living, employment, community gathering, education and shopping opportunities. An efficient street grid has begun to take shape and provides easy access to mixed-use and residential buildings and a variety of thriving businesses. Marymoor is fast becoming a multi-purpose destination accessed by light rail,



Downtown 2030



Overlake 2030



Innovative Housing in the North Redmond neighborhood

pedestrian and bike trails, and bus transit. People are drawn to the area's attractions - proximity to Marymoor Park, a lively daytime and evening social scene, and commercial business opportunities. The pedestrian-oriented streetscapes add to the appeal of this vibrant neighborhood and people find that many of their daily needs are met locally.

Redmond is treasured for its attractive character, natural assets, friendly and welcoming atmosphere, diversity, safety and quiet settings. Redmond includes a broad choice of housing types at a range of prices, including affordable homes. During the past 20 years, there has been much more variety in the types and prices of newly constructed homes, including more cottages, accessory dwelling units, attached homes, live-work units and other smaller single-family homes. New homes blend with existing homes and the natural environment, retaining valued characteristics of neighborhoods as they continue to evolve. While single-family neighborhoods have remained stable, the number and variety of multifamily housing choices have increased significantly, especially in mixed-use developments in the Urban Centers. Through careful planning and community involvement, changes and innovation in housing styles and development have been embraced by the community. Residents enjoy a feeling of connection to their neighborhoods and to the community as a whole.

Redmond has acted to maintain a strong economy and a diverse job base. The city is the home to many small, medium-size and locally owned businesses and services, as well as nationally and internationally recognized corporations. Redmond is widely recognized as inviting for advanced technology, and businesses are proud to be partners in the community. The city provides a positive business climate that supports innovation and attracts sustainable development while retaining existing businesses. Likewise, the successful companies return benefits directly and indirectly to the community. A prime example of this is the support that residents and the business community have given to the school system to create a high-quality educational system that serves the needs of people of all ages.

In 2030 Redmond has a park and open space system that provides a natural area or recreational opportunity within walking distance of every resident. Neighborhood and community parks contribute to a high quality of life in Redmond by providing a full array of opportunities ranging from active recreation, such as sports games and swimming, to more restful and reflective activities, such as walking and viewing wildlife.

The city is framed within a beautiful natural setting with a system of open spaces and parks having diverse natural resources that provide habitat for a variety of wildlife and serve environmental functions. Lake Sammamish, the Sammamish River and Bear Creek, historically surrounded by farmland, are present in the heart of Redmond. These are focal points of Redmond's park system, which has many miles of trails and a variety of parks located alongside. Public access to shorelines along these water bodies is enhanced, while maintaining protection for the natural environment.

Green spaces and interconnected trails and paths support active, healthy living. Redmond has an excellent and readily accessible system of paths and trails used by walkers, cyclists, equestrians and others as they recreate or commute, both within the city and to other parts of the region.

Parks and indoor recreation facilities are vibrant gathering places where recreation and cultural events attract a wide range of ages and cultures. Recreation programs are continuously updated to reflect the changing needs of a diverse population and to make Redmond an active and interesting place to live and visit.

Other indoor facilities provide unique recreational opportunities, such as aquatics, indoor field sports, classroom programs, gymnasium-related sports, fitness and dance classes, or drop-in spaces. Collaboration with other communities and agencies helps Redmond reach its goal to have year-round facilities to serve its residents and employees. This is cost-efficient and enables each community to achieve more than might be possible independently.

The city's parks, innovative recreation services, and unique art and cultural experiences continue to provide a high quality of life in Redmond. Community

members are able to improve their health and well-being, appreciate art, enjoy great parks and celebrate the cultural diversity of Redmond.

Redmond’s 2030 transportation system offers people a variety of real choices for how we get between where we live, work, shop and play. Each year, more people walk, bicycle, carpool or use transit to travel within the city to access the regional bus and light rail system because land uses that reflect our vibrant community character have created a strong market demand for these options. Our transportation infrastructure reflects this by prioritizing more people-oriented travel that supports Redmond’s land use, manages our limited roadways most efficiently, and provides a transportation system that embodies the City’s sustainability principles and achieves Redmond’s land use pattern and vision.

The City has invested strategically and leveraged regional funds to ensure a safe, well-maintained system, improve transportation choices and mobility, and support our two Urban Centers, Downtown and Overlake. Neighborhoods have increased access to the hubs of Downtown and Overlake, neighboring cities and the region. Significant investments in SR 520, I-405 and regional and local transit routes have improved mobility for people and goods. In Redmond, roadway projects have been built where needed to

improve safety and operating efficiency or to create more accessible connections. The City continues to maintain an effective system of access and circulation for delivery and freight. Streetscapes are attractive, well designed and enhance environmental quality for various travel modes.

In responding to significant energy costs and new vehicle fuel options and technologies, the City has developed alliances with other agencies and the private sector to create new opportunities and efficiencies. In turn, these alliances support easy access to electric vehicle charging stations and other alternative fueling infrastructures, as well as access to information about travel conditions, incidents, and transit arrival and departure times.

Infrastructure and services meet the needs of a growing population and promote a safe and healthy community. The planning and placement of utilities in Redmond has supported the community’s vision for the location and amount of growth. Long-term planning for utilities has contributed to a high quality of life for Redmond residents and businesses by ensuring efficient utility delivery. Proper utility planning has also protected Redmond’s natural environment and resources. Upgrades to the sanitary sewer system have eliminated many septic systems, thereby controlling



Microsoft building off of NE 40th St.



Families enjoy a warm day at Idylwood Park

contaminants released into the environment. The City has protected the natural environment by developing stormwater systems to prevent or reduce excess stormwater runoff, designing and upgrading systems and plans to prevent damage to the environment, and by fostering conservation operationally and by implementing low-impact development practices.

Redmond provides high-quality public safety services and well-maintained and dependable public facilities. The community continues to enjoy excellent fire and emergency response times, professional police services, beautiful parks, clean drinking water, and effective wastewater and stormwater management because the capital facilities needed to provide these services were, and still are, planned and maintained for the long term. An efficient multimodal transportation system has taken shape and is continually improved. This long-term planning for services and facilities carries out the Comprehensive Plan goals and policies, such that new development and new services and facilities arrive concurrently.

Redmond residents embrace and support the high-quality educational, cultural and recreational facilities in the community. The City works in partnership with schools, businesses, service providers, and other organizations and jurisdictions to maintain and strengthen a human services network that provides the food, shelter, job training, child care and other services residents need to be thriving members of our community. Locally grown food sources, farmers markets and community gardens provide healthy and sustainable options. Public art and cultural events are also integral to the city for community building, connecting people with arts and culture, and as a catalyst for creativity within the community. Redmond is recognized for its outstanding visual and performing arts programs that attract a wide range of ages and cultures and reflect the needs of a diverse population. It is an inviting place for artists to live and work, contributing to the overall desirability and charm of the community. A center to showcase performing and visual arts will be sited in a conveniently located, highly visible and active part of the city.

Redmond in 2030 has maintained a very green character. Citizens benefit from its livability which contributes to the general quality of life. The

city is framed within a beautiful natural setting and open spaces, and an abundance of trees continue to define Redmond's physical appearance, including forested hillsides that flank the Sammamish Valley, Lake Sammamish and Bear Creek. Clean air quality not only contributes to a healthy community, it also helps keep the scenic mountain vistas visible from the city. Likewise, reduction in greenhouse gas emissions and particulate air pollutants enhances these benefits. A system of interconnected open spaces provides habitat for a variety of wildlife. The City prides itself for its environmental stewardship, including an emphasis on sustainable land use and development patterns, landscaping that requires little watering, and other techniques to protect and conserve the natural environment while flourishing as a successful urban community. People continue to enjoy Lake Sammamish and the Sammamish River for boating, swimming and other types of recreation. Bear and Evans Creeks provide regionally significant habitat for wild salmon spawning and rearing. Through many cooperative efforts, the improved water quality is demonstrated annually in the increasing salmon runs. Public access to shorelines has been enhanced, while protecting the natural environment and property owners' rights. The open space and agricultural character of the north Sammamish Valley has been maintained and is highly valued by the community. Through the joint efforts of Redmond, King County and Washington State, the areas north and east of the city remain rural.

Redmond has reached its ultimate size, having annexed all remaining territory in its Potential Annexation Area so that residents may receive a full range of urban services. The new neighborhoods have been seamlessly interwoven with existing neighborhoods. The process of annexation has allowed new residents to enjoy high-quality facilities and services.

Redmond is an integral member of the regional planning community. As was the case in 2010, Redmond continues to work cooperatively in regional planning with neighboring jurisdictions, King County, neighboring counties, state agencies and other jurisdictions. Redmond is an active member of regional planning organizations where it simultaneously advances the interests of Redmond community members and works toward regional goals.

Though the city has experienced growth and change during the past 20 years, Redmond has maintained its distinctive character. The quality design of new development is a reflection of the value Redmond community members place on the community's appearance. The design also reflects the diversity of the community. Care has been taken to create distinctive streets and pathways and to enhance the comfort, safety and usability of public places. Public view corridors and entryways have been preserved and enhanced. The City's story of place, people and roots are still apparent through preservation of special sites, structures, and buildings. Interpretive signage has also been used to enhance the city's sense of its heritage.

Community gathering places are found throughout the city. Spaces for parks have been acquired and improved by the City, and plazas have been incorporated into new developments. Both public and private investment into place-making creates and maintains spaces where informal social gatherings and community building occur. The City and private partners have continued to sponsor a wide variety of community events in an array of public places. Community members also enjoy community gardens, parks and plazas, and walkable and bikeable neighborhoods which support healthy lifestyles and a sustainable future.

Care has been given to preserve elements of the natural environment. Landscaping regulations have ensured preservation of special natural areas and significant trees that define the character of the city. New landscaping has, when appropriate, incorporated native plants and low-impact development techniques. Areas of open space and forested groves near Town Center, along Redmond Way and in other locations have been preserved where possible through collaboration with other agencies and Indian tribes and through private partnerships. Through creative design, public and private projects have incorporated natural features and enhanced natural systems. Redmond continues to promote the value of the natural environment by inventorying and monitoring the elements that define the city's green character, including forested parks and open space.

The cost of providing and maintaining Redmond's quality services and facilities is borne equitably, balancing the needs of the community with those of the individual. Redmond continues to draw from diverse revenue streams in order to finance capital facility projects. Additionally, maintenance of new facilities is anticipated well in advance as part of the capital planning program ensuring facility maintenance costs can be effectively incorporated into the City's operating budget. The public facility costs associated with new growth are recovered in part using impact fees that reflect up to date costs, including those related to land acquisition and construction. In addition, Redmond continues to seek grants and other outside funding in order to maintain its high quality of life.

Redmond is an effective, responsive local government that responds to and anticipates the changing needs of the community. **Many people actively participate** in Redmond's planning process and system improvements, and their preferences are incorporated so that Redmond continues to be the place desired by members of the community.

In 2030, as in 2010, Redmond is a community working together and with others in the region to implement a common vision for Redmond's sustainable future.

C. Framework Policies

To be effective, the goals and vision must be translated into policies, plan designations and actions. The framework policies are the overarching policies that help to communicate how the community wants Redmond to look and feel over the next 20 years and that set the direction for the rest of the Comprehensive Plan. In contrast, policies in the various elements, such as Land Use or Housing, are more detailed and describe methods of accomplishing the vision. The framework policies are not listed in priority order and need to be viewed as a whole that is balanced over time.



Sammamish River



Redmond Watershed

Participation, Implementation and Evaluation

- FW-1** Support a sustainable community that recognizes that people, nature and the economy are all affected by both individual and collective actions.
- FW-2** Encourage active participation by all members of the Redmond community in planning Redmond's future.
- FW-3** When preparing City policies and regulations, take into account the good of the community as a whole, while treating property owners fairly and allowing some reasonable economic use for all properties. Require predictability and timeliness in permit decisions.
- FW-4** Support a culture of dialogue and partnership among City officials, residents, property owners, the business community, and agencies and organizations.
- FW-5** Evaluate the effectiveness of policies, regulations and other implementation actions in achieving Redmond's goals and vision for a sustainable future and take action as needed.

Conservation and Natural Environment

- FW-6** Protect, enhance and restore habitat and natural ecosystems to levels of function that provide resilience and adaptability, prevent natural hazards, and support biological imperatives for clean water and air.
- FW-7** Protect and restore the natural resources and ecological functions

of shorelines, maintain and enhance physical and visual public access, and give preference to uses that are unique or dependent on shoreline locations.

- FW-8 Improve the response and resiliency of the City to climate change impacts in built, natural and social environments with an emphasis on public health.**
- FW-9 Support Redmond as an urban community that values clean air and water, views of stars at night, and quiet neighborhoods.**
- FW-10 Achieve reductions and mitigate impacts community-wide from greenhouse gas emissions and criteria air pollutants. Additionally, promote efficient energy performance and use of energy sources that move beyond fossil fuels.**
- FW-11 Emphasize Redmond's role as an environmental steward by conducting City business in a manner that:**
- Increases community understanding of the natural environment through education and involvement programs to promote active participation in addressing environmental challenges and solutions;
 - Promotes sustainable land use patterns and low-impact development practices; and
 - Leads by example in the conservation of natural resources, such as energy, water and trees, and avoidance of adverse environmental impacts.

Land Use

- FW-12 Ensure that the land use pattern accommodates carefully planned levels of development, fits with existing uses, safeguards the**

environment, reduces sprawl, promotes efficient use and best management practices of land, provides opportunities to improve human health and equitable provision of services and facilities, encourages an appropriate mix of housing and jobs, and helps maintain Redmond's sense of community and character.

- FW-13 Ensure that the land use pattern in Redmond meets the following objectives:**
- Takes into account the land's characteristics and directs development away from environmentally critical areas and important natural resources;
 - Encourages redevelopment of properties that are underutilized or inconsistent with the Comprehensive Plan designation;
 - Supports the preservation of land north and east of the city outside of the Urban Growth Area, for long-term agricultural use, recreation and uses consistent with rural character;
 - Provides for attractive, affordable, high-quality and stable residential neighborhoods that include a variety of housing choices;
 - Focuses and promotes office, housing and retail development in the Downtown and Overlake Urban Centers;
 - Provides for the transition of the Marymoor Local Center to be a location that includes housing, services, and a diversity of employment opportunities;
 - Retains and encourages research and development, high technology and manufacturing uses in portions of Overlake, Downtown, Willows and Southeast Redmond;
 - Provides for industrial uses in suitable areas, such as portions of the Southeast Redmond Neighborhood;
 - Provides opportunities to meet daily shopping or service needs close to residences and work places;

- Provides and enhances the geographic distribution of parks and trails to support active, healthy lifestyles; and
- Advances sustainable land development and best management practices, multimodal travel and a high quality natural environment.

FW-14 Plan to accommodate a future population of 78,000 people and an employment base of 119,000 jobs in the City of Redmond by the year 2030.

FW-15 Promote a development pattern and urban design that enable people to readily use alternative modes of transportation, including walking, bicycling, transit and carpools.

Housing

FW-16 Create opportunities for the market to provide a diversity of housing types, sizes, densities and prices in Redmond to serve all economic segments and household types, including those with special needs related to age, health or disability.

FW-17 Encourage a housing supply in Redmond and nearby communities that enables more people to live closer to work, reduce commuting needs, and participate more fully in the community.

Economic Vitality

FW-18 Support sustainable and environmentally sound economic growth with appropriate land use regulations and infrastructure investments.

FW-19 Encourage a strong and diverse economy and tax base

that provide a variety of job opportunities, support the provision of excellent local services and public education, and keep pace with economic and demographic changes.

FW-20 Cultivate and enhance a broad variety of retail and service business choices that meet the needs of the greater Redmond community.

Neighborhoods

FW-21 Strengthen ongoing dialogue between each neighborhood and City officials.

FW-22 Make each neighborhood a better place to live or work by preserving and fostering each neighborhood's unique character and preparation for a sustainable future, while providing for compatible growth in residences and other land uses, such as businesses, services or parks.

Downtown

FW-23 Promote an economically healthy Downtown that is unique, attractive and offers a variety of retail, office, service, residential, cultural, and recreational opportunities.

FW-24 Nurture a Downtown Redmond that reflects the city's history, provides a comfortable atmosphere, preserves its natural setting, integrates urban park-like qualities, and serves as the primary community gathering place and entertainment and cultural destination for the greater Redmond area.

FW-25 Enhance the pedestrian ambiance of Downtown through public and private collaboration and investments.

FW-26 Foster Old Town’s identity as a destination that has retained its historic identity and traditional downtown character; ensure that it is linked through attractive pedestrian connections to the rest of Downtown and provides an inviting atmosphere in which to shop, stroll or sit during the day and evening.

Overlake

FW-27 Support Overlake as a focus for high technology and other employment located within a vibrant urban setting that provides opportunities to live, shop and recreate close to workplaces. Make public and private investments that reinforce the desired character and increase the attractiveness of Overlake as a place in which to walk, bicycle and use transit.

FW-28 Ensure that development and investments in Overlake address transportation issues of concern to both Redmond and Bellevue, help to retain the character of nearby residential neighborhoods, and enhance a green character within the area through addition of parks, street trees and landscaping, as well as retention of significant trees and other natural features.

Marymoor

FW-28.1 Support Marymoor as a focus for the location of housing, employment, and services in a compact and moderately dense

form that respects the natural constraints of the land and includes convenient access to multiple modes of transportation.

FW-28.2 Ensure through private and public investment that Marymoor transitions into an attractive urban neighborhood with a character that draws innovators from diverse fields, is inclusive of a mixed-income population, and achieves high quality design with respect to gathering places, pedestrian amenities, streetscapes, and nearby natural elements.

Parks and Recreation

FW-29 Maintain and promote a vibrant system of parks and trails that are sustainably designed, preserve various types of habitat and protect the natural beauty of Redmond.

FW-30 Provide citizens of all ages with diverse and accessible recreational and cultural opportunities, including active recreation and social and educational activities that change with trends in the city’s demographics.

Facilities and Services

FW-31 Plan, finance, build, rehabilitate and maintain capital facilities and services consistent with the following principles:

- Provide facilities and services that support the City’s vision and Land Use Plan as articulated in the Redmond Comprehensive Plan;
- Ensure that capital facilities are sustainable, well designed, attractive and safe;
- Provide facilities and services that

protect public health and safety;

- Ensure adequate provision of needed infrastructure and services;
- Allocate infrastructure funding responsibilities fairly;
- Optimize strategic actions and investments over near-, mid-, and long-term portions of the Comprehensive Plan's 2030 planning horizon while recognizing the need to retain flexibility to leverage opportunities and respond to changing conditions; and
- Provide reasonable certainty that needed facility and service improvements are completed in a timely manner.

FW-32 Ensure that the cost of capital facility improvements are borne in proportion to the benefit received. Allocate the cost of facilities that are generated by and that benefit growth to those generating that growth.

Transportation

FW-33 Ensure that Redmond's community character is protected and enhanced by planning, constructing, operating and maintaining a transportation system that embodies the City's sustainability principles and achieves Redmond's preferred land use pattern and vision.

FW-34 Develop accessible, safe and efficient multimodal transportation connections for the movement of people, goods and services.

FW-35 Provide mobility choices by investing in transportation programs, projects and services that promote a "walkable community," a complete bicycling network and enhance

the attractiveness of transit, ridesharing and use of alternate fuels that reduce greenhouse gas emissions.

FW-36 Use performance measures to measure progress towards Redmond's planned transportation system.

FW-37 Influence regional decisions and leverage transportation investments that support Redmond's preferred land use pattern and vision by increasing mobility choices and improving access between the city and the region for people, goods and services.

Community Character

FW-38 Maintain Redmond as a green city with an abundance of trees, forested areas, open space, parks, wildlife habitats, riparian corridors, access to shorelines and other elements of its beautiful natural setting.

FW-39 Retain aspects of Redmond's comfortable, connected feel while accommodating urban growth.

FW-40 Ensure that building and site design maintain and enhance Redmond's character, retain identities unique to neighborhoods and districts, and create places that are high-quality, attractive and inviting to people.

FW-41 Recognize, celebrate, connect with, and preserve Redmond's heritage, including links to Native cultures, historic activities such as logging and farming, and the image of Redmond as the Bicycle Capital of the Northwest, as an important

elements of the community's character.

- FW-42** Retain and attract small- to medium-sized and locally owned businesses in Redmond to offer a variety of goods and services.
- FW-43** Provide a variety of gathering places in the community that supply citizens with opportunities to enjoy the natural environment, arts or views, to learn, to recreate, to encourage stewardship, or to meet with others.
- FW-44** Promote opportunities to enhance public enjoyment of river and lake vistas and provide public places to take advantage of the Sammamish River as a community gathering place.
- FW-45** Enhance Redmond as a community that is welcoming, child friendly and safe; supports neighborhoods, families and individuals; and is characterized by diversity, innovation, creativity and vitality.

Comprehensive Plan. Achieve local goals and values by participating fully in implementation of the Growth Management Act, VISION 2040, and the King County Countywide Planning Policies.

- FW-49** Work with other jurisdictions and agencies, educational and other organizations, and the business community to develop and carry out a coordinated, regional approach for meeting the various needs of Eastside communities, including housing, human services, economic vitality, parks and recreation, transportation, and environmental protection.
- FW-50** Work cooperatively with residents and property owners to annex all land within the designated Potential Annexation Area.

Human Services

- FW-46** Improve the welfare and independence of Redmond residents by supporting the availability of human services to all in the community.
- FW-47** Ensure that human service programs reflect and are sensitive to the cultural, economic and social diversity of the city.

Regional Planning and Annexation

- FW-48** Develop and support regional policies, strategies and investments that reflect the vision and policies of the Redmond

Appendix B – Seattle Growth Strategy

Growth Strategy



Introduction

Seattle's strategy for accommodating future growth and creating a sustainable and **equitable** city builds on the foundation of its many diverse **neighborhoods** and aims to create a better city by providing

- *a variety of housing options,*
- *locations for employment growth,*
- *walkable communities with good transit access,*
- *services and the infrastructure needed to support growth,*
- *respect for the natural environment and enhancements to the city's cultural resources,*
and
- *growth that enables all residents to participate fully in the city's economy and civic life.*

This Plan envisions a city where growth builds stronger communities, heightens our **stewardship** of the environment, leads to enhanced economic opportunity and security for all residents, and is accompanied by greater race and **social equity** across Seattle’s communities.

This element of the Plan describes how the City goes about planning for growth and how it involves others in that planning. It also describes the City’s urban village strategy—the idea that most of Seattle’s growth should occur in the **urban centers, urban villages, and manufacturing/industrial centers**. This element also presents policies about urban design that describe how decisions about the location of growth should interact with the natural and built environments.

Other elements of this Plan describe mechanisms the City will use to achieve the growth vision. For example, the **Land Use element** describes how zoning and **development regulations** will control the location and sizes of new buildings in ways that help carry out the urban village strategy, the **Transportation element** describes the systems the City will provide to enable people and goods to move around the city, and the **Housing element** includes policies that will guide the types of housing the City will aim for and the tools the City will use to make it possible for people who work in the city to live here as well.

Between 2000 and 2010, the population of people of color grew more quickly than the total population in Seattle as a whole and within most urban villages. However, in some urban villages the pattern has been different. For example, the historically African-American and Asian-American communities at 23rd and Union/Jackson, North Beacon Hill, and Columbia City saw substantial decreases in their populations of color.

Changes in Population 2000 to 2010

	Change in Total Pop.	Change in Pop. of Color	% Change in Total Pop.	% Change in Pop. of Color
Seattle total	45,286	24,240	8.0%	13.4%
Inside urban villages	30,544	15,883	17.1%	22.9%
Outside urban villages	14,742	8,357	3.8%	7.5%

Urban Village Strategy

Discussion

The urban village strategy is Seattle’s growth strategy. This strategy concentrates most of the city’s expected future growth in urban centers and urban villages. Most of these areas have been the commercial centers serving their local communities or even the larger city and region for decades. They are the places best equipped to absorb more housing and businesses and to provide the services that new residents and employees will need.

Urban centers and villages are almost like small cities within Seattle. They are complete and compact neighborhoods. Increasing residential and employment opportunities in urban centers and villages makes transit and other public services convenient for more people. It also makes providing these key services more efficient. This can be a benefit to transit-dependent populations and to those who rely on other community services. At the same time, locating more residents, jobs, stores, and services near each other will reduce people's reliance on cars, limit traffic congestion, and decrease greenhouse gas emissions.

The urban village strategy takes the unique character of the city's neighborhoods into account when planning for future growth. The places selected for absorbing the most growth come in various shapes and sizes, and they will serve somewhat different purposes. The following descriptions define the roles that four different types of areas will play in the city's future:

Urban centers are the densest Seattle neighborhoods. They act as both regional centers and local neighborhoods that offer a diverse mix of uses, housing, and employment opportunities.

Hub urban villages are communities that offer a balance of housing and employment but are generally less dense than urban centers. These areas provide a mix of goods, services, and employment for their residents and surrounding neighborhoods.

Residential urban villages are areas of residential development, generally at lower densities than urban centers or **hub urban villages**. While they are also sources of goods and services for residents and surrounding communities, for the most part they do not offer many employment opportunities.

Manufacturing/industrial centers are home to the city's thriving industrial businesses. Like urban centers, they are important regional resources for retaining and attracting jobs and for maintaining a diversified economy.

The City intends for each of these areas to see more growth and change over time than other commercial locations or primarily residential areas, and together they will accommodate the majority of the city's expansion during this Plan's life span. The City will continue to work with its residents, businesses, and institutions citywide to promote conditions that will help each of its communities thrive, but it will pay special attention to the urban centers and villages where the majority of the new housing and jobs is expected. The policies in this Plan provide direction for that change and growth.

Because the City expects to concentrate public facilities, services, and transit in urban centers and urban villages, it must ensure that there are opportunities for all households to find housing and employment in those places, regardless of income level, family size, or race.

In addition to designating urban centers and villages and defining the desired conditions in these locations, the Plan addresses conditions in other areas, including large areas of **single-family** development, smaller areas of **multifamily** and **commercial** uses, and a few small industrial areas. These areas will also experience some growth, although generally in less dense patterns than the urban villages because these areas tend to lack some of the **infrastructure** needed for more dense development and some of these areas are not within easy walking distance of services.

GOAL

- GS G1** Keep Seattle as a city of unique, vibrant, and livable urban neighborhoods, with concentrations of development where all residents can have access to employment, transit, and retail services that can meet their daily needs.

POLICIES

- GS 1.1** Designate places as urban centers, urban villages, or manufacturing/industrial centers based on the functions they can perform and the densities they can support.
- GS 1.2** Encourage investments and activities in urban centers and urban villages that will enable those areas to flourish as compact **mixed-use** neighborhoods designed to accommodate the majority of the city's new jobs and housing.
- GS 1.3** Establish boundaries for urban centers, urban villages, and manufacturing/industrial centers that reflect existing **development patterns**; potential access to services, including transit; intended **community** characteristics; and recognized neighborhood areas.
- GS 1.4** Coordinate planning for transportation, utilities, parks and recreation, libraries, and other public services to meet the anticipated growth and increased **density** in urban centers and villages.
- GS 1.5** Encourage **infill development** in underused sites, particularly in urban centers and villages.
- GS 1.6** Plan for development in urban centers and urban villages in ways that will provide all Seattle households, particularly marginalized populations, with better access to services, transit, and educational and employment opportunities.
- GS 1.7** Promote levels of density, mixed-uses, and transit improvements in urban centers and villages that will support walking, biking, and use of public transportation.
- GS 1.8** Use zoning and other planning tools to shape the amount and pace of growth in ways that will limit displacement of marginalized populations, and that will accommodate and preserve community services, and culturally relevant institutions and businesses.
- GS 1.9** Distribute public investments to address current inequities, recognizing the need to also serve growing communities.

GS 1.10 Establish urban centers and urban villages using the guidelines described in Growth Strategy Figure 1.

Growth Strategy Figure 1
Urban Center and Urban Village Guidelines

Characteristic	Urban Centers*	Hub Urban Villages	Residential Urban Villages
Land Area	Up to 1.5 square miles (960 acres)	At least 20 contiguous acres of land currently zoned to accommodate commercial or mixed-use activities	At least 10 acres of commercial zoning within a radius of 2,000 feet
Access	<p>Within 0.5 miles of the existing or planned high-capacity transit station</p> <p>Existing or planned connections to surrounding neighborhoods by bicycle lanes and/or sidewalks</p>	<p>Transit service with a frequency of 15 minutes or less during peak hours and 30 minutes or less during off-peak hours, with direct access to at least one urban center</p> <p>Connected to neighboring areas and nearby public amenities by existing or planned bicycle lanes and/or sidewalks</p>	<p>Transit service with a frequency of 15 minutes or less during peak hours and 30 minutes or less during off-peak hours, with direct access to at least one urban center</p> <p>Connected to neighboring areas and nearby public amenities by existing or planned bicycle lanes and/or sidewalks</p>
Zoning and Use	Zoning that allows for a diverse mix of commercial and residential activities	Zoning that allows a range of uses, including a variety of housing types as well as commercial and retail services serving a local, citywide, or regional market, generally at a lower scale than in urban centers	Zoning that emphasizes residential uses while allowing for commercial and retail services for the village and surrounding area, generally at a lower scale than in hub urban villages
Growth Accommodation	<p>Zoning that permits</p> <ul style="list-style-type: none"> a minimum of 15,000 jobs within 0.5 miles of a high-capacity transit station an overall employment density of 50 jobs per acre, and an overall residential density of 15 households per acre 	<p>Zoning that permits at least</p> <ul style="list-style-type: none"> 15 dwelling units per gross acre 25 jobs per gross acre 2,500 total jobs, and 3,500 dwelling units 	Zoning that permits at least 12 dwelling units per gross acre

*The urban center description was taken from King County Countywide Planning Policies.

- GS 1.11** Permit various sizes of urban villages based on local conditions, but limit sizes so that most places in the village are within walking distance from employment and service areas in the village.
- GS 1.12** Include the area that is generally within a ten-minute walk of light rail stations or very good bus service in urban village boundaries, except in manufacturing/ industrial centers.
- GS 1.13** Provide opportunities for marginalized populations to live and work in urban centers and urban villages throughout the city by allowing a variety of housing types and affordable rent levels in these places.
- GS 1.14** Support convenient access to healthful and culturally relevant food for all areas where people live by encouraging grocery stores, farmers’ markets, and community food gardens.
- GS 1.15** Designate areas as manufacturing/industrial centers consistent with the following characteristics and with the **Countywide Planning Policies**:
- Existing zoning that promotes manufacturing, warehousing, and distribution uses
 - Zoning that discourages uses that pose short- or long-term conflicts with industrial uses, or that threaten to convert significant amounts of industrial land to nonindustrial uses
 - Zoning that strictly limits residential uses and discourages land uses that are not compatible with industrial uses
 - Buffers that protect neighboring, less intensive land uses from the impacts associated with industrial activity (provided by generally maintaining existing buffers, including existing industrial buffer zones)
 - Sufficient zoning capacity to accommodate a minimum of ten thousand jobs
 - Relatively flat terrain allowing for efficient industrial processes
 - Reasonable access to the regional highway, rail, air, and/or waterway systems for transportation of goods
- GS 1.16** Use zoning and other tools to maintain and expand existing industrial activities within the manufacturing/industrial centers.
- GS 1.17** Limit City-owned land in the manufacturing/industrial centers to uses that are compatible with other industrial uses and that are inappropriate in other **zones**, and discourage other public entities from siting nonindustrial uses in manufacturing/ industrial centers.
- GS 1.18** Promote the use of industrial land for industrial purposes.
- GS 1.19** Encourage economic activity and development in Seattle’s industrial areas by supporting the retention and expansion of existing industrial businesses and by providing opportunities for the creation of new businesses consistent with the character of industrial areas.
- GS 1.20** Strive to retain and expand existing manufacturing and industrial activity.

- GS 1.21** Maintain land that is uniquely accessible to water, rail, and regional highways for continued industrial use.

Areas Outside Centers and Villages

- GS 1.22** Support healthy neighborhoods throughout the city so that all residents have access to a range of housing choices, as well as access to parks, **open space**, and services.
- GS 1.23** Allow limited multifamily, commercial, and industrial uses outside of urban villages to support the surrounding area or to maintain the existing character.
- GS 1.24** Plan for uses and densities on hospital and college campuses that are located outside urban centers and villages in ways that recognize the important contributions of these institutions and the generally low-scale development of their surroundings.

Distribution of Growth

Discussion

The City does not completely control where growth will take place. The City adopts zoning that allows certain types of development in particular locations, and the City can make certain places attractive to development by making investments or offering incentives in those places. However, most new development is the result of decisions made by private landowners or developers who choose where they want to build.

Guided by the urban village strategy, the City has adopted zoning that will lead the bulk of Seattle's future growth to take place in areas designated as urban centers and urban villages. The City's vision is that job growth will be concentrated in urban centers—areas that already function as high-density, concentrated employment cores with the most access to the regional transit network. The City will especially focus growth in urban centers and those urban villages that are within easy walking distance of frequent and reliable transit service.

Currently, jobs and households are unevenly distributed across Seattle. For instance, the four adjoining urban centers (Downtown, First Hill/Capitol Hill, South Lake Union, and Uptown) contain almost a fifth of the City's households and nearly half of the city's jobs—on less than 5 percent of the city's land. Downtown alone has about ten times more jobs than housing units. Future growth estimates show that these urban centers will likely continue to be major job centers.

Industrial job growth will continue to take place mostly within the City's two existing and well-established manufacturing/industrial centers. There will also be overall job growth in

hub urban villages distributed throughout the city, which will put jobs and services closer to the surrounding residential population.

Urban villages that contain very good transit service are expected to grow more than those without that service. Very good transit means either a light rail station or a RapidRide stop plus at least one other frequent bus route. In May 2015, the City published a Growth and Equity Analysis to analyze impacts on displacement and opportunity related to Seattle's growth strategy. That analysis found that some urban villages that have light rail stations also are at high risk of too much development displacing existing households or small businesses. The City wants these areas to benefit from growth and investment, but we also need to pay attention to how growth can increase the risk of displacing marginalized populations and small businesses. To mitigate the risk, the Plan assigns a growth rate to these urban villages that is the same as for the residential villages that do not meet the definition for very good transit service. As the City monitors urban village growth in the future, the smaller growth rates for these two urban villages will help us examine the potential for displacement. Growth Strategy Figure 4 shows the different categories of urban villages, along with their level of transit service.

More modest growth will occur in various places outside centers and villages, including along arterials where current zoning allows multifamily and commercial uses.

This Plan anticipates that over the next twenty years, Seattle will add 70,000 housing units and 115,000 jobs. These estimates represent the city's share of King County's projected twenty-year growth. Seattle's comprehensive planning to accommodate this expected growth works from the assumption that the estimates for growth citywide, in urban villages and in urban centers are the minimums we should plan for. The city will monitor various aspects of growth over time and respond with adjusted approaches if growth significantly exceeds the estimates.

GOAL

- GS G2** Accommodate a majority of the city's expected household growth in urban centers and urban villages and a majority of employment growth in urban centers. (Figure 2 shows the estimated amount of growth for each urban center, and Figure 3 shows the estimated growth rate for different categories of urban villages.)

Growth Strategy Figure 2

Estimated Urban Center Growth 2015–2035

	Housing Units	Jobs
Urban Centers		
Downtown	12,000	35,000
First Hill/Capitol Hill	6,000	3,000
University District	3,500	5,000
Northgate	3,000	6,000
South Lake Union	7,500	15,000
Uptown	3,000	2,500
Manufacturing/Industrial Centers		
Duwamish	0	6,000
Ballard/Interbay	0	3,000

Growth Strategy Figure 3

Estimated Urban Village Growth Rates

	Expected Housing Growth Rate*	Expected Job Growth Rate*
Hub Urban Villages		
With very good transit service**	60%	50%
<ul style="list-style-type: none"> Ballard West Seattle Junction 		
With high displacement risk, regardless of the level of transit service	40%	50%
<ul style="list-style-type: none"> Bitter Lake Village Mt. Baker (North Rainier) 		
Other Hub Urban Villages	40%	50%
<ul style="list-style-type: none"> Fremont Lake City 		

	Expected Housing Growth Rate*	Expected Job Growth Rate*
Residential Urban Villages		
With very good transit service**	50%	N/A
<ul style="list-style-type: none"> • Crown Hill • Roosevelt 		
With high displacement risk, regardless of the level of transit service	30%	N/A
<ul style="list-style-type: none"> • 23rd & Union-Jackson • Columbia City • North Beacon Hill • Othello • Rainier Beach • South Park • Westwood-Highland Park 		
Other Residential Urban Villages	30%	N/A
<ul style="list-style-type: none"> • Admiral • Aurora/Licton Springs • Eastlake • Green Lake • Greenwood-Phinney Ridge • Madison-Miller • Morgan Junction • Upper Queen Anne • Wallingford 		

*Percentage growth above the actual number of housing units or jobs in 2015, except in urban villages where actual zoning capacity constrains percentage growth to less than shown in the table. No job growth rate is assigned to residential villages.

**Very good transit service means either a light rail station or a RapidRide bus service plus at least one other frequent bus route.

POLICIES

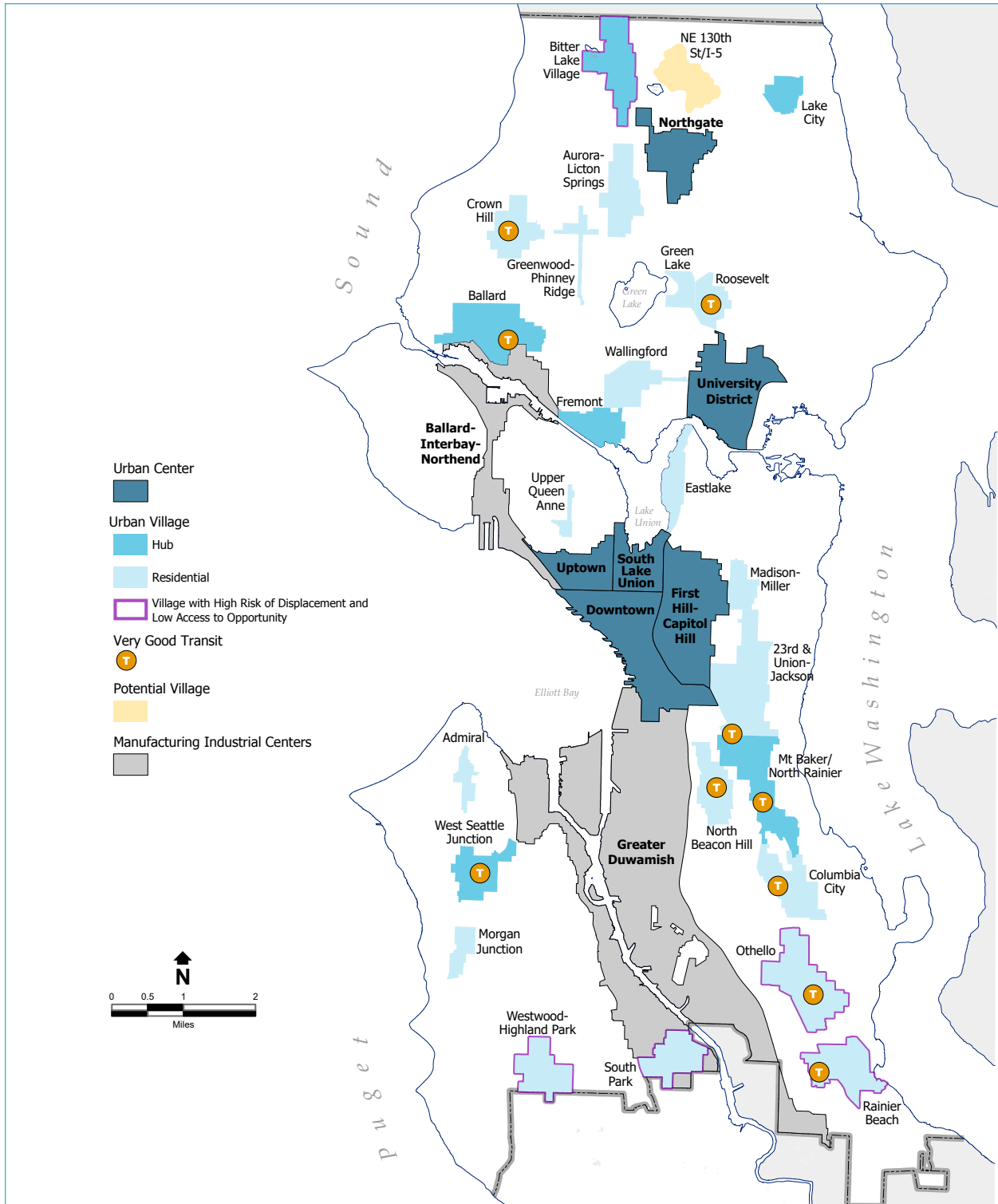
GS 2.1 Plan for a variety of uses and the highest densities of both housing and employment in Seattle’s urban centers, consistent with their role in the regional growth strategy.

GS 2.2 Base twenty-year growth estimates for each urban center and manufacturing/ industrial center on the following criteria:

- Citywide targets for housing and job growth adopted in the Countywide Planning Policies
- The role of the center in regional growth management planning
- The most recently adopted subarea plan for the center

Growth Strategy Figure 4

Urban Centers, Urban Villages, Manufacturing/Industrial Centers



- Level of transit service
- Existing zoning capacity for additional commercial and residential development
- Existing densities
- Current development conditions, recent development trends, and plans for private or public development, such as by **major institutions**
- Plans for infrastructure, public amenities, and services that could attract or support additional growth
- Access to employment for, and potential displacement of, marginalized populations

GS 2.3 Accommodate a substantial portion of the city’s growth in hub and **residential urban villages**.

GS 2.4 Work toward a distribution of growth that eliminates racial and social disparities by growing great neighborhoods throughout the city, with equitable access for all and with community stability that reduces the potential for displacement.

GS 2.5 Adjust urban center growth estimates periodically to reflect the most current **policy** guidance in regional and countywide growth management plans, or reexamine estimates as plans for the city’s urban centers are substantially amended.

GS 2.6 Work with communities where growth is slower than anticipated to identify barriers to growth and strategies to overcome those barriers.

Urban Design

Discussion

As Seattle evolves, thoughtful urban design can help both conserve and enhance the aspects of its physical environment that make it so appealing to residents and visitors alike. These aspects include well-defined and diverse mixed-use neighborhoods; compact, walkable scale; proximity to nature; and attractive parks, streets, and public spaces. In a flourishing city, urban design can help seamlessly integrate the new with the old, producing positive results while limiting the negative impacts of change. The policies in this element concern broad choices the City might make about where and how to develop.

For example, several Seattle neighborhoods are designated as **historic districts** in an effort to preserve their distinctive characters. The way the City builds and maintains major infrastructure, including parks and roads, will continue to define key public spaces and the connections between them.

The urban design policies described here outline the City's approaches to regulating, building, and maintaining the city, while reflecting its diverse neighborhoods, populations, and natural features. The policies here are separated into three specific areas of focus: Natural Environment, Built Environment, and Public Spaces. More detailed direction for individual projects can be found in the **Land Use Code's** regulations and in the City's design guidelines.

The policies in this element are not intended to be used for reviewing individual projects. Rather, the City helps shape projects through zoning regulations and the design review program.

GOAL

- GS G3** Maintain and enhance Seattle's unique character and sense of place, including its natural setting, history, **human-scaled development**, and community identity, as the city grows and changes.

Natural Environment

POLICIES

- GS 3.1** Encourage the preservation, protection, and restoration of Seattle's distinctive natural features and landforms such as bluffs, beaches, streams, and remaining evergreen forests.
- GS 3.2** Design public facilities to emphasize physical and visual connections to Seattle's natural surroundings, with special attention to public vistas of shorelines, the Olympic Mountains, and the Cascade Range.
- GS 3.3** Encourage design that recognizes natural systems and integrates ecological functions such as **stormwater** filtration or retention with other infrastructure and development projects.
- GS 3.4** Respect topography, water, and natural systems when siting tall buildings.
- GS 3.5** Provide both physical and visual public access to streams, lakes, and Puget Sound.
- GS 3.6** Extend sustainable landscaping and an urban design approach to typically underdesigned sites such as surface parking lots, rooftops, and freeway edges.
- GS 3.7** Promote the use of native plants for landscaping to emphasize the region's natural identity and foster environmental health.

Built Environment

- GS 3.8** Encourage the preservation and expansion of the tree canopy throughout the city for the aesthetic, health and environmental benefits trees provide, considering first the residential and mixed-use areas with the least tree canopy in order to more equitably distribute the benefits to residents.
- GS 3.9** Preserve characteristics that contribute to communities' general identity, such as block and lot patterns and areas of historic, architectural, or social significance.
- GS 3.10** Design public infrastructure and private building developments to help visitors understand the existing block and street patterns and to reinforce the walkability of neighborhoods.
- GS 3.11** Use zoning tools and natural features to ease the transitions from the building intensities of urban villages and commercial arterials to lower-density developments of surrounding areas.
- GS 3.12** Design streets with distinctive identities that are compatible with a citywide system that defines differences between types of streets and that allows for different design treatments to reflect a particular street's function, **right-of-way** width, and adjoining uses.
- GS 3.13** Preserve, strengthen, and, as opportunities permit, reconnect Seattle's street grid as a means to knit together neighborhoods and to connect areas of the city. Support efforts to use lids and other connections over highways that separate neighborhoods, especially when such lids provide opportunities to reconnect neighborhoods and provide amenities such as affordable housing, open spaces, or pedestrian and bike connections to transit stations.
- GS 3.14** Design urban villages to be walkable, using approaches such as clear street grids, pedestrian connections between major activity centers, incorporation of public open spaces, and commercial buildings with retail and active uses that flank the sidewalk.
- GS 3.15** Design multifamily zones to be appealing residential communities with high-quality housing and development standards that promote privacy and **livability**, such as appropriately scaled landscaping, street amenities, and, in appropriate locations, limited commercial uses targeted for the local population.
- GS 3.16** Encourage designs for buildings and public spaces that maximize use of natural light and provide protection from inclement weather.
- GS 3.17** Encourage the use of land, rooftops, and other spaces to contribute to urban food production.
- GS 3.18** Use varied building forms and heights to enhance attractive and walkable neighborhoods.
- GS 3.19** Use groupings of tall buildings, instead of lone towers, to enhance overall topography or to define districts.
- GS 3.20** Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages.

- GS 3.21** Limit the negative impacts of tall buildings on public views and on sunlight in public streets and parks by defining upper-level building **setbacks** and lot coverage or by using other techniques.
- GS 3.22** Locate tall buildings to respect natural surroundings and key natural features and to minimize obstructing views of these features, such as by having lower building heights near lakes or Puget Sound.
- GS 3.23** Encourage street widths and building heights that are in proportion with each other by reducing setbacks from the street and keeping reasonable sidewalk widths for lower buildings.

Public Spaces

- GS 3.24** Encourage innovative street design that expands the role of streets as public spaces and that could include use for markets, festivals, or street parks.
- GS 3.25** Promote well-defined outdoor spaces that can easily accommodate potential users and that are well integrated with adjoining buildings and spaces.
- GS 3.26** Design public spaces that consider the nearby physical context and the needs of the community.
- GS 3.27** Use the principles of crime prevention through environmental design for public spaces, where appropriate.

Annexation

Discussion

Small areas of unincorporated land lie immediately south of the Seattle city limits. The King County government currently administers services to these areas. However, the state's **Growth Management Act (GMA)** anticipates that all areas within the county's **urban growth boundary** will eventually be part of a city. Figure 5 shows the locations Seattle has identified as potential annexation areas.

GOAL

- GS G4** Eliminate pockets of unincorporated land abutting Seattle.

POLICIES

- GS 4.1** Cooperate with adjacent jurisdictions in order to reach equitable and balanced resolutions about jurisdictional boundaries for the remaining unincorporated areas abutting city limits.
- GS 4.2** Designate unincorporated land for potential annexation where the area has access, or can easily be connected, to City services, and the boundary-change agreements will result in an equitable distribution of revenues and costs, including asset transfer and the development, maintenance, and operation of facilities.
- GS 4.3** Consider annexation requests by the residents of unincorporated areas as a way for the City to meet regional growth management goals.
- GS 4.4** Support annexations of unincorporated areas to surrounding jurisdictions by taking part in public engagement efforts to determine local sentiment and in developing interlocal agreements related to annexations.

Growth Strategy Figure 5

Potential Annexation Areas

