

# Equitable Development Implementation Plan

April 2016



## Letter from the Mayor

Seattle is a beautiful place with a strong economy and a welcoming spirit. It is one of America's fastest-growing cities, presenting new challenges and opportunities for those who live and work here. But while Seattle is strong and, I believe, getting stronger, we must recognize that the benefits of our thriving city are not jointly shared.

*Indeed, our median income is at an all-time high, and is the third highest of any city in the nation. But 23% of our people of color live in poverty (compared to 9% of Whites)<sup>i</sup>*

*We are the sixth-most educated city in America: 59% of our workforce has a Bachelor's Degree or higher, and we are attracting talent from all over the world. But only 40% of our Black or Latino or Low-income children are ready for Kindergarten (compared to 70% of White children)<sup>ii</sup>*

*We created more than 63,000 jobs over the past five years. With an unemployment rate below 3.5%, we have been named the best city in the country to find a job. But 14% of Blacks are unemployed<sup>iii</sup>.*

*Life expectancy in Seattle has soared from 76 in 1990 to 81.7 in a 2008-2012 average<sup>iv</sup>. But if you live in Southeast or Central Seattle your life (79 years average) could be seven years shorter than if you live in Northeast Seattle (85.5 years average)<sup>v</sup>.*

*Our strong housing market has created wealth for those who own. About half of White householders are homeowners, but less than one-fourth of Black householders are homeowners. Furthermore 31% of Black householders (tenant and owner) spend more than half of their monthly income on housing costs (compared to 15% of Whites).*

*From 2000 to 2010, our population grew as a whole (8%) and our population of color grew even more quickly (13%). But there was a decrease in people of color in what historically has been some of our most diverse neighborhoods, including Columbia City (-23.5%) and even in 23<sup>rd</sup> and Union-Jackson (-8.8%)<sup>vi</sup> where the decline in people of color started much earlier.*

We see inequities in how we experience growth – between those who benefit from it and those displaced by it. We see inequities in prosperity – between those who can afford to live here and those being pushed out. I believe that as we grow, our City must ensure that we become a more livable and sustainable city.

I ask you to join me in holding this bold vision for our future:

*Seattle is a diverse city where all people are able to achieve their full potential regardless of race or means. Seattle's neighborhoods will be diverse and will include the community anchors, supports, goods, services and amenities people need to lead healthy lives and flourish.<sup>vii</sup>*

I ask you to join me as we launch a different approach to these issues and restructure City government to meet our rapidly changing city. We will accommodate growth by placing without displacing. We will



provide plans for how the City will invest to ensure our current communities continue to thrive; and in places like Rainier Beach, where the unemployment rate is three times the city rate, we must plan for growth in jobs as we plan for growth in population.

I ask you to join me in doing the work to achieve our bold vision:

- to fully integrate our Race and Social Equity Goals and Policies into departmental work plans and priorities;
- to use an Equity Analysis to inform City policy, programs, investments;
- to use our Equitable Development Framework to create strong communities and people, and great places with equitable access to housing, jobs, and neighborhood services and amenities;
- to use a race and social equity lens to drive systemic change;
- to make targeted place-based community driven investments to support community stability and economic mobility in high displacement risk, low access to opportunity areas; and finally
- to create the structures and expertise we need to hold this work as a priority now and into the future.

I ask you to join with me in the work laid out here in this document. It is urgent that we do this work together and that we do it now. I fear that if we wait too long, we will lose our history and will lose our soul. The question today is the same as a half a century ago: will we move towards greater polarization or will we attempt, as Dr. King urged us, to understand, comprehend, and approach this great divide with compassion and love?

I ask you to join me on this journey to achieve a racially and socially equitable Seattle.

Sincerely,



Edward B. Murray  
Mayor, City of Seattle

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<sup>i</sup> US Census Bureau. 2011-2013 ACS.

<sup>ii</sup> Office of the Superintendent of Public Instruction. Fall 2015 WaKIDS assessment, Washington State School Report Card.

<sup>iii</sup> US Census Bureau, 2011-2013 ACS.

<sup>iv</sup> Sightline Institute. *Seattle Life Expectance Soars*. December 2010.

<sup>v</sup> Public Health Seattle & King County. Community Health Indicators Project.

<sup>vi</sup> US Census Bureau. 2000 and 2010 Census estimates.

<sup>vii</sup> Resolution 31577

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# Executive Summary

## Context and Purpose

Seattle's first Comprehensive Plan (1994) made social equity one of our four core values. This made Seattle a national leader. In 2015, Mayor Murray and Seattle City Council put forth a bold vision for the City's future, *Seattle is a diverse city where all people are able to achieve their full potential regardless of race or means*. The Mayor and City Council unanimously agreed to make Race and Social Equity a central Core Value of the Comprehensive Plan, and defined Equitable Development. Mayor Murray's 2016 State of the City address sought to end racial disparities experienced by its residents of color and provided an extraordinary opportunity to elevate the City of Seattle in national leadership again. Ending racial disparities will require a bold framework for the City's decisions on policies, programs and investments, one guided by race and social equity to diminish institutionalized racism. That is the purpose of the Equitable Development Implementation Plan.

Throughout Seattle's history of economic booms and busts, some populations and neighborhoods prospered at the expense of others. Structural and institutional racism, including restrictive racial covenants, redlining, and other discriminatory practices led to racial segregation and current racial disparities in quality of life outcomes such as access to quality education, living wage employment, a healthy environment, affordable housing, and transportation. These racialized public policies and investment practices solidified the geographic patterns of wealth and poverty of households and neighborhoods for multiple generations. Both the private and public sectors contributed to the systemic racial disparities in Seattle, and both have roles in influencing growth to achieve equitable outcomes.

The current economic and population boom in Seattle presents new challenges and opportunities for those already here and those who wish to move here. We are also reflecting on our history and current conditions in order to envision what kind of city we want to be in 20 years, and what commitments are necessary to pair our actions with our values. Now is an opportunity to rethink urban living and what it means to be an inclusive and equitable city going forward.

Seattle's Comprehensive Plan provides an opportunity to envision a more equitable future, one in which "all marginalized people can attain those resources, opportunities, and outcomes that improve their quality of life and enable them to reach their full potential. The City has a collective responsibility to address the history of inequities in existing systems and their ongoing impacts in Seattle communities, leveraging collective resources to create communities of opportunity for everyone, regardless of race or means."<sup>viii</sup>

To get to this equitable future, the Comprehensive Plan lays out new race and social equity policies that: emphasize community stability in the face of displacement pressures, create economic mobility for those who have not been able to fully participate in Seattle's prosperity; provide more affordable housing choices throughout all our neighborhoods; allow marginalized populations to be active decision makers in how their communities grow; and guide public investments, programs and policies to meet the needs of marginalized populations and reduce disparities. Tying all these policies together is the

Mayor's Growth Strategy, which identifies urban villages and centers that have transportation investments (existing or planned) and the degree to which displacement risk and access to opportunity exist for our city's most vulnerable populations.

This new approach to planning also requires the City to prioritize public investments, policies, and programs with a race and social equity lens, making decisions based on where disparities exist and acting before displacement pressures are too great. As Mayor Murray said in his 2015 State of the City address, "As we provide plans for new density in a neighborhood, we will also provide plans for how the City will invest to ensure the neighborhood continues to thrive," so that growth can be about "placing without displacing." The Comprehensive Plan's 20-year vision for an equitable Seattle will require a meaningful and early commitment to equity; it will not wait until 2035. The Equitable Development Implementation Plan is part of that commitment.

The purpose of the Equitable Development Implementation Plan is as follows:

- Create an equitable city and eliminate institutionalized racism.
- Articulate the race and social equity position in the Comprehensive Plan and inform the 20 year Growth Strategy.
- Create an Equitable Development Framework to guide City decisions to address inequities and translate Comprehensive Plan policies into action.
- Define systemic change that coordinates policy, planning, programs, budgeting and public investments within an equitable development framework, focusing on transformational action to change the City's systems to benefit marginalized communities.
- Implement Equitable Development Projects in specific areas where the City has recently conducted community development work with the neighborhood to identify displacement risk or lack of opportunity; develop an investment strategy for moving these projects forward.
- Propose an implementation structure that fully incorporates race and social equity in four components: leadership, staff capacity, internal accountability, and external accountability.
- Support the leadership of marginalized communities so that their race and social equity expertise can inform, implement, and steward equitable development in Seattle neighborhoods.

## Equitable Development Framework

An Equitable Development Framework integrates people and place to **create strong communities and people** as well as **great places with equitable access**. The Framework, with its Equity Drivers and Equity Outcomes functions as an analytical tool to guide implementation to reduce disparities and achieve equitable outcomes for marginalized populations. The Equity Drivers build on the Puget Sound Regional Equity Network's Principles of Equitable Development.

The following are the six Equity Drivers:

- D1 Advance economic mobility and opportunity. Promote economic opportunities for marginalized populations and enhance community cultural anchors. Provide access to quality education, training, and living-wage career path jobs.
- D2 Prevent residential, commercial, and cultural displacement. Enact policies and programs that allow marginalized populations, businesses, and community organizations to stay in their neighborhoods.
- D3 Build on local cultural assets. Respect local community character, cultural diversity, and values. Preserve and strengthen cultural communities and build the capacity of their leaders, organizations, and coalitions to have greater self-determination.
- D4 Promote transportation mobility and connectivity. Prioritize investment in effective and affordable transportation that supports transit-dependent communities.
- D5 Develop healthy and safe neighborhoods. Create neighborhoods that enhance community health through access to public amenities, healthy, affordable and culturally relevant food, and safe environments for everyone.
- D6 Enable equitable access to all neighborhoods. Leverage private developments to fill gaps in amenities, expand the supply and variety of housing and employment choices, and create equitable access to neighborhoods with high access to opportunity.

These Equity Drivers are not intended to be deployed independently; their inter-relationship is fundamental to undoing the structural racism creating today's disparities. If implemented piecemeal or in isolation, they will result in transactional wins that do not produce lasting change. The Equitable Development Framework presents an integrated fabric of strategies to close racial disparities. Used together, we believe these drivers have the potential to make the transformative systems change needed to shift from the current trajectory of growth that marginalizes far too many and compromises the diversity that makes Seattle strong.

### **Equitable Development - Systemic Change to Eliminate Racial Inequities**

The City's commitment to coordinated implementation and institutional change to create racial equity and end institutionalized racism will extend to the City's functional plans, budget priorities, and service and capital investments in communities. This will involve many City departments and the City budget. The structure and actions described below have the potential for transformative change, both within City government and in its community impacts. They are:

- **Use the Growth and Equity Analysis of the Growth Strategy (Equity Analysis) and the Equitable Development Framework to inform coordinated community development and planning project selection and implementation priorities.** The Office of Planning and Community Development (OPCD) will work with other City departments to aid them in applying equity-based data and criteria



to select areas for planning and community development projects in order to improve race and social equity and close racial disparities.

- **Create new organizational structures across key departments.** OPCD will partner with the City Budget Office (CBO) to establish an executive level Capital Cabinet to set priorities, establish shared goals, and advise on budget decisions for shared investment strategies in targeted areas, beginning with Equitable Development Strategies and Targeted Investments in this Plan.
- **Incorporate equity into departmental plans.** The race and social equity goals and policies in the Comprehensive Plan will be used to guide the development of department annual work plans, strategic plans, and other important functional plans. Per Resolution 31577, every element of the Comprehensive Plan now has a policy to distribute resources equitably. To operationalize these policies, departments will use the data underlying the Equity Analysis and the definition of marginalized populations as a starting point to help ensure that equity criteria are weighted heavily in department decision-making processes.
- **Establish an equitable development monitoring program.** OPCD is designing a set of equitable development indicators that will become a core and ongoing component of an expanded program to monitor the displacement and community wellbeing. OPCD staff will compile and analyze monitoring data and present The Annual Equitable Development Monitoring Report, providing essential information to community members and aiding City officials in making policy and budget decisions.

## Equitable Development - Targeted Citywide Strategies to Mitigate High Displacement Risk and Increase Access to Opportunity

### **The Housing Affordability and Livability Agenda (HALA)**

In September of 2014, Mayor Murray and City Council called together leaders in the city to help develop a bold agenda for increasing the affordability of housing. A Housing Affordability and Livability Advisory Committee was convened including renters and homeowners, for-profit and non-profit developers, and other local housing experts. After months of deliberation, the Committee published a report of over 60 recommendations to be considered, including, but not limited to, the following:

- **Increase housing choice in areas that have high access to opportunity.**
  - **Mandatory Inclusionary Housing program and Commercial Linkage Fee.** Ensure new residential developments contribute to affordable housing units and commercial developers contribute funds for the production and preservation of affordable housing.
  - **Increase multi-family housing.** Devote a greater amount of land to multifamily housing, particularly in areas near transit, services and amenities.
- **Preserve communities impacted by displacement.**

- **Doubling the Housing Levy.** Continue to fund new development of rent/income-restricted housing in high displacement risk areas to anchor and strengthen those communities.
- **Targeted low-income homeowner assistance.** Build off the success of existing repair and weatherization programs and pursue policies to provide assistance to homeowners with financial hardships that threaten their housing
- **Tenant protections and relocation assistance.** Develop legislation that ensures fair access to housing for people with criminal records. Strengthen the Tenant Relocation Assistance Ordinance (TRAO) to expand the benefits to more vulnerable renters.
- **New Preservation Property Tax Exemption.** Extend the Multifamily Tax Exemption to existing buildings in exchange for guaranteeing continued affordability.

### **Commercial Affordability Initiative**

Create new policies and steps to support commercial affordability to address the rising cost of commercial space for small businesses. Small businesses are key anchors for vulnerable communities. They provide necessary goods and services as well as a livelihood. A broad range of solutions to commercial affordability will be considered, including:

- **Incentivizing the construction of smaller commercial spaces**
- **Activating public spaces to the benefit of food trucks and other small businesses**
- **Including affordable commercial storefronts in affordable housing projects**

### **Equity and Environment Agenda**

Mayor Murray brought together community leaders to develop this agenda, ensuring that those most affected by environmental inequities would lead in creating the Agenda.

- Blueprint for advancing racial justice in the City’s environmental work
- Partner with environmental community and philanthropy

## **Equitable Development Projects - to Mitigate High Displacement Risk and Increase Access to Opportunity**

The below examples of Equitable Development Projects are community-driven strategies created through an inclusive community engagement process. The neighborhoods involved are characterized by high levels of chronic and recent displacement; a history of racially driven disinvestment; and significant populations of marginalized communities. The projects are currently underway, in various stages of planning and feasibility testing. They have acquired various federal, state and local funding for the work thus far. Further work is needed to develop a financial strategy for implementation. An investment plan will be prepared to propose how these and future projects could move forward to implementation. That strategy will include staffing resources in OPCD and other departments, and potential for capital infrastructure funding such as in Move Seattle, the Parks District, the housing levy and such funding sources. This work will be reflected in a report to Council in June.

- **Multicultural Community Center (MCC)** – was prioritized by the immigrant and refugee communities in Southeast Seattle during neighborhood planning. Those communities are working to create the MCC by sharing the spaces they already use and by developing a shared capital campaign to support those that own as well as creating new shared space for those that rent. The MCC will serve as an anchor to help community stability. It is anticipated that the MCC will co-locate with the SouthEast Economic Opportunity Center. (D2 & 3)
- **Rainier Beach Innovation District (RBID)** – is an employment, education, and entrepreneurship project prioritized and driven by the community. The community specifically sought a new model of transit oriented development (TOD) that is based on production and decent quality jobs rather than consumption and low-wage jobs. This new model is in contrast to the more common model of “high cost housing over low wage jobs.” (D1, 2 & 3)
- **SouthEast Economic Opportunity Center (SEEOC)** – with the MCC as the “front door,” the SEEOC will be a place where people in Southeast Seattle and beyond can access opportunities for higher education, high quality jobs, and support to start and keep a business. Integrating shared space for cultural organizations and workforce housing, the SEEOC will help stabilize communities at risk of displacement and engage diverse residents. (D1 & 2)
- **William Grose Center for Cultural Innovation** -- will create a hub in the Central Area for entrepreneurial resources to support cultural preservation and innovation in the creative economy and will provide pathways to the creative industries for those who are currently excluded. It is community-led and seeking City partnership for possible location at the old Fire Station 6. (D1, 2 & 3)
- **Little Saigon Landmark Project** -- will be a gathering place for the regional Vietnamese community in the Little Saigon business district. It will bring together the district’s cultural, shopping, and culinary aspects in a distinctive physical anchor. The mixed-use Landmark Project, located in the heart of Little Saigon, will consist of a cultural center, Southeast Asian grocery, Emerald Night Market, and restaurant as its main components. Each component of the development will reflect Vietnamese Americans’ rich culture, history, and future. (D1, 2 & 3)
- **Equity Transfer of Development Rights (TDR) for Affordable Commercial Space** – an anti-displacement mitigation strategy to allow property owners to sell development rights in improving market neighborhoods to property owners in active market neighborhoods. In return, the selling property owner will provide affordable commercial space to eligible businesses for a pre-determined period of time. The Equity TDR will be explored and potentially piloted in Chinatown / International District to create long-term affordable commercial space for those businesses that are so critical for this neighborhood.

## Stewardship Plan

Success requires ongoing support by City and community leadership and a clear implementation structure. **Leadership, staff capacity, internal accountability, and external accountability** are all critical. The City’s elected officials will continue to raise greater awareness about the urgency to prioritize and address racial equity. The City’s leadership will also prioritize available resources, cultivate external partnerships, develop and enable staff to lead, and actively remove barriers to success.

All staff involved will be given the training, resources, and support to identify and act on equity issues. At a minimum, this means an understanding of the Equitable Development Framework, partnering with community leaders, and collecting and using racially disaggregated data to make decisions.

The City's internal mechanisms to prioritize and promote equity will include the budget process, department functional plans, cross-departmental coordination priorities, and a robust outcome and measurement process. OPCD will work closely with City leadership and peer departments to inform and coordinate these internal mechanisms.

Marginalized communities most impacted by inequitable growth have a sophisticated understanding of the burdens of inequitable growth and the effectiveness of community-sourced solutions. The City's partnership with these communities during this upcoming period of systems change and implementation is critical. The City will continue to support these leaders, organizations, and coalitions so their expertise can help shape City policies, programs and investments. This includes participation in decision-making at both the policy and project levels, and partnering to monitor the growth strategies' impact on community well-being and displacement risk.

Part of the City's monitoring program will include issuing an annual Equitable Development Monitoring Report to the community and policy makers. The City and its community partners are currently working to identify short-term measures to provide reasonable early signals of heightened risks of displacement. The Equitable Development Monitoring Report will include an "early warning" equity check as well as longer-term, outcome-oriented indicators, used to inform policy, program and budget decisions. The Seattle Planning Commission and the Race and Social Equity Leadership Task Force will present the report to Council as part of the Comprehensive Plan annual amendment process. In addition, indicators based on sources such as the American Communities Survey and Census will be tracked and reported on as these data are released.



## Background and Current Context

***Vision of an Equitable Seattle:*** *Seattle will be a city with people of diverse cultures, races, and incomes. All people will thrive and will be able to achieve their full potential regardless of race or means. Our city's neighborhoods will be diverse and will include the community anchors, supports, goods and service and amenities so that our residents can lead healthy lives and can flourish.*<sup>ix</sup>

If we are to hold true to our vision: to stay a diverse city, one in which everyone can thrive regardless of race or means, and one in which our neighborhoods are diverse and include those components necessary for everyone to succeed, then we must change how we undertake our work. We must shift our policies, planning, and investments to a more equitable model.

In 2015, Mayor Murray and Seattle City Council unanimously approved Resolution 31577, confirming that the City of Seattle's core value of race and social equity is one of the foundations on which the Comprehensive Plan is to be built. This resolution defined terms and directed staff to use an Equity Analysis to identify current disparities, create and report on equity measurements, and establish a stewardship structure that includes the expertise of those most negatively impacted by inequitable growth so that marginalized people can benefit from, and not be displaced or overly burdened by future growth.

Terms:

***Marginalized People:*** *persons and communities of color, immigrants and refugees, those experiencing poverty, and people living with disabilities.*

***Race and Social Equity:*** *when all marginalized people can attain those resources, opportunities, and outcomes that improve their quality of life and enable them to reach their full potential. The city has a collective responsibility to address the history of inequities in existing systems and their ongoing impacts in Seattle communities, leveraging collective resources to create communities of opportunity for everyone, regardless of race or means.*

***Equitable Development:*** *public and private investments, programs, and policies in neighborhoods to meet the needs of marginalized people and reduce disparities, taking into account past history and current conditions, so that quality of life outcomes such as access to quality education, living wage employment, healthy environment, affordable housing and transportation, are equitably distributed for the people currently living and working there, as well as for new people moving in.*

The Seattle Office for Civil Rights (SOCR) and OPCD, partnered to lead this work through the Equitable Development Initiative (EDI) with the support of an interdepartmental team. The work of the EDI builds directly on the City's Race and Social Justice Initiative, the new model for community engagement and neighborhood planning laid out in Resolution 31085 and Ordinance 122799 and those community priorities that were generated through this new process. The US Department of Housing and Urban

Development's (HUD) Sustainable Communities Initiative supported the Puget Sound Regional Equity Network in creating the Principles of Equitable Development. HUD also funded Seattle's Community Cornerstones, which provided an opportunity to more fully develop Southeast Seattle anti-displacement strategies: affordable family-sized housing, strong cultural business districts, and strong cultural anchors. This Equitable Development Implementation Plan is a direct outgrowth of this entire body of work and was created in response to Council's 2016 Statement of Legislative Intent 32-2-A-1.

Seattle's original and ongoing policies for managing growth focus on the City's ability to provide services and infrastructure efficiently and to achieve an urban form that allows people to reach their destinations without needing to drive. The policies were intended to be neutral with respect to race and other demographics. An equitable development approach adds a racial and social equity lens to growth and investment. With this approach, we expect to see new growth and investment that minimizes displacement of marginalized populations and increases access to opportunity for those populations. If the monitoring indicates that this is not happening, investments will be needed to counteract the disparate impacts of growth. Equitable development requires outcome-driven investments that close racial disparities. It is likely that that these investments will be weighted toward those neighborhoods with histories of disinvestment and that the public sector will need to lead. Equitable development also requires leveraging the resources of private development to provide new amenities in neighborhoods where opportunity currently exists.

In order to achieve an equitable Seattle, it is critical that we have a public investment strategy that reflects need and is driven to achieve equitable outcomes rather than a distribution based solely on numbers of people, the rate of growth, or areas with the most political influence. This strategy must be comprehensive and coordinated so that communities most at risk of displacement can achieve stability and economic mobility. It should create equitable access to places that already have the key determinants of well-being. It will require a framework to achieve racial and social equity that identifies two goals: that our communities and people have what they need to be thrive in place, even in the face of extreme displacement pressures; and that we have great neighborhoods throughout Seattle with equitable access to all.

## Part 1 – Race and Social Equity in the Comprehensive Plan

Seattle became a national leader in planning when we made Social Equity one of the four core values of the 1994 Comprehensive Plan. Currently in the process of updating the Comprehensive Plan for 2035, the City is once again on the leading edge of planning for equity, this time by making Race and Social Equity a central core value and more fully articulating the City’s vision, goals, and policies to align with this value. It is an opportunity to rethink urban living and what it means to be an inclusive and equitable city going forward.

To update the Plan with this strengthened commitment to racial equity, OPCD partnered with the SOCR to form the Equitable Development Initiative (EDI), working with over a dozen departments to join the effort. The EDI leveraged many of the City’s unique resources, including a decade of experience in addressing institutional racism, elected officials and department directors committed to making real change, a well-trained workforce on understanding racial inequities, one of the nation’s most sophisticated community development sectors, and a system of commissions and community relationships that foster positive partnerships to help tackle institutional racism.

Over the past two years, an EDI Inter Departmental team (IDT) has continued to work closely with the Comprehensive Plan IDT. These two IDTs deployed a Racial Equity Toolkit analysis on each element of the Plan to look at historical inequities, identify key equity issues, and inform the drafting of new equity policies. SOCR and OPCD contracted with PolicyLink to provide technical assistance in the form of facilitated City and community workshops, research on national best practices in equity policies and implementation, and two multi-day site visits at the beginning and end of the process.

The EDI worked closely with community partners including the Seattle Planning Commission, the LGBTQ Commission, the Women’s Commission, the Commission on Disabilities, and the Human Rights Commission to solicit guidance on the Equity Analysis and their priorities for the inclusion of new equity goals and policies in the Plan. A joint commission letter from all five commissions bolstered this work. In addition, leadership of those communities who have borne the burden of racial inequity from the Central District, Chinatown/International District and Southeast Seattle have come together specifically to provide their expertise in shaping the Race and Social Equity vision, goals and policies of the Plan, the Equity Analysis, informing the Equitable Development Framework and its Equity Drivers, and supporting community-sourced strategies prioritized to improve racial equity. Their letters provided expert counsel from those with the deepest understanding and experience of the impacts of inequitable growth.

The internal and external expertise brought to bear on the planning process resulted in a new array of race and social equity goals and policies for the Comprehensive Plan. Such goals and policies now exist throughout all elements of the Mayor’s Recommended Plan. This provides clarity for each of the department’s unique roles in working together to achieving equitable outcomes.

The new goals and policies emphasize certain themes. These themes and example policies are provided below (the recommended Comprehensive Plan equity policies are listed in Appendix A):

- **Community stability in the face of displacement pressures**  
*Growth Strategy Policy 3.10* - Use zoning and other planning tools to shape the amount and pace of growth in ways that will control displacement of marginalized populations, community services, and culturally relevant institutions and businesses.  
*Housing Policy 5.9* - Address the needs of marginalized populations and other communities vulnerable to displacement through policies and funding decisions related to rent/income-restricted housing.  
*Neighborhood Planning Policy 1.1* - Prioritize neighborhood planning in areas expecting or experiencing significant change, primarily urban centers and urban villages, especially those that have not equitably benefitted from the city's growth.
- **Creating economic mobility for those who have not been able to fully participate in Seattle's prosperity**  
*Economic Development Policy 1.3* - Prioritize commercial districts for assistance in areas of lower economic opportunity.  
*Capital Facilities Policy 1.8* - Leverage investments to create training and living wage job opportunities, particularly for marginalized populations and local residents.
- **Providing more affordable housing choices throughout all our great neighborhoods**  
*Growth Strategy Policy 3.6* - Plan for development in urban centers and urban villages in ways that will provide a broad cross-section of Seattle households, including marginalized populations, with better access to services, transit, and educational and employment opportunities.  
*Housing Policy 5.6* - Increase housing choice and opportunity for extremely low- and very low-income households in part by funding rent/income-restricted housing throughout Seattle, especially in areas where it is less available and that include high frequency transit and other amenities, even if greater subsidies may be needed.
- **Empowering marginalized populations to be active decision makers in how their communities grow**  
*Parks Policy 2.10* - Develop partnerships with organizations that include race and social justice as fundamental to their operations and business practices.  
*Community Well-Being Policy 6.3* - Provide opportunities for, and actively recruit, diverse representation on City of Seattle boards, commissions, and advisory committees that contribute to City decision-making.
- **Prioritizing public investments, programs, and policies to meet the needs of marginalized populations and reduce racial disparities.**  
*Growth Strategy Policy 3.11* - Distribute public investments to address current inequities, recognizing the need to also serve growing communities.



*Transportation Policy 10.6* - Prioritize investment by considering life-cycle costs, safety, environmental benefits, ability to reduction of greenhouse gas emissions, and benefits to public health. Race and social equity should be a key factor in selecting transportation investments.

*Parks Policy 1.1* - Continue to expand the City's park holdings and open space opportunities, with special emphasis on serving urban centers and urban villages that are home to marginalized populations and areas that have been traditionally under-served.

- **Analyzing City decisions through a race and social equity lens**

*Land Use Policy 2.10* - Consider the potential for future rezones to increase the displacement of residents, especially marginalized populations, and the businesses and institutions that serve them.

*Environment Policy 5.4* - Assess current facilities and services periodically to determine the environmental impacts they may be having on marginalized populations and identify ways to mitigate those impacts.

*Economic Development Policy 3.8* - Evaluate taxes, regulations, incentives, and other government policies and investments to determine the benefits and burdens on marginalized populations.

These policies are meant to support and complement each other. They should not be viewed in isolation. Alone, any one of these does not address the structural root causes of inequities. Together they have the potential to enable growth that meets our environmental and racial equity goals. Many of these policies are designed to be applicable to all departments. Two examples are:

- *Growth Strategy Policy 2.2* - Develop and use practices to reach historically under-represented communities and to aid their participation in decision-making processes.
- *Economic Development Policy 4.2* - Increase job training, internships and placement to overcome high barriers to employment and achieve greater racial and social inclusion in the workforce.

The City Growth Strategy is directly informed by the Equity Analysis because it calls for somewhat lower growth in urban villages that have both a high displacement risk and low access to opportunity. The strategy still calls for these villages to grow because part of the goal is to ensure that all parts of the city can share in the prosperity that growth brings. However, growth that occurs too rapidly in areas where displacement is a significant risk could exacerbate displacement, and the City will want to closely monitor the amount and pace of growth in these areas.

The Equity Analysis describes tools used to analyze the state of equity in the city and inform the growth strategy. The analysis also provided the basis for this Implementation Plan. A summary of the growth strategy and Equity Analysis is provided below.

## Part 2 – Growth and Equity Analysis of the Growth Strategy

The Equity Analysis that accompanies the Recommended Comprehensive Plan describes tools used to analyze the state of equity in the city and inform the Growth Strategy. The analysis also provides the basis for this Implementation Plan.

### **Purpose**

The Equity Analysis informs elected officials and the public about:

- Potential future displacement impacts of the Recommended Growth Strategy on marginalized populations; and
- Strategies for mitigating identified impacts and increasing access to opportunity for marginalized populations.

The Equity Analysis describes how development could displace marginalized populations and how it could affect their access to economic opportunities. It combines demographic data and information about the locations of employment and institutions to produce a Displacement Risk index and an Access to Opportunity index. It also provides a framework for identifying policies, programs and investments the City or others could use to lessen the potential risk of displacement and increase access to opportunity to achieve a more equitable city.

The Displacement Risk Index combines data on vulnerability, amenities, development potential, and median rents to identify areas where both physical and economic displacement of marginalized populations may be more likely, whether due to rising housing demand and limited supply putting upward pressure on prices or due to particular development in their neighborhood.

The following are the indicators that inform the Displacement Risk Index

D1	People of color	Percentage of population that is not non-Hispanic White
D2	Linguistic isolation	Percentage of households in which no one 14 and over speaks English only or no one 14 and over speaks both a language other than English and English "very well"
D3	Low educational attainment	Percentage of population 25 years or older who lack a Bachelor's degree
D4	Rental tenancy	Percentage of population in occupied housing units that are renters
D5	Housing cost-burdened households	Percentage of households with income below 80% of AMI that are cost burdened (> 30% of income on housing)
		Percentage of households with income below 80% of AMI that are severely cost burdened (> 50% of income on housing)

D6	Household income	Percentage of population with income below 200% of poverty level
D7	Proximity to transit	Number of unique transit trips within 0.25-mile walking distance of a location
D8	Proximity to light rail and streetcar	Location near a current and future light rail stations and streetcar stops, measured by walking distance
D9	Proximity to core businesses	Location within a certain distance of supermarket/grocery (0.5 mi), pharmacy (0.25 mi), and restaurant/café/diner (0.25 mi)
D10	Proximity to civic infrastructure	Location within a certain distance of a public or private school (0.25 mi), community center (0.25 mi) or park of at least 0.25 acre (distance varies based on park size), or library (0.5 mi)
D11	Proximity to already-gentrified or affluent neighborhood	Census tract that (a) has median household income < 80% of AMI and (b) abuts a tract where median household income is > 120% of AMI
D12	Proximity to regional job center	Travel time to designated King County Urban Centers and Manufacturing/Industrial Centers
D13	Development capacity	Parcels that allow residential uses identified as likely to redevelop in City development capacity model
D14	Median rent	Ratio of rent per neighborhood to Seattle average (by unit type in \$/nrsf)

The Access to Opportunity Index measures the key determinants of social, economic, and physical well-being, including quality of education, economic opportunity, transit, civic infrastructure, and public health. The index measures access to some of the resources people need to succeed and thrive. Because these resources attract private development and influence decisions about where to live, communities with more of these also have some of Seattle’s highest housing costs.

The following are the indicators that inform the Access to Opportunity Index:

A1	School performance	Math and reading proficiency for elementary schools
A2		Math and reading proficiency for middle schools

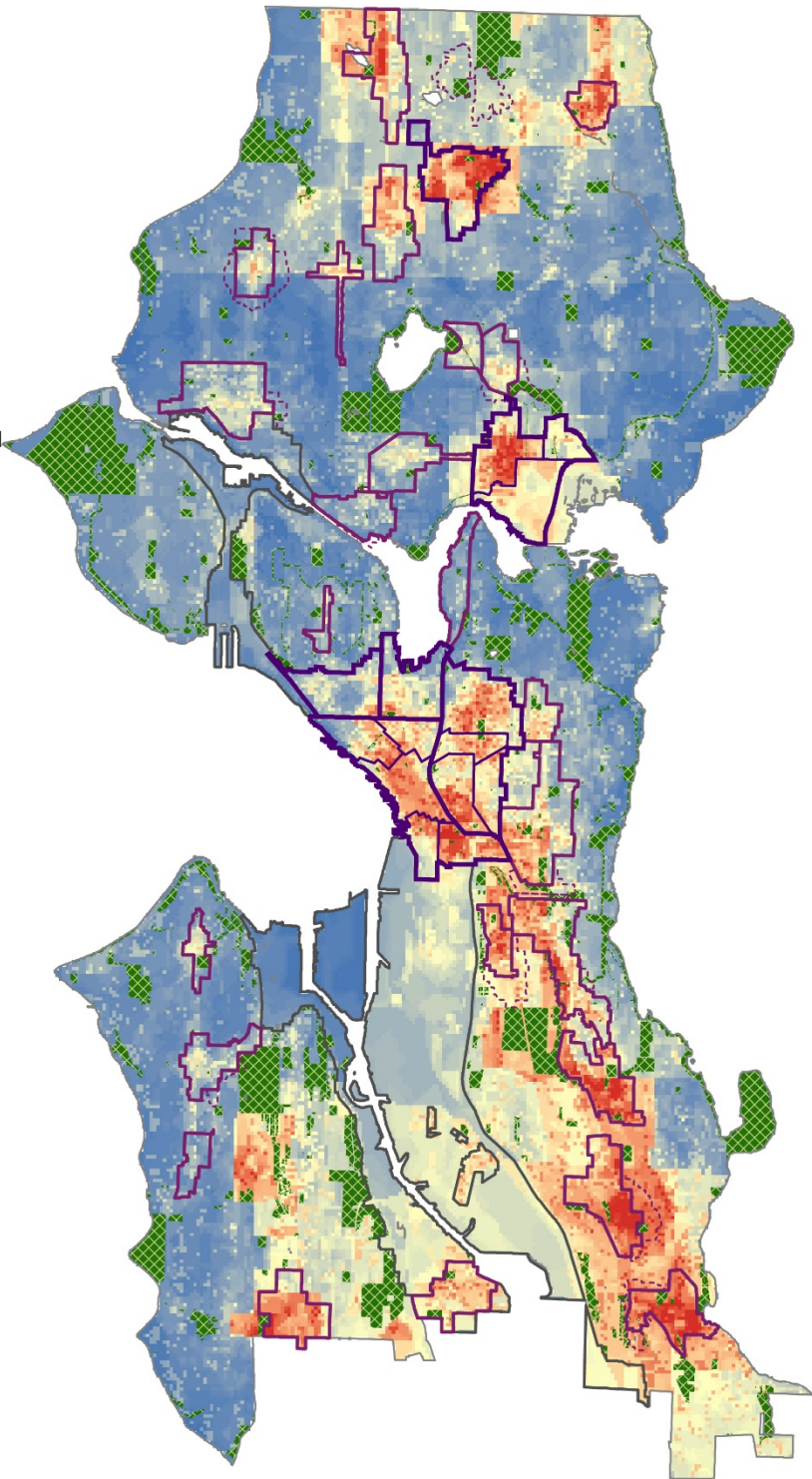
A3	Graduation rate	Attendance area of high school with above-average graduation rate (87.4%)
A4	College / university access	Within 30 minutes of a college or university by transit (bus and/or light rail)
A5	Proximity to a library	Network distance to a library
A6	Proximity to employment	Number of jobs accessible in 30 minutes by transit
A7	Property appreciation	Change in median home value 2000-2013
A8	Proximity to frequent bus service	Number of unique transit trips within 0.25-mile walking distance of a location
A9	Proximity to light rail and streetcar	Location near a current and future light rail stations and streetcar stops, measured by walking distance
A10	Proximity to a community center	Location near a City-owned and City-operated community center, measured by walking distance
A11	Proximity to a park	Location near a City park, measured by as-the-crow-flies distance (Proximity determined by the size of the park. Larger parks serve larger areas.)
A12	Sidewalk completeness	Percentage of block faces within a quarter mile missing a sidewalk (excluding those SDOT has not identified should be improved)
A13	Proximity to a health care facility	Location near a health care facility, measured by walking distance
A14	Proximity to a location that sells produce	Location near a supermarket, produce stand, or farmers market, measured by walking distance

Refer to the Equity Analysis for a full description of the methodology and list of the indicators used in the Displacement Risk and Access to Opportunity indices.



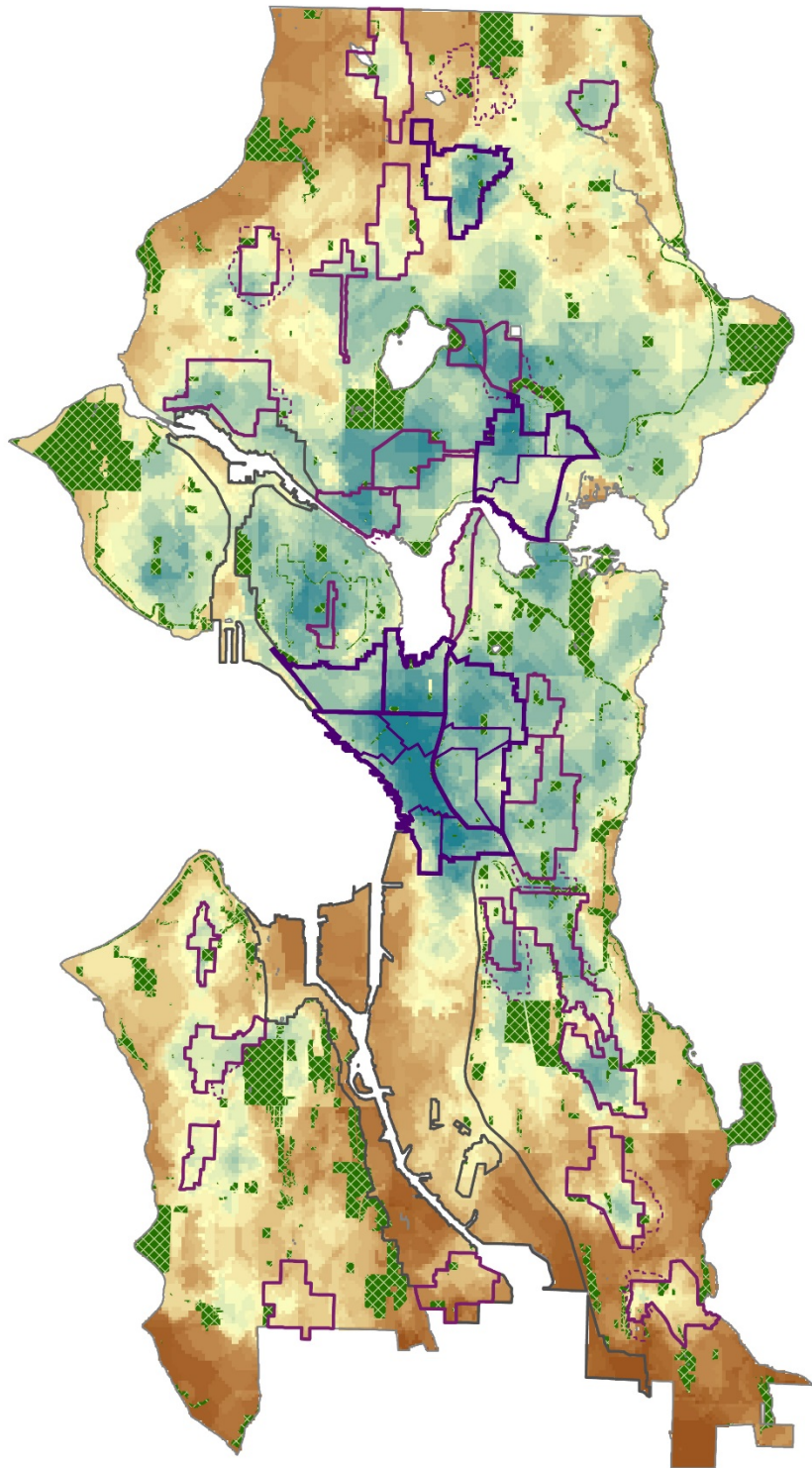
## Risk of Displacement Index

- People of color
- Linguistic isolation
- Educational attainment
- Housing tenancy
- Housing cost-burdened households
- Severely housing cost-burdened households
- Household income
- Proximity to transit
- Proximity to current or future Link light rail and streetcar
- Proximity to core businesses
- Proximity to civic infrastructure
- Proximity to high-income neighborhood
- Proximity to job center
- Development capacity
- Median rent



## Access to Opportunity Index

- School performance
- Graduation rate
- Access to college or university
- Proximity to a library
- Proximity to employment
- Property appreciation
- Proximity to transit
- Proximity to current or future Link light rail and streetcar
- Proximity to a community center
- Proximity to a park
- Sidewalk completeness
- Proximity to a health care facility
- Proximity to a location that sells produce



## Results

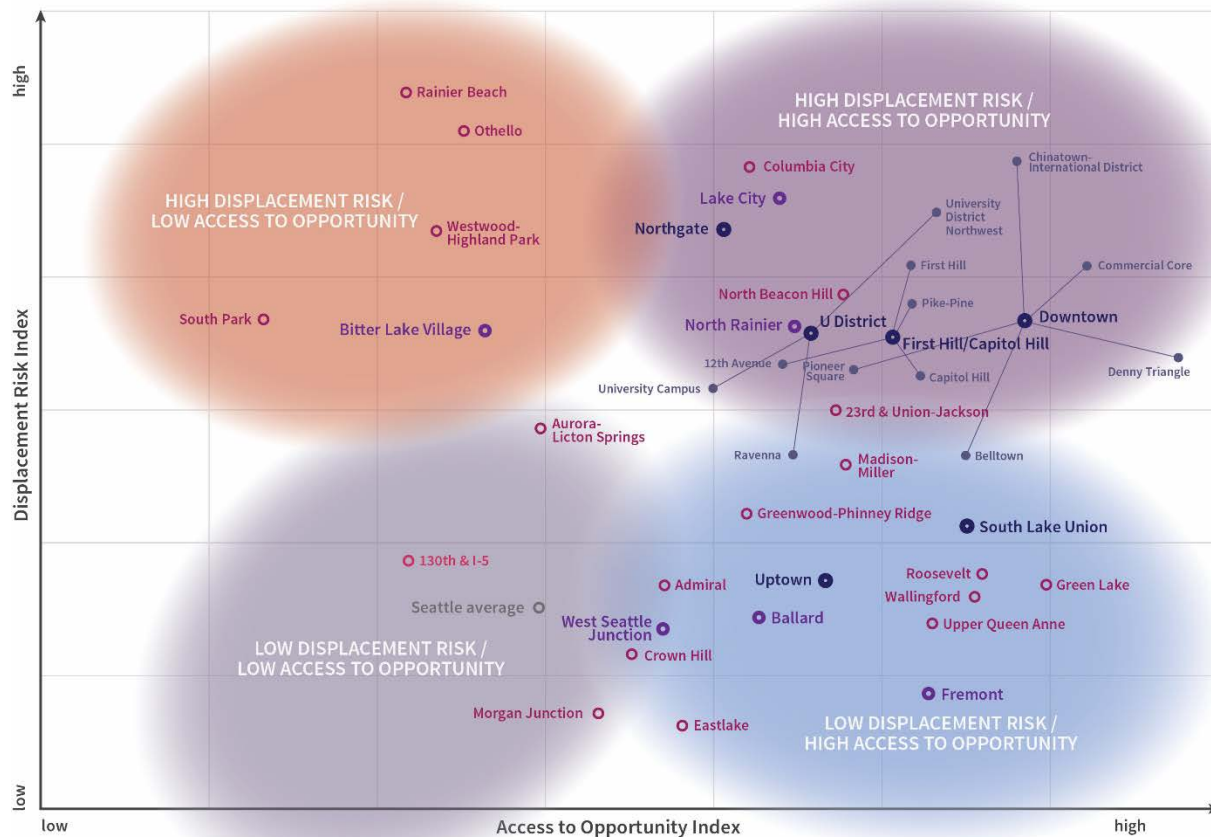
Even today, the imprint of redlining and race covenants persists. Racial inequities exist in Seattle. Mapping the two indices illustrates spatial disparities in the existing conditions of neighborhoods across Seattle.

Displacement risk is greater in some neighborhoods than others, and Seattle's geography of opportunity is also uneven. Key determinants of social, physical, and economic well-being are not equitably distributed. Seattle's communities of color tend to live in neighborhoods with low Access to Opportunity, leaving many without access to resources necessary to succeed in life.

Some areas, such as Southeast Seattle, present a very high level of displacement risk and very low access to opportunity. These neighborhoods tend to have greater concentrations of marginalized populations who struggle to withstand displacement pressures due to real estate cost increases, regional economic growth, constrained housing supply, and new market-rate development. These communities also often rely on commercial districts and cultural anchors that face displacement as rents increase.

Each index integrates many data layers that, when disaggregated and studied individually, provide a more detailed assessment of each neighborhood that can be obscured in a composite map. For instance, an area with average values for each indicator may appear to have a similar overall risk of displacement as an area with a mix of very high and low values, when in fact these two areas are quite different. For this reason, in addition to assessing the state of equity citywide, these indices and their disaggregated data layers will be used to drive City policy, program, and investment decisions designed specifically to mitigate the risk of displacement and improve access to opportunity in a specific area to best improve equity for marginalized communities and to drive toward a more equitable Seattle.

The following typology categorizes each of the city's urban centers and villages according to its relative position on the two indices. The typology helps identify the potential impacts of future growth and suggests which mitigation measures could address the differential needs and opportunities present in urban centers and villages. These results informed the development of the recommended Growth Strategy and the mitigation strategies appropriate for each type of urban village, as outlined in this Implementation Plan.



- Urban Center
- Urban Center Village
- Hub Urban Village
- Residential Urban Village
- Potential New Residential Urban Village

## Analysis of Recommended Growth Strategy

### Growth Strategy

Most growth is expected in designated urban centers and urban villages which exist across a variety of economic and social conditions. Some exist where there is a high risk that growth could displace marginalized populations, while others have fewer of those populations and less risk of displacing them. Likewise, urban centers and villages have various levels of opportunity and access.

Without strategies to mitigate its effects, rapid market-rate redevelopment in high displacement risk areas is likely to exacerbate displacement pressures. Limited housing choice and supply in areas with low displacement risk and high access to opportunity is likely to continue to inhibit equitable access for marginalized populations.

A key element of mitigation is built into the recommended Comprehensive Plan. In the recommended Growth Strategy, the City anticipates a higher rate of growth in urban villages with good transit service

and a relatively lower rate of growth in urban villages with high displacement risk and low access to opportunity. This addresses the existing conditions reflected in both indices and builds into the Plan a key strategy for mitigating displacement risk. However, in certain areas, displacement is a concern regardless of the level of growth and is likely to have disproportionate impacts on marginalized populations.

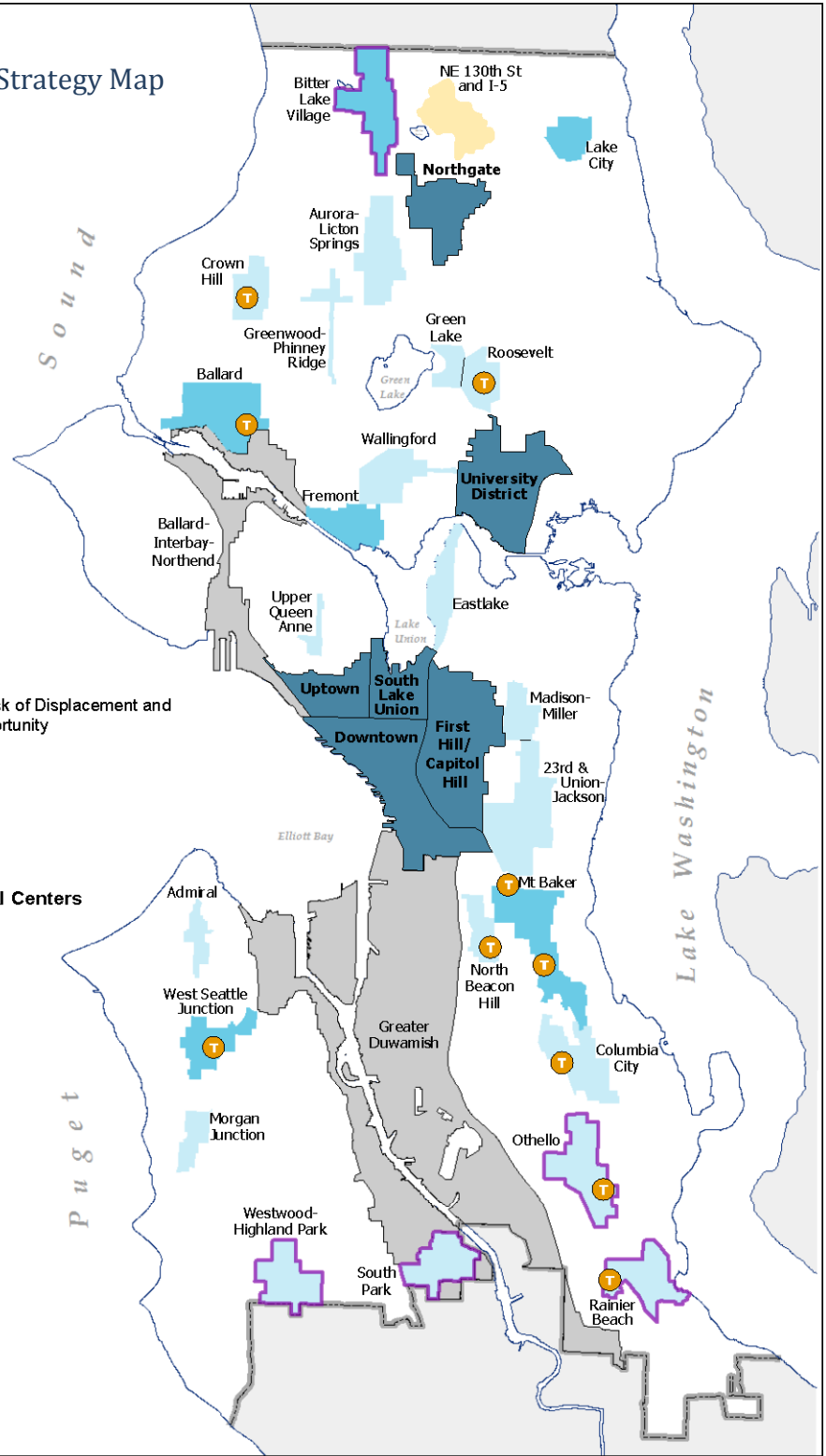
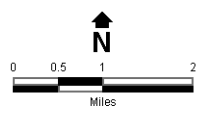
A higher rate of growth in areas with frequent transit service can help expand access and housing choices for marginalized populations. Because access to transit can help to offset higher housing costs, substantial investment in affordable housing close to light rail and frequent bus service can increase access to education and employment opportunities and help to stem displacement.

The recommended Growth Strategy includes a complementary approach in some urban villages with low displacement risk and high access to opportunity, because of the presence of very good transit – Roosevelt, Crown Hill and Ballard. For these villages, the Plan’s growth estimates are higher than for other villages in recognition of the greater access transit provides to employment, education and services. Some of these urban villages have higher real estate values, fewer housing choices for lower-income households, and fewer people of color. Accordingly, the assumed higher rates of growth could absorb a portion of citywide housing demand with a lower impact on displacement risk. In these villages expanding the supply and variety of housing choices can help to make the area accessible to a broader range of people.



# Proposed Growth Strategy Map

- Urban Center**
- Urban Village**  
 Hub  
 Residential
- Village with High Risk of Displacement and Low Access to Opportunity
- Very Good Transit**  
T
- Potential Village**
- Manufacturing Industrial Centers**



## *Mitigation Strategies*

The City has an opportunity and an obligation to reverse these inequities and make community-driven investment decisions specifically to close racial and economic disparities. This must be done in a manner that supports the communities most at risk of displacement so that they can fully participate in the economy and thrive. If successful, investments in areas with low access to opportunity that are intentionally designed to support marginalized communities will improve opportunity as well as decrease displacement risk.

In Seattle's current context of rapid growth and escalating house prices, market forces alone will not produce equitable growth. Displacement risk exists for marginalized populations and will worsen without government action to create community stability and economic mobility. The limited access to resources that some people face will persist without government intervention to fill gaps and leverage market strength to create equitable access to all neighborhoods.

The Displacement Risk / Access to Opportunity typology identifies four types of urban villages:

- **High displacement risk / low access to opportunity** (ex. Rainier Beach, Othello)  
Managed growth combined with targeted investments and interventions designed to improve on the specific indicators that drive low access to opportunity and high risk of displacement will improve racial equity and provide the mechanisms communities need to achieve stability and full participation in our region's growth. The key equity drivers will be to prevent displacement, advance economic opportunity for marginalized communities, and build on existing cultural assets. Mitigation strategies that provide pathways to good jobs for those who are now shut out, provide quality education, and support a community's housing, business districts, and cultural anchors must accompany market-rate growth to ensure that new development benefits the neighborhood and limits displacement of existing residents and community anchors that sustain communities in the face of displacement pressure. Even without growth, these areas need significant investment to achieve an equitable distribution of access to opportunity.
- **High displacement risk / high access to opportunity** (ex. Chinatown/International District)  
These amenity-rich neighborhoods are often highly desirable because of their relatively lower housing cost. The desirability of these places attracts new development that could displace marginalized populations. An equitable development strategy for these neighborhoods is to stabilize existing marginalized populations while providing opportunities for economic mobility. This approach leads with public and private investment in affordable housing and stabilization of small businesses and cultural anchors to allow market-rate development to occur with minimal displacement.
- **Low displacement risk / high access to opportunity** (ex. Fremont, Upper Queen Anne)  
Neighborhoods with low risk of displacement and high access to opportunity are desirable. They also have fewer marginalized populations. Housing costs tend to be high, housing choices limited, and market-rate housing affordable to those with means and unaffordable to lower-income households, therefore, these areas tend to have low displacement risk. These areas generally offer good access to economic and educational opportunities, but access to these benefits is often limited



only to those who can afford to live there. An equitable approach to development in these places expands pathways into the neighborhood for people who currently cannot afford to live, work, or operate a business there and leverages market demand to welcome new residents, jobs, and businesses. This requires allowing the private market to meet the high levels of demand for housing in these neighborhoods by increasing the supply and variety of housing options available and encouraging a denser and broader range of housing types appropriate for a range of incomes and household sizes beyond what current zoning allows.

➤ **Low displacement risk / low access to opportunity** (ex. Morgan Junction)

Few urban villages fall in this category. All urban villages could absorb growth with minimal displacement risk, but access to opportunity in these places is also limited. Currently, constrained capacity for growth in these areas limits the possibility for expanded housing supply, new affordable housing, and a greater variety of housing options. Depending on the market, these areas may need public intervention to encourage growth. An equitable development strategy should also make investments to improve access to key determinants of well-being in these areas where there are gaps.

## Part 3 – Equitable Development Framework

The **Equitable Development Framework** builds on the Puget Sound Regional Equity Network’s [Principles of Equitable Development](#) and is structured to create two Equity Objectives: **Strong Communities and People** as well as **Great Places with Equitable Access**. Six Equity Drivers are key to achieving the Equity Objectives. The Equitable Development Framework guides how the City prioritizes its work; shapes its budgets, policies, programs and investments; and structures the implementation of targeted strategies and equitable development projects by using clear objectives for reducing disparities and achieving equitable outcomes for marginalized populations. The Equity Objectives and their Equity Drivers (D) are:

**Strong Communities and People:** Stability and resilience for marginalized people and communities in the face of displacement pressures is an imperative. An intact community in which people are able to have high quality jobs and financial security; culturally appropriate goods, services and support; a strong social network and the acceptance to express their cultures; and a transportation system that works for them is critical.

**D1. Advance Economic Opportunity.** The ability for people to contribute to and benefit from our strong economy requires effective education and training, clear pathways and open doors to high quality careers, financial security, and a local economy with entrepreneurial opportunities at a variety of scales and types.

This will require a coordinated and scaled-up focus on the following Equitable Outcomes:

- Effective Education: Close racial disparities in educational success and attainment at all levels from Pre-K through post-secondary.
- Financial Security: Close racial disparities in employment, wages and job sectors
  - *Good Jobs* – increase living wage jobs, including middle class jobs, for people in all neighborhoods
  - *Effective Training* – all people can enter career path living wage jobs
  - *Open Doors* – remove barriers to high quality careers
- Wealth: Close racial disparities in access to wealth
  - *Equitable Homeownership* – remove barriers to wealth
- Strong Local Economy: Close racial disparities in business success
  - *Strong Small Businesses* – equitable access and long term sustainability to entrepreneurial opportunities

**D2. Prevent Residential, Commercial and Community Displacement.** The ability for Seattle to remain an international city and one that is culturally, racially and economically diverse requires an anti-displacement commitment to those structures that are vital to communities: their homes, those businesses that provide culturally essential goods, services and jobs, and those community anchors that provide support and strengthen cultural identity and preservation.

This will require a coordinated and scaled-up focus on the following Equitable Outcomes:

- Prevent Residential Displacement:
  - *Manage Growth* – equitably distribute growth so that marginalized communities are protected from increased indirect displacement risks of large scale community change
  - *Prevent Loss* – equitably distribute burdens and benefits of rising housing costs and demolition, redevelopment, and conversion of affordable housing especially family sized units.
  - *Create Affordable Housing* – close racial disparities in rental and ownership housing cost burden, especially for families with children.
  - *Mitigate Increased Costs* – equitably distribute burdens and benefits of property taxes, levies and bonds
- Prevent Commercial Displacement:
  - *Manage Growth* -- equitably distribute growth so that businesses that serve marginalized communities are protected from increased indirect displacement risks of large-scale community change.
  - *Prevent Loss* – equitably distribute burdens and benefits of rising rents and demolition and redevelopment of commercial space occupied by businesses that serve marginalized communities
  - *Create Affordable Commercial Space* – close racial disparities in space cost burden of businesses that serve marginalized communities
  - *Access to Capital* – close racial disparities in access to capital for small businesses
  - *Mitigate Increased Costs* – equitably distribute burdens and benefits of policies, permitting, taxes and fees, especially on businesses that serve marginalized communities
- Prevent Community Displacement:
  - *Manage Growth* – equitably distribute growth and make targeted improvements to increase access to opportunity so that the complex structure of a community is able to remain intact and marginalized communities have the ability to thrive in place.
  - *Prevent Loss* – equitably distribute burdens and benefits of rising rents, demolition and redevelopment so that these key components of an intact community are not diminished, displaced or disrupted:
    - Community Anchors – community-serving establishments that provide critical goods, services, advocacy and support, and are the heart of a community
    - Culturally Appropriate Goods and Services -- businesses and business districts that serve marginalized communities
    - Cultural Business Districts – business districts are the real and symbolic centers for their communities
    - Social Networks – the informal relationships that together comprise “the village” and support individuals, families and communities

**D3. Build on Local Cultural Assets.** The ability for marginalized communities to thrive in place and for Seattle to continue to benefit from its identity as a cosmopolitan city requires that marginalized

communities have the ability to shape their futures and that those assets that distinguish and strengthen them are strong and clearly identifiable. Community character, cultural identifiers, and values are important to respect and enhance. Together they are essential components of an intact community.

This will require a coordinated and scaled-up focus on the following Equitable Outcomes:

- Intact Communities: Close racial disparities of neighborhood completeness by building upon local assets and resources of marginalized communities
- Community Character: Close racial disparities of the impacts of neighborhood change by respecting local community character, cultural diversity, and values
- Cultural Anchors & Networks: Equitably distribute resources to those cultural anchors that sustain community identity (such as arts institutions, etc.) and close racial disparities of the impacts of neighborhood change on ability of marginalized communities to find the cultural identity, support and reinforcement necessary for community stability by creating and supporting cultural anchors. They provide services, support and advocacy for their communities while also serving as a place of gathering where communities reinforce cultural identity and are an essential component of intact communities. Support a network of cultural anchors as a structure for effective and engaged community leadership. They are essential to a complete anti-displacement effort.
- Self-Determination: Close racial disparities of which communities have the ability to influence City policies, programs and investments by supporting the development of strong community leaders, organizations and coalitions that represent, serve and are accountable to marginalized populations.

**D4. Promote Transportation Mobility and Connectivity.** The ability for people to thrive requires effective and affordable public transportation, especially for those most dependent on it. These trips may be very different from the typical professional commute from residential community to job center during commute hours. For many who rely on public transportation, a complete network is essential to make trips to jobs, schools, shops and services, and other key destinations at a wide variety of times of day.

This will require a focus on Equitable Outcomes:

- Complete Networks: Close racial disparities in transportation commute times to work and access to those other facets of daily life such as schools, childcare, goods and services, cultural anchors, and recreation by prioritizing the completion of networks that meet destination and scheduling needs for transit-dependent and marginalized communities in high displacement risk neighborhoods.
- Affordable Transportation: Close racial disparities in transportation costs by enacting policies and programs to reduce fares for marginalized communities.

**Great Places with Equitable Access:** To achieve a city in which all people thrive and with full equity requires that all neighborhoods are healthy and safe with access to key determinants of well-being; and that there is equitable access to neighborhoods throughout the city.

**D5. Develop Healthy and Safe Neighborhoods** – The ability for marginalized people and communities to thrive is dependent on their ability to live in healthy and safe neighborhoods where they can meet basic needs. Create neighborhoods that enhance community health through access to public amenities (schools, economic opportunity, civic infrastructure, transportation, parks, open space, health care, and other services), affordable and culturally relevant food, and safe and healthy environments for everyone.

This will require a coordinate and scaled-up focus on the following Equitable Outcomes:

- Decent Housing: Close racial disparities in housing discrimination, quality, and insecurity by enacting policies and programs that create right-sized and right-priced housing, and that enforce fair housing laws, strong tenant protections, and decent housing quality standards.
- Healthy Food: Close racial disparities in cost and availability of basic foods by enacting policies, programs and investments that makes culturally appropriate healthy food available to marginalized communities.
- Safe Neighborhoods: Close disparities of accidents, crime and emergency response times by protecting safety of marginalized communities from crime and accidents
- Healthy Environments: Close racial disparities in population and neighborhood health indicators like asthma and exposure to toxins through environmental mitigation investments and pollution regulation measures.

**D6. Equitable Access to All Neighborhoods** -- Leverage private developments to fill gaps in amenities, expand the supply and variety of housing and employment choices, and create equitable access to neighborhoods with high access to opportunity.

This will require a coordinate and scaled-up focus on the following Equitable Outcomes:

- Leverage: Close racial disparities in wages and provide equitable access by creating policies that encourage private commercial investments to provide apprenticeships, job training, and pathways to employment.
- Equitable Access: Close racial disparities in who lives in neighborhoods with high access to opportunities by affirmatively furthering fair housing through public investment in affordable housing and requiring new private development to provide affordable housing.

These equity objectives, drivers, and outcomes are not intended to be viewed independently; correctly designed, coordinated, and timed investments are fundamental to undoing the structural racism

creating today's disparities. Considered separately, they will result in transactional wins that do not produce lasting change. The Equitable Development Framework presents an integrated fabric of ideas, each of which addresses one specific component of the City's vision for an equitable future. Achieved together, we believe it has the potential to make the transformative systems change needed to shift from the current trajectory of unwieldy economic growth that marginalizes far too many and compromises the diversity that makes Seattle an attractive place to live, work, and play.

## Part 4 – Equitable Development - Systemic Change to Eliminate Racial Inequities

The connection between plans and coordinated action is not a simple task to execute consistently in a sizable city like Seattle. The Comprehensive Plan is the City’s principal policy and planning document. An equivalent management tool or structure to implement comprehensively is needed.

The City’s commitment to coordinated implementation and institutional change to create racial equity and end institutionalized racism will extend to City departments’ functional plans, budget priorities, and service and capital investments in communities. This will affect many departments, Capital Improvement Program budget prioritization, and the overall City of Seattle budget. The structure and actions described below have the potential to cause transformative change, both within City government and in its community impacts. They require the City to embrace innovation, experimentation, learning, and ongoing improvement. They are:

1. Establish clear criteria, based on data about existing disparities, to determine areas of the city where the City should pursue community development and planning initiatives.
2. Form new organizational structures across departments to establish shared goals, set priorities, and recommend shared investment strategies in targeted areas using the Equitable Development Framework, beginning with implementing Equitable Development Projects and Targeted Investments.
3. Ensure equity criteria are weighted heavily in department functional plans and Citywide investment decisions.
4. Establish an equitable development monitoring program to regularly report on community well-being and displacement risk.

**These four actions are detailed below.**

1. **Use equity criteria to select community development and planning projects.** OPCD, working with other departments, will develop criteria for prioritizing areas for planning and community development projects. The criteria will heavily weigh the potential to improve race and social equity and close racial disparities in an area. The Displacement Risk and Access to Opportunity indices will underpin this new approach for project selection, guide the planning process and inform implementation. Selection criterion will be based on a combination of indicators, such as:
  - **Populations.** Percent of the population that is low-income, non-white, or English language learners
  - **Displacement Risk.** Degree of need indicated by historic and current displacement risk for marginalized populations
  - **Access to Opportunity.** Degree of need indicated by marginalized populations access to opportunity



**2. Form organizational structures across departments to set priorities, establish shared goals, and advise on budget decisions for shared investment strategies.** The structures, tools, and rollout of this work are described below.

- **Capital Cabinet.** The Mayor is forming a high-level decision-making body to provide executive guidance on longer-term strategic planning and policy development, consistent with his vision for coordinated infrastructure to support growth and close racial disparities. This body will work closely together to achieve shared goals and hold each other accountable.

A principal charge of the Capital Cabinet is to implement the goals and policies in the City's Comprehensive Plan, investing equitably in areas of the city with the greatest needs and disparities. It will be the first body within City government with an explicit charge of ensuring public investments are made equitably. As equity criteria are used to prioritize planning areas that have a high risk of displacement and low access to opportunity, this body will help ensure capital spending and other budget decisions are dedicated to these areas.

A Deputy Mayor will chair this body, to be jointly staffed by CBO and OPCD. Members will include Directors from OPCD, CBO, Office of Policy and Innovation, Department of Neighborhoods, SOCR, and key capital departments including Seattle Public Utilities, Seattle City Light, Seattle Department of Transportation, Seattle Department of Construction and Inspections, and the Department of Finance and Administrative Services.

Early on, CBO and OPCD will partner with Race and Social Justice Initiative (RSJI) staff to provide this body with training on race and social equity as it pertains to growth and capital investments. The training will provide context for the Comprehensive Plan's equity policies and introduce how to use the Equity Analysis to inform major investments and capital budgets.

The Capital Cabinet will vet and approve shared investment strategies for inclusion in the Mayor's proposed budget to Council. It will ask departments to develop annual budget proposals for these strategies using the Equitable Development Framework. CBO and OPCD will partner with RSJI staff to analyze proposals, then make recommendations to the Mayor's Office for the final package of each shared investment strategy. The Seattle Planning Commission will be consulted during this process as well as other relevant community oversight bodies such as the Housing Levy Oversight Committee and the Parks District Oversight Committee and the Race and Social Equity Task Force. This process will precede the annual budget process.

In addition to fulfilling the function above, monitoring and regular reporting of large or particularly time-sensitive projects will be a standing item for the Capital Cabinet.

- **Implementation Team.** OPCD and CBO will also convene an operational coordination meeting of managers and/or division directors. They will coordinate the proposals for and implementation of shared investment strategies. Their meetings will serve to share information about upcoming projects, rules, best practices, and lessons learned.

Their initial charge will be to provide oversight for the Equitable Development Strategies and Targeted Investments described in Part 5 of this Plan. As these are community-sourced strategies, it is imperative that the Implementation Team partner with communities during the implementation. The City can provide open lines of communication, community engagement resources, and access to decision-making tables throughout the process. SOCR has contracted with the Race and Social Equity Leadership Task Force, a coalition of leaders from those communities who have borne the burdens of racial inequity and from neighborhoods experiencing active displacement, the Central Area, Chinatown/International District and Southeast Seattle to provide consultative services to the City and for this implementation work.

Tailoring and using the City's Racial Equity Toolkit will be a charge of the Implementation Team. RSJI staff will support this group to refine the toolkit to serve three functions:

- 1. Improve a project at conception.** Departments will scope projects in a holistic manner, identifying unintended consequences or missed opportunities and making adjustments to minimize displacement risk and advance opportunity.
- 2. Develop the community engagement strategy.** Coordinated investment will be preceded by coordinated community engagement. This will make best use of City resources, avoid frustration in the community, and result in greater community capacity during implementation.
- 3. Mitigate the impacts of construction.** Construction projects can negatively impact small business revenues and viability. Identifying potential impacts upfront can inform the construction timeline and any needed mitigation strategies.

Sharing and developing best practices of equitable development will be a key focus of this team. Other best practices will be discussed beyond the use of the Racial Equity Toolkit, such as ADA Reviews, environmental contaminant mitigation, WMBE contracting, Priority Hire Policy, and Community Benefits Agreements. Through these discussions the team will share lessons learned, and might identify new policy approaches to be referred to Capital Cabinet for review.

Coordinating construction activities amongst departments can minimize costs and create opportunities for related investments. In addition to the equity-focused activities described above, this group will provide a forum for cross-departmental review of the design, development and management of complex and costly capital projects. This function is similar to the current review of major IT investments by a cross-departmental team of IT experts.

**3. Integrate equity into departments' plans and investment criteria.** The race and social equity goals and policies in the Comprehensive Plan will be used to guide the development of department annual work plans, strategic plans, and other important functional plans. Per Resolution 31577, every element of the Comprehensive Plan now has a policy to distribute resources equitably. To operationalize these policies, departments will use the data underlying the Displacement Risk and Access to Opportunity indices and the definition of marginalized populations as a starting point to tailor equity criteria relevant to their department. Equity criteria will be a key part of the implementation decision-making process, alongside department-specific and citywide priorities such as fiscal responsibility, asset management, and environmental sustainability. Plans of particular importance include:

1. Move Seattle
2. Housing Levy Administrative and Finance Plan
3. Consolidated Plan
4. Capital Improvement Program
5. Parks Legacy Plan

Similar to OPCD's equity criteria, departments will use a combination of a similar set of indicators but tailored to their specific mission. Indicators include:

- **Priority population.** A base definition could use the percent of the population that is low-income, non-white, or English language learners. Additional characteristics may be added, for example, transit-dependent people for SDOT, severely cost burdened households for OH, or close proximity to environmental hazards for OSE or SPU.
- **Displacement.** The degree of need indicated by historic and current displacement risk for marginalized populations should be included. Displacement risk is defined and quantified in a manner that is transferable
- **Access to Opportunity.** Degree of need indicated by marginalized population's access to opportunity. Departments may use specific layers of the Access to Opportunity index or their own data sets for service equity to use as equity criteria.

Developing the criteria should be done in a transparent manner and in consultation with the members of marginalized communities that are most impacted. The City's RSJI staff and Citywide Data Collaboration Team led by OPCD's demographer are also valuable resources. Innovation and experimentation is encouraged.

4. **Monitor progress to ensure accountability and responsiveness.** Monitoring is fundamental for ensuring accountability and making meaningful and sustained progress on equitable development. OPCD is designing a set of equitable development indicators that will become a core and ongoing component of an expanded program to monitor the displacement and community well-being.

## **Outline of the monitoring program**

OPCD staff will manage the monitoring program and have primary responsibility for compiling and analyzing monitoring data and presenting annual reports based on these findings. The Annual Equitable Development Monitoring Report will provide essential information to community members and aid City officials in making policy and budget decisions. Presentations to the Mayor's Office and the City Council will occur on a schedule that informs the annual Comprehensive Plan amendments and budget cycles to foster continued progress on equitable development.

The Planning Commission and the Race and Social Equity Leadership Task Force will advise on the design of the indicators and review the results of annual monitoring reports. The Commission's role will also include assisting OPCD with obtaining input from additional City boards and commissions, holding discussions with representatives of community organizations, and developing recommendations for City officials based on monitoring findings. The development of the indicators, monitoring process, and analysis of findings will involve continued partnership with marginalized communities including the Race and Social Equity Leadership Task Force.

The City is in the process of developing the Equitable Development Indicators that will be included in the annual reports. These indicators will include metrics to gauge progress over time in achieving equitable development outcomes as well as a specialized set of metrics designed to provide early warning signals of heightened displacement risk.

- The Heightened Risk Indicators will be compiled and updated on a frequent basis—generally at least annually—to facilitate a timely response.
- Equitable Outcome Indicators are longer-term indicators and will be updated as data sources allow.

The Annual Equitable Development Monitoring Report will include both sets of indicators.

The design of the monitoring program, including identification of the indicators for the first annual report, will be completed by the end of 2016, with the first annual report in 2017.

The monitoring reports will incorporate maps, charts, and tables to facilitate analysis and make results readily understandable to readers. A summary of key findings will also be prepared and translated into languages spoken by the largest numbers of limited-English proficient residents.

## **Designing the indicators**

The Equitable Development Indicators will be tailored to gauge progress on the goals identified in the Equitable Development Framework laid out earlier in the Implementation Plan (see section 3). As described, this framework embraces two broad goals: advancing community stability and resilience in the face of displacement pressures, and creating great neighborhoods throughout the city that provide equitable access to all. In addition, the indicators will be crafted applying general best practices. (See side bar for criteria.)

To ensure the feasibility of sustaining the monitoring program over the long-term, the Equitable Development Indicators will be limited to approximately 5 or 6 Heightened Risk Indicators and 10 to 12 Equitable Outcome Indicators.

Examples of potential Equitable Development Indicators are shown below. The indicators selected for inclusion in the monitoring program will be based on further outreach and research.

- Potential Heightened Risks Indicators:
  - Above-average increases in subarea rent (residential and commercial) compared to broader city or countywide trends
  - Sub-area residential and commercial real estate market forecasts or market-strength indices
  - Signals of pickup in “flipping” activity e.g., sales with less than 2 years of ownership and above-average increase in value
  - Seriously delinquent mortgages or Notices of Trustee Sales
  - Conversions of apartments to condominiums
  - RSJI survey responses about likelihood of households, and culturally-relevant businesses and community institutions, to remain in Seattle
  
- Potential Equitable Outcome Indicators:
  - Increase in supply of rent- and income-restricted housing units
  - Homeownership rates by race and ethnicity
  - Shares of owner- and renter-households, by race/ethnicity, who are severely housing-cost burdened
  - Affordability and availability of rental housing by income level and number of bedrooms
  - Business ownership and jobs in Seattle by race and ethnicity
  - Shares of residents, by race and ethnicity, within proximity to frequent transit
  - Shares of residents, by race and ethnicity, within proximity to parks and open space
  - Shares of school-aged residents, by race and ethnicity, in proximity to well-performing schools

**Key criteria for designing Equitable Development Indicators**

- *Meets specific purpose:*
  - Gauges progress toward goals in the Equitable Development Framework.
  - Can be substantially impacted through the City’s work on equitable development
  - Is actionable: will provide feedback the City can use to adjust policies, or strategies
  
- *Consistent with best practices for designing community indicators:*
  - Measurable
  - Based on available and reliable data
  - About a broadly meaningful outcome rather than an overly narrow aspect
  - Easy to understand
  - Potential for measurable change within period of time
  - Compelling to affected persons and communities
  - Has long-term relevance

**Additional, specialized criteria for Heightened-Risk Indicators:**

- *Reasonable predictors or early signals of displacement pressures; provides insight on one or more of following:*
  - Overall trends in degree of displacement pressure
  - Neighborhoods where displacement risk is imminent or greatest
  - Types of households or organizations (businesses or institutions) who are most at risk

Given that a key aim for the Heightened Risk Indicators is to zero in on neighborhoods where displacement risk is imminent, most of these indicators will need to be measurable at the neighborhood-level. The monitoring analysis will also take into account the affect that major infrastructure investments such as new major transportation improvements may be having on real estate markets and displacement.

The Equitable Outcome Indicators will include citywide as well as neighborhood-level indicators. Several proximity-oriented indicators will gauge trends in access to place-based opportunity. Most of the outcome indicators will focus on reduction of racial and ethnic disparities. Income breakouts or other demographic categories and will be incorporated in some indicators. Context on broader trends occurring in Seattle, and in Seattle relative to the remainder of King County, will be included in the monitoring reports to aid in the interpretation of trends.

#### *Value of community participation in data collection*

Traditional data sources provide limited information. For a deeper understanding of displacement risk and progress toward equitable development, the City needs to continue tapping marginalized people’s expertise concerning conditions and trends in their communities. This could include providing funding and capacity building to enable marginalized communities to collect data and act as sentinels to provide the City with fuller insights into displacement of residents, businesses, and cultural and religious institutions and occurring in their communities.

#### **Interdepartmental coordination**

Several City departments have recently completed assessments or are undertaking monitoring efforts focused on advancing race and social equity. (See sidebar for some key examples of these efforts.)

OPCD will coordinate closely with these and other departments to dovetail with and leverage each other’s work. In addition to sharing data and analysis, we will work together to articulate the intended role of each monitoring effort, show how these efforts complement one another in informing the city’s ongoing work to advance equity, and make it easy for audiences to access the results. The City’s interdepartmental data collaboration team is a resource for helping with this. Collaborating will provide mutual gains in efficiency and help maximize the influence these efforts will yield.

#### **Examples of other City of Seattle departments’ work to assess or monitor race and social equity.**

- SOCR maintains a Racial Equity Indicators website to show the state of racial equity in Seattle and inform the City’s ongoing efforts to achieve Race and Social Justice.
- SOCR also conducts the Race and Social Justice survey with Limited English Proficient populations as well as a broad random-sample survey of Seattle households to measure progress in the community.
- OSE’s “Equity & the Environment” initiative to assess who is and is not benefiting from Seattle’s environmental progress and partner with community-based efforts to advance equity in environmental programs and policies.
- HSD leads the City effort in preparing the federally-required Assessment of Fair Housing. This includes establishing goals to affirmatively further fair housing and monitoring progress on these goals over time.

## Part 5 – Equitable Development - Targeted Strategies and Equitable Development Projects to Mitigate High Displacement Risk

In order to achieve racial equity, we propose citywide strategies concurrent with equitable development projects to create an equitable distribution of the risks of displacement and access to opportunity and to provide stability for those communities most at risk of displacement so they can make use of the necessary mitigating investments that will provide them the ability to fully participate in our economic growth.

### Targeted Citywide Strategies

Create and implement strategies to achieve equitable outcomes for marginalized populations citywide. These strategies include:

#### **Housing Affordability and Livability Agenda**

In September of 2014, Mayor Murray and City Council called together leaders in the city to help develop a bold agenda for increasing the affordability of housing. A Housing Affordability and Livability Advisory Committee was convened including renters and homeowners, for-profit and non-profit developers, and other local housing experts. After months of deliberation, the Committee published a report of over 60 recommendations to be considered. It became clear that a multi-pronged solution was needed.

- **Increasing housing choice in high access to opportunity areas.** New tools will also harness new development in high-cost areas to create affordable homes and diversify housing choices, thus relieving regional market pressure including in areas with high displacement risk. Tools include:
  - **Mandatory Inclusionary Housing program and Commercial Linkage Fee.** Ensure new residential developments contribute to affordable housing units and commercial developers contribute funds for the production and preservation of affordable housing.
  - **Increase multi-family housing.** Devote a greater amount of land to multifamily housing, particularly in areas near transit, services and amenities
  
- **Preserve communities impacted by displacement.** New resources and tools will make strategic investments in communities with high displacement risk. These are coupled with proposals to strengthen legal protections for low-income renters. Specific resources and tools include:
  - **Doubling the Housing Levy.** Continue to fund new development in high displacement risk areas to anchor and strengthen those communities.
  - **Targeted low-income homeowner assistance.** Build off the success of existing repair and weatherization programs and pursue policies to provide assistance to homeowners with financial hardships that threaten their housing.
  - **Tenant protections and relocation assistance.** Develop legislation that ensures fair access to housing for people with criminal records. Strengthen the Tenant Relocation Assistance



Ordinance (TRAO) to expand the benefits to a broader range of renters, particularly those with language or other barriers.

- **New Preservation Property Tax Exemption.** Extend the Multifamily Tax Exemption to existing buildings in exchange for guaranteeing continued affordability. Develop a legislative proposal and advocacy strategy to advance this critical item through the state legislature. Implementation will include identifying opportunities for preservation and building relationships with communities and building owners.

### **Commercial Affordability Initiative:**

Seattle’s small businesses are integral to the economic fabric of the city because they are an important source of jobs and make vital contributions to Seattle’s unique identity. The current period of rapid economic growth threatens to displace small businesses unless the City takes action to help resolve the problem. The Mayor has formed a Commercial Affordability Advisory Committee to evaluate the complex issues and recommend solutions in support of commercial affordability. The first meeting will be late in April 2016.

- **Create new policies and steps to support commercial affordability** to address the rising cost of commercial space for small businesses. Small businesses are key anchors for vulnerable communities. They provide necessary goods and services as well as a livelihood. A broad range of solutions to commercial affordability will be considered, including:
  - **Incentivizing the construction of smaller commercial spaces**
  - **Activating public spaces to the benefit of food trucks and other small businesses**
  - **Including affordable commercial storefronts in affordable housing projects**

### **Equity and Environment Agenda**

Mayor Murray brought together community leaders to develop this Agenda, ensuring that those most affected by environmental inequities would lead in creating the program. The Agenda is a blueprint for advancing racial justice in the City’s environmental work, and partners with the environmental community and philanthropy. The Agenda focuses on:

- Healthy environments for all
- Jobs, local economies and youth pathways
- Equity in City environmental programs
- Environmental narrative and community leadership
- Opportunities for government, environmental organizations, community and philanthropic leadership

### **Current Equitable Development Projects**

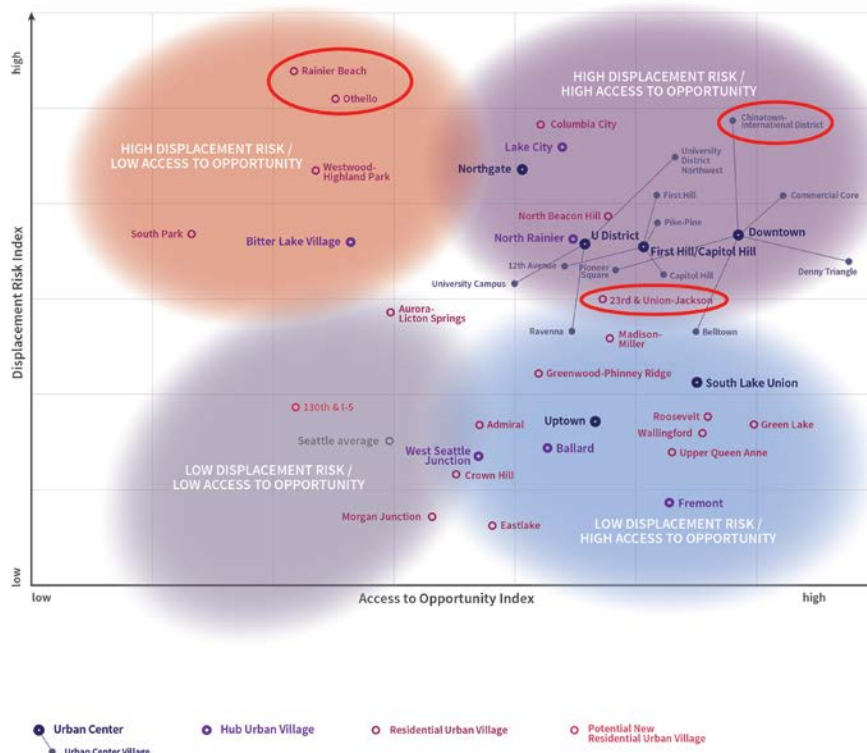
The below examples of Equitable Development Projects are community-driven strategies created through an inclusive community engagement process. Equitable Development Projects are prioritized in

three neighborhoods with high levels of chronic and recent displacement risk, a history of disinvestment, and are community-driven priorities to mitigate further displacement and increase access to opportunity. The three priority neighborhoods, the Central Area, Chinatown/International District and Southeast Seattle share a richness of culture, identity and history in part created by a history of racial covenants. These neighborhoods are clearly identifiable centers with intact social networks for their communities. At the same time, the history of redlining has left these communities under-resourced. Disinvestment in infrastructure, underperforming schools, and restrictions on commercial and residential lending have left a lasting imprint on these neighborhoods and their communities.

As regional real estate values continue to rise, the central location and affordability of these neighborhoods makes them desirable while they are home to many of those that are least able to withstand the pressures of residential, commercial and community displacement.

Community leaders, community-based organizations, and agency and philanthropic partners are all committed to strategic partnerships to leverage collective resources and invest in these community-sourced strategies. The specific Equity Drivers informing these strategies are both determined by the community and through an assessment of the specific deficits in the Equity Analysis base indicators that plague each neighborhood.

The projects described below are currently underway, in various stages of planning and feasibility testing. They have acquired various federal, state and local funding for the work thus far. Further work is needed to develop full financial strategies for implementation. An investment plan will be prepared to propose how these and future projects could move forward to implementation. That strategy will include staffing resources in OPCD and other departments, and potential for capital infrastructure funding from sources such as Move Seattle, the Parks District, and the housing levy, among others. This work will be reflected in a report to Council in June.



## Rainier Beach and Othello:

### Priority Equity Drivers

- D1. Advance economic mobility and opportunity
- D2. Prevent residential, commercial and cultural displacement
- D3. Build on local cultural assets
- D5. Develop healthy and safe neighborhoods

### Neighborhood Context

- Very high Risk of Displacement (Rainier Beach = 32.7, Othello = 29.1, citywide range = 8-32.7)
- Very low Access to Opportunity (Rainier Beach = 14.9, Othello = 16.4, citywide range = 10-35.4)
- 88% people of color, historic race covenants, historic redlining
- [Link light rail](#) (2009)
- [Othello Neighborhood Plan Update \(2010\)](#), [Urban Design Framework](#) & [Rezone \(2011\)](#)
- [Rainier Beach Neighborhood Plan Update \(2012\)](#), [Urban Design Framework and Development Concepts for Station Area](#)

Southeast Seattle has long welcomed people regardless of racial backgrounds. In fact, it is held up as a model for a healthy community by Sheryll Cashin, clerk for Supreme Court Justice Thurgood Marshall and urban and economic policy advisor in the Clinton White House, for its long-standing racial, cultural, and economic diversity, the “multicultural island.” She goes on to say:

“Southeast Seattle clearly has developed an identity as an exceptionally diverse part of town, one that seems to attract both activists and those who savor difference. Interracial couples are far more evident here than in other parts of town. One can hear many languages spoken, and foreign language signs abound. Many people seem to come here not just for the diversity but also for the sense of community. ... Still, making a diverse community viable requires work on those quality of life issues that make a community attractive: schools, crime, physical surrounding, commercial vitality, and so on. ... As residents of multicultural, multiclass communities experience working together to get something done...they are building bonds across race and class and support the notion that integration can work. As victorious multiracial and multiclass coalitions form and endure, these accidentally diverse communities may evolve into communities more directed at maintain diversity. ... The multicultural islands, then, embody a rare integrationist spirit. Their diversity reflects globalization trends. ... The multicultural islands are pioneering their way into new social and political territory. They are beginning to address enormously complex challenges of building relationships across race and class – challenges that the nation itself will one day be forced to grapple with frontally. ... They are a window onto the cultural shift I believe the vast majority of Americans need to embrace if we

are to achieve a multiracial, multiclass democracy that truly does offer equality and equal dignity to all persons.”<sup>x</sup>

The 98118 zip code in Southeast Seattle is one of the nation’s most diverse zip codes. However, the real estate pressures of the last two decades pushing from north to south, exacerbated by the opening of Link Light Rail, have had an impact on Southeast Seattle. Columbia City has seen a decrease of 23.5% in people of color in the last decade. Othello is beginning to feel this pressure and even Rainier Beach is beginning to see real estate development. As of 2010, Rainier Beach is 87.3% people of color and has been home to African American families who moved from the Central Area as well as immigrants and refugees arriving in our region. It has some of the city’s most affordable real estate, and is at the city’s southern boundary. Without mitigation, it is likely that over time these neighborhoods will see a transformation similar to the Central Area and Columbia City. As communities are displaced out of the Othello and Rainier Beach, it is likely that they will leave Seattle and we will lose the benefits they bring to our city.

In spite of these pressures, the community is engaged and active. They have fully participated in updating their neighborhood plans and have also formed action teams and coalitions to further their priorities. A Communities of Opportunity grant is just one example. The Multicultural Community Center, Rainier Beach Action Coalition, On Board Othello and South Communities Organizing for Racial/Regional Equity came together to successfully obtain a Communities of Opportunity grant that supports their work and helps them build a coalition to effectively achieve the partnerships needed to complete their projects. This is a three-year grant with the possibility of extension, supplemental funds, and possibly capital funds.

The Equity Analysis data of this area indicate that the schools underperform, there is limited access to education and employment, educational attainment is lower, and poverty is higher. In summary the pathways to successful employment do not exist for the marginalized populations here. As a result, it is among the city’s lowest access to opportunity and highest risk of displacement.

The community intimately understands these dynamics and have prioritized:

- The Multicultural Community Center (MCC): a stable future for the cultural anchor that provides support, reinforcement and cultural preservation for the area’s immigrant and refugee communities.
- The Rainier Beach Innovation District (RBID): a strategy to bring in high quality jobs coupled with education and training so that those who are now closed out can fully participate in the region’s economic growth.

In addition, government agencies and institutional partners have prioritized:

- The SouthEast Economic Opportunity Center (SEEOC): an education, training and services hub.

➤ **Multicultural Community Center (MCC)**

The immigrant and refugee communities in Southeast Seattle prioritized the creation of a shared multicultural community center in neighborhood planning starting in 2009 (Rainier Beach, Othello, North Beacon Hill, North Rainier) as a critical component for community stability.

Each cultural community is served by an organization that strengthens cultural identity and is critical to its well-being. These organizations are cultural anchors that help hold a community in place while the pressures of displacement bear down, and yet they themselves are subject to displacement pressures. The remarkable fact that these communities, many of whom have a history of war with one another, explicitly decided to work together to create a shared facility was significant. In 2012 the MCC was funded through Community Cornerstones as a major component of a coordinated anti-displacement effort.

Twelve community-based organizations have come together to create the MCC by networking their collective space for shared use. They are engaged in a shared capital campaign to support the organizations that own as well as creating new shared space for those that currently rent. We anticipate that the shared facility will be co-located with the SouthEast Economic Opportunity Center (see below).

➤ **Rainier Beach Innovation District (RBID)**

The RBID is an equitable transit-oriented development (TOD) strategy based on employment, education, and entrepreneurship and is an anti-displacement strategy for a high-risk neighborhood in the midst of land speculation. The community would like a TOD strategy tailored to the community, rather than what they describe as “high cost housing over low wage jobs.” It will bring new jobs to the neighborhood that will be aligned with education, training, and business entrepreneurial support to create pathways to livable wage employment and business opportunities for existing residents so they can fully participate in the economic growth of the region. The RBID is a priority of the 2012 Rainier Beach Neighborhood Plan, builds on existing assets and has been a community focus since it was conceived.

The RBID will house a network of uses that may include a co-pack facility, commissary kitchen, food hub, business incubator, and production kitchen as a catalyst for a more robust business sector node at the Rainier Beach light rail station. It builds on community assets, including neighborhood diversity, cultural anchor institutions (Ethiopian, Somali, Oromo community centers), a unique location at the intersection of manufacturing and residential, an entrepreneurial spirit, existing urban agriculture and food-based businesses, and access to regional transportation.

- **SouthEast Economic Opportunity Center (SEEOC)** The SEEOC will be a culturally relevant and welcoming place located at Othello where people in SouthEast Seattle and beyond can access opportunities for higher education, good paying jobs, and support to start and keep a business. Integrating shared space for cultural organizations and workforce housing, the SSEOC will help stabilize communities at risk of displacement and engage diverse residents. It incorporates elements of the Othello Neighborhood Plan as well as other priorities identified by the community over the past 10 years, and it integrates them at a single site adjacent to the Othello Transit Station. The project was initiated by nonprofit and political partners and is being co-designed with the community, with HomeSight as the developer. A detailed feasibility plan will be completed by the end of 2016. (D1 & 2)

The SEEOC is being planned with the MCC as the “front door” and bridge between the community and the services within. The SEEOC services will include a post-secondary education hub connected to job development, small business assistance and entrepreneurship center, employment services and connection to jobs, affordable commercial space for neighborhood businesses and cultural organizations to stabilize service to the diverse residents of South Seattle, and affordable market rate rental and rental-to-ownership housing to balance market rate and very low income projects already funded at Othello. Other elements such as a community health clinic, relocation of state social services and childcare may be considered through the feasibility plan process.

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**Central Area (23<sup>rd</sup> and Union-Jackson):**

Priority Equity Drivers:

- D1. Advance economic mobility and opportunity.
- D2. Prevent residential, commercial and cultural displacement.
- D3. Build on local cultural assets.

- High Risk of Displacement Risk (23<sup>rd</sup> and Union-Jackson = 22.7, citywide range = 8-32.7)
- High Access to Opportunity (23<sup>rd</sup> and Union-Jackson = 27.2, citywide range = 10-35.4)
- Heart of the African American community, historic race covenants, historic redlining
- Significant population change (1960: 54.4% Black, 28.5% White; 2010: 49.1% White, 22.3%<sup>xi</sup>)
- 23rd Avenue Corridor Complete Streets Project started 2015
- Completed 23rd Avenue Action Plan (2014) and Urban Design Framework

The Central Area is a neighborhood full of history, character, shops, organizations, schools and most importantly a community of people from a broad diversity of backgrounds. It is a community proud of its culture, heritage, and diversity of people and places. This richness derives from the fact that it has always been a place of welcome. The Central Area has experienced changes that cause anxiety,

fragmentation and disappointment for some people while also generating excitement and expectation in others. These changes can be seen in the demographics of the 23rd & Union-Jackson Urban Village. The percentage of the population who was Black/African American declined from 64% in 1990 to 28% in 2010, while the White population increased from 16% to 44% in the same time period (census data). Currently it is a neighborhood attracting significant private and public investment.

Seattle's historic Central Area has been home to some of the world's greatest talent, while opportunities open to blacks were historically limited. The history of redlining created a largely Black neighborhood here, while policy decisions like urban renewal caused many of its residents to be displaced. And yet, the neighborhood is still a center for people of African descent. In spite of this richness, pathways remain limited for many of this community and the businesses and cultural anchors are experiencing extreme displacement pressures.

The community is engaged and fully participated in creating the 23<sup>rd</sup> Ave Action Plan (Union-Cherry – Jackson) and formed an 23<sup>rd</sup> Ave Action Community Team (ACT) to drive the implementation of the Action Plan. The ACT is comprised of community members representing the different interests and backgrounds that make the Central Area rich. In addition, there is a newly created Historic Central Area Arts and Cultural District, and the Central Area Collaborative. Finally, Africatown and the Black Community Impact Alliance are leading the development of the William Grose Center for Cultural Innovation.

#### ➤ **William Grose Center for Cultural Innovation**

The William Grose Center for Cultural Innovation will create a hub for entrepreneurial resources to support cultural preservation and innovation in the creative economy and provide pathways to the creative industries for those who are currently excluded.

As described by the Black Community Impact Alliance, the William Grose Center for Cultural Innovation will provide a “hub for the cultural innovation that is already taking place in that area. If the Central District has been home to past greats like Jimi Hendrix and Quincy Jones, then the future is looking just as creative. Imagine a team of two 12 year old founders using a sewing machine and 3D printer to a design a hoodie that is laced with wearable technology, or a High School Senior stopping by The Center to get assistance from volunteer Amazon employees on creating an app for her band's new mixtape.

“In addition to young people who are "digital natives," local mom and pop businesses would be able to stop by The Center to learn about how they can add their handmade products to the Amazon marketplace online. Hack the CD has started the long term process of seeding some of the many ingredients needed to create a startup community in the Central District, because of its historic roots and influx of transplants of African descent. Ultimately, this ecosystem of intergenerational designers, entrepreneurs, and technologists will look like a symbiotic relationship between the community, small retailers service providers, and high growth ventures.”



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**Chinatown / International District:**

Priority Equity Drivers:

- D1. Advance economic mobility and opportunity.
- D2. Prevent residential, commercial and cultural displacement.
- D3. Build on local cultural assets.
- D 5. Develop healthy and safe neighborhoods

- Very high Risk of Displacement (Chinatown-International District = 31.0, citywide range = 8-32.7)
- High Access to Opportunity (Chinatown-International District = 32.7, citywide range = 10-35.4)
- Heart of the Asian communities, historic exclusion acts, race covenants, redlining
- [First Hill Streetcar](#) completed in 2016
- Little Saigon planning currently underway to strengthen the business district’s cultural identity through place-making and minimize displacement from development pressure.

The Chinatown International District (CID) is one of Seattle’s oldest and most unique neighborhoods. Unlike other Chinatowns across the nation, the CID is a cultural center for many different Asian–Pacific Islander communities. Here you can find Chinese Americans, Japanese Americans, Filipino Americans, Vietnamese Americans, Korean Americans, Thai Americans, Laotian Americans, Cambodian Americans, Burmese Americans and other Asian Americans working and living together in one neighborhood.

As with both Southeast Seattle and the Central Area, the richness of the CID as the Asian business and cultural district and its place as the symbolic heart of the community are a result of historic racial covenants, and the parallel disinvestment driven by red-lining has left this culturally rich neighborhood economically poor and at high risk of displacement. The income of the average business owner in the district is 40% of area median income. The lower business revenue has a downstream impact on long term maintenance of the buildings, many of which are within the International Special Review District and unreinforced masonry with vacant residential upper floors. As a result, the cultural anchors of this neighborhood are subject to displacement pressures from re-development as well as through the loss of existing buildings due to building failure whether catastrophic or through long-term disintegration. Land costs are rising quickly as a result of proposed new development (S Jackson at both 12<sup>th</sup> Ave S and at 10<sup>th</sup> Ave S), and the convenient location in the center of the city.

➤ **Little Saigon Landmark Project**

The Landmark Project will be a gathering place for the regional Vietnamese community in the Little Saigon business district. This will be accomplished by bringing together the district’s cultural, shopping, and culinary aspects in a distinctive physical anchor—the Landmark Project—located in the heart of Little Saigon.

The mixed-use Landmark Project will consist of a cultural center, Southeast Asian grocery, Emerald Night Market, and restaurant as its main components. Affordable housing and parking will also be included to accommodate the region’s growing Vietnamese population. Each component of the development will reflect Vietnamese Americans’ rich culture, history, and future.

➤ **Equity Transfer Development Rights (TDR) for Affordable Commercial Space**

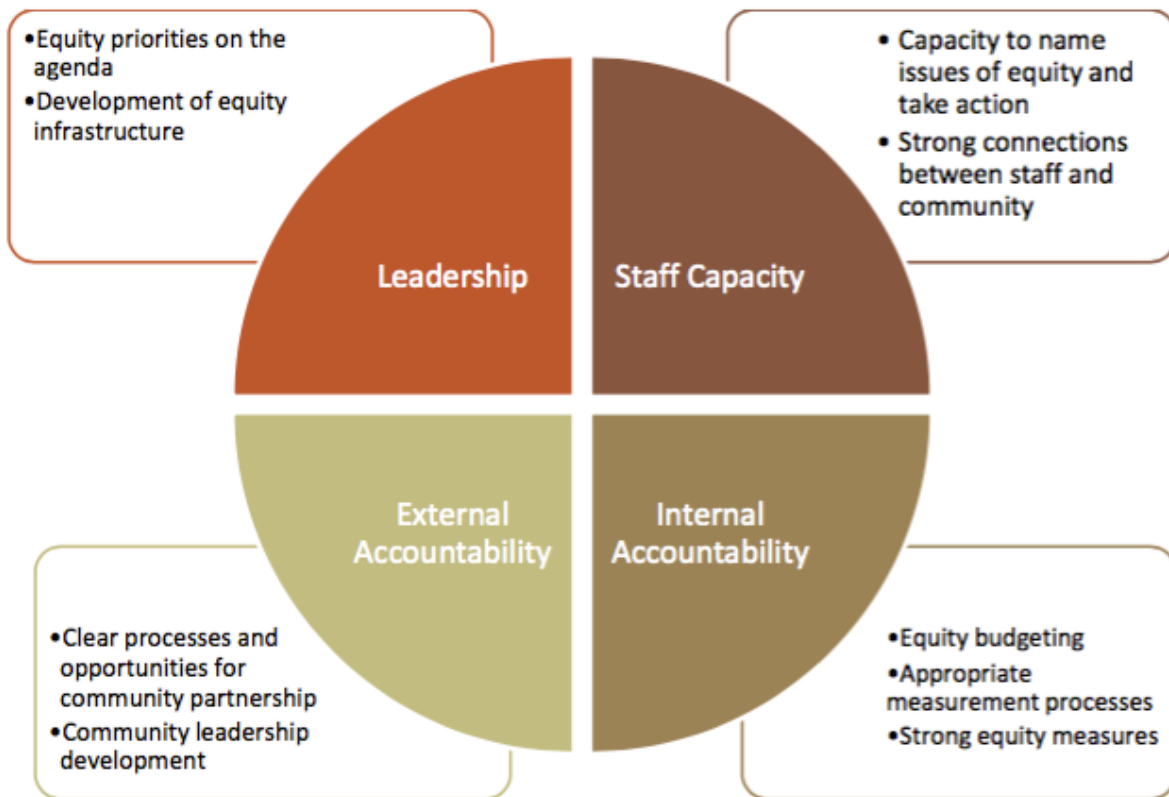
As an anti-displacement mitigation strategy, the City of Seattle seeks to create a new TDR program (the Equity TDR) that is structured specifically to allow property owners to sell development rights in improving market neighborhoods to property owners in active market neighborhoods, as a market rate real estate transaction. In return for the opportunity to participate in this program, the selling property owner is required to provide affordable commercial space to eligible businesses for a pre-determined period of time. The Equity TDR will be explored and potentially piloted in Chinatown / International District / Little Saigon to create long-term affordable commercial space for those businesses that are so critical for this neighborhood.

The intent of this program is to create a revenue source for long-term stability for culturally based commercial districts that are at risk of displacement. The businesses and cultural anchors are vital for the stability of the communities they serve and can also create living wage career path jobs with pathways for marginalized communities to access these new jobs.

## Part 6 – Stewardship Plan

Success requires ongoing support by City and community leadership for the systemic changes needed for implementation described in Part 4. As noted in PolicyLink’s report, **Leadership, staff capacity, internal accountability, and external accountability** are all critical.

The Mayor continues to raise greater awareness about the urgency to prioritize and address racial equity. The City’s leadership is essential to help prioritize available resources, cultivate external partnerships, develop and enable staff to lead, and actively remove impediments and barriers to success.



### **Leadership to create a bold vision and set the stage for success<sup>xii</sup>**

Leadership within City government has been essential to the success of equity initiatives at the local level. The support of top decision-makers, ranging from elected officials, City management, and department directors plays a critical role in the speed and effectiveness of efforts.

Leadership’s ability to shore up appropriate resources, develop effective staffing structures, and cultivate external partnerships are key catalysts for developing, refining, and sustaining the work. While there is great value in leadership itself beating the drum to prioritize and address racial equity within policy and government, leadership that opens channels to financial resources, develops and enables staff to lead, and actively removes impediments and barriers to success also

has a significant impact.

Seattle's leadership is working to advance equity in all policies, making Seattle a stand out example in creating a strong foundation for just and fair inclusion for all. That said, for the results to match the vision, significant resources must be devoted to support the infrastructure needed to advance and protect an equity agenda. The leadership platform that elected City officials hold allows them to make the case that equity is a superior growth model that will make the entire city more resilient, prosperous, and just.

The Seattle Planning Commission, an independent body, is charged with overseeing the Seattle Comprehensive Plan and is a strong advocate of improving race and social equity throughout the Comprehensive Plan, the Equity Analysis and this Implementation Plan. It led the charge with other City commissions to submit a joint letter of support for this work. The Planning Commission will participate in shaping the Equity Measures and will report the findings of the annual Equitable Development Monitoring Report to City Council.

Leadership from elected officials, Commissions and City staff is essential to bringing a plan to fruition and making it a policy document for the entire city.

#### **Staff capacity to ensure that all staff members can identify and act on equity issues**

This new institutional change process requires a high degree of staff capacity and expertise, both in management operations and racial equity analysis. Fortunately, RSJI has given the City a decade of experience reforming inequitable policies, practices and procedures in all parts of City government. The current emphasis on planning and community development will build upon this foundation.

During this rollout, OPCD and RSJI staff will work with leadership across departments with expertise on racial equity to provide training to leaders and broader staff. This training, previously described in Part 4, will address the content of the Comprehensive Plan, Equity Analysis, and this Implementation Plan, but will also include broader context for an expanded understanding of growth and equity issues. The objective is full comprehension of the Mayor's vision, our shared goals and definitions, and our roles and the tools to achieve that vision.

A version of this training will be provided to all OPCD staff and offered to the Seattle Planning Commission, other commissions, and community partners funded through SOCR's contract.

#### **Internal accountability mechanisms to prioritize and promote equity**

New cross-departmental structures will maintain a collective focus on equity and growth. The Capital Cabinet is a critical structure to annually align public investments in capital infrastructure and community development projects supported by marginalized communities. No other

structure like it exists in the City government. There is also no body in City government with an explicit charge of ensuring public investments are made equitably. This structure will bolster CBO's effectiveness in its role implementing elements of the RSJI. It will also provide a clear line of communication between the Mayor and his departments to make difficult decisions during the budget prioritization process.

The Implementation Team is similarly unique in that no other body is convened to share and cultivate new best practices on implementing equitable investments. Their stewardship of the Equitable Development Strategies and Targeted Investments will be the first opportunity to meaningfully invest in the Comprehensive Plans racial equity and growth goals; if we do not invest now, then 2035 will be too late to achieve many of our equity goals. Strong staff and budget prioritization for this work is critical to its success.

The monitoring program's annual report is a valuable opportunity to elevate and renew the conversation among policy makers and the community about how equitably Seattle is growing. The long-term indicators will serve as a North Star as we continue to invest in achieving our equity goals over the two decades of the Comprehensive Plan's life. The short-term measures will give us real-time information to react to the ever-changing real estate market and landscape of neighborhood change. The community's role in the monitoring program is a strong commitment to empowering those most impacted by inequities to help guide the City's response. Community based research to capture new quantitative and qualitative data on the impact of growth on marginalized communities is something for the City to explore. The program also holds future promise for monitoring equity policies throughout the Comprehensive Plan such as equitable investment of the City's budget, procurement, and service delivery goals.

### **External leadership and accountability**

True partnership with vulnerable communities and making concerted efforts to listen to and act on the expertise of their leaders are key elements to developing a culture of accountability for all City agencies implementing an equity agenda. The key equity outcomes valued by marginalized communities — closing wage, educational success and achievement, housing cost burden gaps and having strong community anchors, community stability and economic mobility – deserve measuring and reporting on. Regular reporting by race, income, and geography of displacement trends, housing affordability, and commercial stability will need to be a priority external accountability function. With a vision to create an equitable Seattle, the City can be positioned to respond to the expertise of those most impacted by historic racial inequities and be prepared to shift its systems and resources to best support a more true democratic process.

Finally, in order to successfully eliminate institutional racism and achieve racial equity, it is imperative to incorporate the expertise of those communities who have borne the burden of racial inequities. These community leaders are intimately familiar with the both the burdens as

well as necessary solutions. For this reason, OPCD and SOCR have brought together and supported the Race and Social Equity Leadership Task Force. They are community leaders from three neighborhoods experiencing very high risk of displacement: The Central Area, Chinatown/International District and Southeast Seattle. Leadership infrastructure has existed in each of these areas, but working across neighborhood boundaries specifically to improve racial equity is new. The Race and Social Equity Leadership Task Force has collectively provided their expertise to help shape the Comprehensive Plan, Growth Strategy, and Equitable Development Implementation Plan. They will also continue involvement with the Annual Equitable Development Monitoring Report, and with implementation of the priority projects that have been identified to decrease risk of displacement and increase access to opportunity – to improve racial equity and create a city in which everyone can thrive regardless of race or means.

## Conclusion

The City of Seattle is poised for success. We have tremendous resources at our disposal, including a decade of experience in addressing institutional racism, elected officials committed to making real change, a well-trained workforce on understanding racial inequities, one of the nation's most sophisticated community development sectors, a private sector well-positioned to invest in equitable outcomes, and a populace that takes pride in its progressive approach and its concern for well-being of its neighbors. All of these assets and more will be essential to making lasting change.

The Mayor's vision of an equitable city without institutionalized racism is bold and the rewards for Seattle are incredibly high. Should the Mayor's vision be achieved, Seattle will establish the national template for how to marry sound economic growth with equitable outcomes for all of its residents. It will be a 21<sup>st</sup> century global city unrivaled in its combination of natural amenities, cultural diversity, and shared economic prosperity.

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<sup>i</sup> US Census Bureau. 2011-2013 ACS.

<sup>ii</sup> Office of the Superintendent of Public Instruction. Fall 2015 WaKIDS assessment, Washington State School Report Card.

<sup>iii</sup> US Census Bureau, 2011-2013 ACS.

<sup>iv</sup> Sightline Institute. *Seattle Life Expectance Soars*. December 2010.

<sup>v</sup> Public Health Seattle & King County. Community Health Indicators Project.

<sup>vi</sup> US Census Bureau. 2000 and 2010 Census estimates.

<sup>vii</sup> Resolution 31577

<sup>viii</sup> Resolution 31577

<sup>ix</sup> Growth and Equity, Analyzing Impacts on Displacement and Opportunity Related to Seattle's Growth Strategy

<sup>x</sup> Cashin, Sheryll. *The Failures of Integration: How Race and Class Are Undermining the American Dream*. New York: Public Affairs, 2004.

<sup>xi</sup> "Segregation Maps." Seattle Civil Rights & Labor History Project.

[http://depts.washington.edu/civilr/maps\\_neighborhoods.htm](http://depts.washington.edu/civilr/maps_neighborhoods.htm)

<sup>xii</sup> This section adapted from PolicyLink. *Securing Solid Commitments, Setting the Stage for Success: Advancing Equity through the Adoption and Implementation of Seattle's 2016 Comprehensive Plan*. Report. December 2015