2018 Proposed Budget Sweetened Beverage Tax Revenues

Sweetened Beverage Tax Community Advisory Board Meeting

Friday, October 13, 2017



Outline

- Key context
 - Sweetened Beverage Tax (SBT) Overview
 - City Budget Process & Board's Role
- 2018 Proposed Budget for SBT Revenues
- Program Highlights
 - Food Access Programs (HSD)
 - Birth-to-3 Services (DEEL)
 - Fresh Bucks Expansion (OSE)
- Q&A



Sweetened Beverage Tax Overview (Ordinance 125324)

- Passed by City Council on June 6, 2017
- Tax on distributors of sweetened beverage products
- Proceeds dedicated toward healthy food access and education (Section 3)
- Established a Community Advisory Board (Section 4)



City Budget Process

Refer to Handout #1 with Budget Design Process



Board's Role

Section 4. Sweetened Beverage Tax Community Advisory Board. There is hereby established a Sweetened Beverage Tax Community Advisory Board that shall advise and make recommendations to the Mayor and City Council. The Board shall make recommendations on how and to what extent the Mayor and City Council should establish and/or fund programs and activities consistent with the intent of this ordinance that benefit Seattle's populations who experience the greatest education and health inequities.

Board's Role in 2018 Budget Process?

It is mid-October and the 2018 budget process is quickly coming to an end.

When and how can the Board make recommendations on the 2018 budget?

Board's Role in 2018 Budget Process?

2018 Proposed Budget includes several major opportunities for the Board's recommendations:

- 1. Budget provisos (\$4.12 million)
- 2. Uncommitted funds (\$2.77 million)

Board's Role in 2018 Budget Process?

Suggested timing for the Board's recommendations (considering City's process for getting funds out):

January/February	Review budget items with proviso and submit recommendations
June (latest)	Submit recommendations for how to spend 2018 uncommitted funds
June	Submit recommendations to inform future budget processes

2018 Proposed Budget for SBT Revenues

Proposed budget for SBT revenues

Portfolio of programs guided by

- Ordinance
- Community-based, community-driven solutions
- Values and approach of the Race and Social Justice Initiative
- Desire to scale up successful programs for impact
- Vision of health, social and opportunity equity
- Holistic views of healthy food access and education

Proposed budget for SBT revenues



Sweetened Beverage Tax (Ordinance 125324)

Refer to Handout #2 with Section 3 of Ordinance

SBT Board Meeting – Handout #1 October 13, 2017

Sweetened Beverage Tax (Ordinance 125324)

Section 3. Services funded by the proceeds of the beverage tax are intended to expand access to healthy and affordable food, close the food security gap, promate healthy nutrition choices, reduce disparities in social, developmental, and education readiness and learning for children, assist high school graduates enter college, and expand services for the birth-to-five population and their families.

A. For the first five years that the tax is collected, 20 percent of the net proceeds shall be used to fund one-time expenditures to administer the tax, in support of education, and for training programs. Eligible expenditures include, in order of priority:

Table 1. One-time and Ongoing Spending Ordinance				
Amount Comment				
One-time spending (first 5 years)	\$2,963,885	20% of net proceeds		
Ongoing spending	\$11,852,115	80% of net proceeds		
Total \$14,816,000 100% of net proceeds from SBT (2018 estimate)				

1. One-time costs necessary to enable the administration of the tax;

 Up to \$5,000,000 in total as a contribution to an endowment for the Seattle Colleges 13th Year Promise Scholarship program;

 Up to \$1,500,000 in total as funding for job retraining and placement programs for workers adversely impacted by the tax; and

 Funding for capital projects to construct or enhance classroom facilities for use by the Seattle Preschool Program.

Beginning in the sixth year of collections, the 20 percent set aside under this subsection A shall cease and all net proceeds from the tax collected shall be for programs defined in subsection B of this section.

Table 2: One-time Spending (first 5 years) 2018 Proposed Budget				
Program (Dept) Amount Comment				
13th Year Promise Scholarship \$1,38		1st installment to get to \$5 million		
Tax administration costs (FAS)	\$1,082,000	Reimburse FAS for 2017 costs to implement tax		
Worker Retraining	\$500,000	1st installment to get to \$1.5 million		
Total \$2,963,885				

B. The remainder of net proceeds from the beverage tax shall be used to support, in order of priority:

 Expanding access to healthy and affordable food, closing the food security gap, and promoting health food choices through programs including, but not limited to:

a. Community-based investments to expand food access, such as food banks and meal programs;

b. Fresh Bucks and Fresh Bucks to Go;

c. Implementation of the Seattle Food Action Plan;



Sweetened Beverage Tax 2018 Budget Proposal

Estimated SBT Revenue (2018)	\$14,816,000	
On-going spending	\$11,852,115	80%
One-time spending (first 5 years)	\$2,963,885	20%



Sweetened Beverage Tax 2018 Proposed Budget

One-time spending (first 5 years)	\$2,963,885	
13th Year Promise Scholarship	\$1,381,885	1 st installment to get to \$5M
Tax administration costs (FAS)	\$1,082,000	2017 costs to implement tax
Worker Retraining	\$500,000	1 st installment to get to \$1.5M



Sweetened Beverage Tax 2018 Proposed Budget

City of Seattle

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Ongoing spending	\$11,852,115	
Uncommitted – for Board Recommendations	\$2,775,156	/
Birth-to-3 Services (DEEL) – with proviso	\$2,735,000	58%
Food Access Programs (HSD) – with proviso	\$1,385,639	Board Review and Recommendations
Subtotal	\$6,895,795	Recommendations
Auditor	\$500,000	
Tax administration costs (FAS)	\$179,711	
Fresh Bucks Program and SBT staff (OSE)	\$2,404,359	
K-12 Support (DEEL)	\$1,004,500	42%
Parent-Child Home Program (DEEL)	\$525,000	Directly Appropriated
Our Best (DEEL)	\$189,000	
My Brother's Keeper (Parks)	\$153,750	
Subtotal	\$4,956,320	

Program Highlights

Human Services Department

Department of Education and Early Learning

Office of Sustainability and Environment



Community-based Food Access

Human Services Department

Background

- 11% of Seattle 10th grade students reported their families had to cut or skip meals at least one or more months in the past year due to finances
- Seattle Black households are 2x more likely than white households to experience food scarcity
- There are 2.5 times the fast food restaurants and convenience stores compared to grocery stores and produce vendors across King County

Targeted Investments

Farm to Table



Emergency Food

Out of School Meals







Provides food stipends and nutrition education to programs serving low income children

Delivers fresh fruit and vegetable bags to sites serving low income children

Meets basic food needs for vulnerable families

Provides year-round meals and snacks to low income children, ages 0 - 18

Impact

Program	Current Status	Funding Impact
Farm to Table	 94% of sites increased fruit and vegetable consumption 54 active sites, 27 waitlisted Sites report food costs to be greatest challenge to promoting healthy eating 	 1,800 → 2,850 children served Avoids funding cliff Supports early intervention
Fresh Bucks to Go	 Participating families report eating more fruits & vegetables: 90% of children 93% of adults 40% worried about food running out 	 700 → 1,400 people served Avoids funding cliff
Emergency Food	\$2,067,129 invested in food bank and meal programs	 Additional 1,100 vulnerable people served
Out of School Meals	 In 2017, the Summer Food Service Program served: 230,130 meals 5,000 children and youth (0-8) 	 5,000 → 5,400 children served Summer only → yearround Improves meal quality



Birth-to-3 Services

Department of Education and Early Learning

Background

The brain is strengthened by **positive early experiences**, especially **stable relationships** with caring and responsive adults, safe and supportive environments, and appropriate nutrition.



- Early social/ emotional development and physical health provide the foundation upon which cognitive and language skills develop.
- High quality early intervention services can change a child's developmental trajectory and improve outcomes for children, families, and communities and is more effective and less costly when it is provided earlier in life rather than later.

Center on the Developing Child at Harvard University (2008). *InBrief: The science of early childhood development*. http://developingchild.harvard.edu/download_file/-/view/64/

Targeted Investments

- 1. Increase **professional development** for Birth-3 providers and caregivers
- 2. Increase **public health nursing support** for providers
- Purchase and train providers on conducting universal screenings (Ages and Stages Questionnaire)
- Pilot on-going support and monitoring for families whose children do not qualify for services (in collaboration with Best Starts for Kids)

Impact

By expanding services to Birth-3 providers, we are ensuring that our city-funded providers receive coaching and training so that infants and toddlers can benefit from the highest quality of care.

Currently, 0-3 providers receive minimal nursing support (only to meet licensing requirements) and no coaching.



Fresh Bucks Expansion

Office of Sustainability and Environment

Background

Food hardship is increasing

- 2010-2013, food hardship in Seattle doubled, from 6% to 13%
- Food hardship in downtown Seattle 30%
- Major disparities by race/ethnicity, income and education
- Food security gap is widening
 - People who earn too much to qualify for food assistance, but not enough to reliable afford healthy foods
 - Over 135,000 people are estimated to fall in this gap
- Nutrition security is an added challenge

www.communitiescount.org for data on food access and income

Households that ran out of food, King County (2010, 2011, 2013)



! Interpret with caution; sample size is small, so estimate is imprecise.

Data suppressed if too few cases to protect confidentiality and/or report reliable rates.

Number estimates are rounded to the nearest 100, and are not shown if sample size is less than 100.

The confidence interval (also

known as error bar) is the range of values that includes 1 hide

Targeted Investment



Three Signature Programs

Fresh Bucks Match	Fresh Bucks Retail	Fresh Bucks Rx
Customers who use food benefits at participating markets are matched \$1 for \$1 with <i>Fresh Bucks</i> to buy fruits and vegetables	Customers who use food benefits to buy fruits and vegetables at participating retailers are matched \$1 for \$1 with <i>Fresh Bucks</i> to buy more fruits and vegetables	Medical providers at participating health clinics prescribe fruits and vegetables to food insecure patients. Patients "fill" their Rx at any participating location.

- ✓ Addresses a key barrier cost
- ✓ <u>Community driven</u>

- ✓ Aligns with the <u>Food Action Plan</u>
- ✓ Evidence-based and successful

http://www.freshbuckseattle.org

Impact



New funding need to:

- ✓ Build capacity to scaleup for maximum impact
- ✓ Replace federal grant funds that expire in 2018
- Expand program eligibility to help close the food security gap

	2012	2013	2014	2015	2016	2017
Participating Locations	7	17	18	21	29	38
Customer visits	4,029	7,871	11,299	12,939	14,743	16,600*
Fresh Bucks and EBT	\$70K	\$181K	\$245K	\$290K	\$330K	\$400K*

*Year-end forecast based on program data as of August 2017

Proposed 8-Month Look Ahead Plan (October 2017 – June 2018)

Refer to Handout #3

SBT Board Meeting – Handout #3 October 13, 2017			
Proposed 8-month Look-ahead	l Plan		
Action	Purpose/Outcome	Responsible	When
Goal: Ensure legal and ethical integrity	1	1	
Complete required Boards and Commissions training	Comply with Ethics, Public Records, Records Management, Open Public Meetings Act	Individual Board members Board staff	Two options left in 2017: • October 18, 2017 • November 29, 2017 2018 sessions TBD
Confirm all Board members	Follow city process and fully establish the Board	Mayor Council Individual Board members	By December 2017
Goal: Develop a shared vision and app	roach		
Meet one-on-one with Board staff	Provide individual input to Board staff on how to best support the Board	Individual Board members Board staff	Mid-October to early November 2017
Participate in a visioning workshop	Develop Board values and priorities to inform broader community input and strategic plans	Board Workshop facilitator/consultant Board staff	November 2017
Establish Board charter, by-laws and rules of procedure	Clarify roles, structure, processes, conflict of interest procedures, etc.	Board Board staff	December 2017
Participate in a strategic planning workshop	Establish strategic plan and performance framework	Board Workshop facilitator/consultant Board staff	December 2017
Goal: Make recommendations to May		dget	
Review 2018 budget	Make recommendations on programs with proviso	Board	By January/February 2018
Discuss funding priorities that align with vision and strategic plan	Make recommendations on uncommitted funds	Board	By May/June 2018
Goal: Provide input on SBT Evaluation			
Review full evaluation plan	Provide input and feedback on specific topics	Board SBT Evaluation Team	By February 2018
Review and discuss preliminary data	Provide input and feedback on specific topics	Board SBT Evaluation Team	April 2018

Questions and Discussion

Evaluation of Seattle's Sweetened Beverage Tax

Presented by:

Jesse Jones-Smith, PhD, MPH, RD

Nadine Chan, PhD, MPH

Roxana Chen, PhD, MPH

Jim Krieger, MD, MPH





Research Team

> UW Team

- Jesse Jones-Smith
- Mary Podrabsky
- Lina Piñero Walkinshaw

Public Health

Seattle & King County

- Vanessa Oddo
- Dan Taber
- Jennie Romich
- Scott Allard

> PHSKC Team

- Nadine Chan
- Roxana Chen
- Myduc Ta

> Seattle Children's Team

- Brian Saelens
- Maya Rowland
- Trina Colbura

> Consultants:

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- Jim Krieger (HFA)
- Marian Neuhouser (Fred Hutch)
- Lisa Powell (UIC)

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- Sara Bleich (Harvard)
- > Community Advisory Board Members
- > Office of City Auditors: funding flowing through OCA



Next 45min

> Overview of Sugary Beverage Tax Evaluation Plans

> Requesting input on specific components of the evaluation

- Stakeholder Interviews
- Norms and Attitudes
- Kids Cohort
- Store Audits





Seattle's Sugary Beverage Tax Basics

- > An excise tax of 1.75 cents per ounce on selected sugary drinks
 - Taxed Beverages
 - > Regular soda
 - > Energy & sports drinks
 - > Fruit drinks
 - > Pre-packaged sweetened tea and coffee
 - > Syrups/concentrates to make sugary drinks in retail (not home)
 - Untaxed Beverages
 - > All diet beverages: diet soda, diet teas, diet energy, diet sports drinks
 - > Bottled water
 - > 100% juice
 - > Milk (animal or nut/legume; including flavored/sweetened milk)
 - > Beverages with <40 calories per 12 oz
 - Exceptions for manufacturers with <\$2million (no tax) and \$2-5 million per year (1 cent per ounce)









Excise Tax

> 1.75 cents per ounce, levied on distributor



> Advantage: Consumer sees price difference on the shelf

VS




EVALUATION GOALS

security and access

TODAY

NEE.

RESEACH QUESTIONS

STRATEGIES Do prices of taxed and untaxed beverages change? Kids cohort 1. Determine tax • Do individual consumption and purchasing patterns Store audits change? effectiveness Norms & attitudes survey • Do norms and attitudes around sugary drinks change? Does the tax go according to plan? **Key Stakeholder interviews** 2. Assess tax What are facilitators and barriers to implementation? Community member focus implementation • How do key stakeholders perceive the tax? groups Does the tax result in revenue loss for stores? Analysis of jobs and 3. Assess unintended Does the tax result in job loss? revenue data Analysis of supermarket consequences • Do consumers begin to buy beverages outside of Seattle? sales data Food desert mapping Assessment of food deserts in Seattle 4. Understand food update

 Assessment of the effectiveness and efficiency of food bank network in Seattle

Food security, food gap mapping 6

COMPONENTS/

Study design & Timeline

- > Changes in outcomes in Seattle compared to changes in outcomes in comparison cities
- > Comparison Area: Kent, Auburn & Federal Way
- > Timeline for evaluation components:

Nov 2017	Jan 2018	May 2018	Nov 2018	Nov 2019 24 months post tax data for cohort, stores, norms	
Baseline data for implementation, cohort, stores, norms	Tax Effective	6 months post tax data for cohort, stores, norms	12 months post tax data for implementation, cohort, stores, norms		
	Food security assess	sment begins	Analysis of jobs and rev	enues begins	



Stakeholder Interviews and Community Member Focus Groups to assess tax implementation and perceptions (1)

Study Lead: Nadine Chan, Roxana Chen Research questions

- > How is the tax perceived by key stakeholder groups before implementation and after implementation?
- > What is the experience of stakeholders in the implementation process?
- > Is the tax implemented as planned?
- > How do lower income families perceive the tax?

Mode of assessment:

- > In-depth interviews with key stakeholders (city officials, business owners and managers, bottlers and distributors)
- > Focus groups with lower income families

Status: Identifying stakeholders, developing interview questions





Stakeholder Interviews and Community Member Focus Groups to assess tax implementation and perceptions (2)

Key concepts

- > Tax Administrators/City officials
 - Logistics of tax implementation
 - Issues/concerns raised by distributors/retailers/tax professionals and how addressed
 - Communications/Interactions with those affected by tax

> Electeds

- Purpose/goals of SBT
- Issues/concerns raised by constituents/stakeholders and how addressed

> **Distributors**

- Perceptions, concerns about tax
- Understanding about how to implement, who to contact for assistance
- What they are doing to prepare for implementation
- Barriers/challenges with implementation (e.g., costs, changes in their processes associated with implementation)

> Retailers

- Perceptions, concerns about tax
- Understanding about their roles in implementation, who to contact for assistant
- Barriers/challenges with implementation

Stakeholder Interviews and Community Member Focus Groups to assess tax implementation and perceptions (3)

Potential Stakeholder Interview list (Need to narrow down to ~10 interviews total)

> Tax administrators

• Joseph Cunha, Ben Noble, Glen Lee

> City staff

- Seferiana Day legislative aide to Tim Burgess
- Jessica Finn Coven Office of Sustainability & Environment, Director

> Elected officials

• Mayor Tim Burgess and Councilmembers Lisa Herbold, Mike O'Brien, and Kshama Sawant

> Distributors

• Suggestions? (Who are the tax professionals for the distributors?)

> Retailers

• Suggestions? (E.g., supermarkets, groceries, small mom & pop, restaurants)

Contact Roxana Chen: roxana.chen@kingcounty.gov



Norms & Attitudes: Evaluating the impact of the tax on norms and attitudes around sugary beverage consumption (1)

Study leads: Jim Krieger, Vanessa Oddo, Jesse Jones-Smith Research questions:

- > What is the public perception of the sugary drink tax over time?
- > Does the tax change public perception of the healthfulness of sugary drinks?
- > What is the public perception on the effects of the tax on people and businesses in Seattle over time?

Mode of Assessment:

> Mixed-mode survey (web and phone) to assess norms and attitudes pre- and post-tax in Seattle

Sample:

- > 800 adults in Seattle with approximately 50% of sample being low-income (< 260% FPL)
- > Racial/ethnic minority representation similar to the general population of Seattle Status:
- > Survey drafted, identified survey firm to field questions, IRB exemption re
- > Aiming for data collection to begin on October 30, 2017

Norms and Attitudes: Evaluating the impact of the tax on norms and attitudes around sugary beverage consumption (2)

Topics Covered:

- 1. Current consumption of sugary drinks
- 2. Norms and attitudes towards tax itself
 - > Individuals' knowledge of tax and their approval/disapproval of tax

3. Norms and attitudes on unintended impacts

> Intention to cross-border shop, perceptions on economic impacts (e.g. jobs, small businesses), perceptions on regressivity of the tax

4. Norms and attitudes towards healthfulness of sugary drinks

Perceptions of general and specific health effects (e.g. obesity, diabetes, heart disease) and healthfulness of beverage type (e.g. soda, water)

5. Perceptions on government regulation of individual behaviors

> Agreement/disagreement on governments' role in helping indimake healthier choices

Norms & Attitudes: Requested Input

- > See survey printout
- > Please provide additional feedback by Tuesday Oct 17th to Vanessa Oddo: voddo@uw.edu





Cohort: Evaluating the impact of the tax on purchasing and consumption of taxed and untaxed beverages (1)

A. Enrolling and following a cohort (lead: Brian Saelens)

- > Will focus on lower income children (age 7-10; 12-15)
 - No studies have assessed impact on kids
 - Lower income households due to interest in health equity and may be more likely to change in response to tax d/t greater budget constraints
 - Inclusion criteria will include regular consumption of sugary beverages (>3X/week)
- > As mentioned, sample in Seattle and Comparison areas, followed over time
 - Baseline (pre-tax), 6 months (budget dependent), 12 months, 24 months









Cohort: Purchasing and consumption of sugary beverages (2)

- > Primary outcomes:
 - changes in *consumption* of sugar-sweetened beverages
 - changes in *consumption* non-sugar sweetened beverages
 - Measured by modified BEVQ that queries frequency and portion size (aligns with the details of the tax – e.g., asks about seller-prepared versus self-prepared beverages)
- > Secondary outcomes:
 - Changes in total added sugar from NCI/NHANES Dietary Screener Questionnair
 - Changes in household purchasing of taxed and untaxed beverages
 - > Measured from two weeks of receipts
- > Also collecting child and household characteristic information (e.g., demographics)
- Status: Tools finalized after brief pilot testing, just received IRB approval (10/6); recruitment started; goal is to recruit 600+ children overall by end of December









Cohort: Purchasing and consumption of sugary beverages (3)

> Recruitment

- Seeking non-biased sample (e.g., want broad awareness and recruitment of potential participants)
- Offered in English, Spanish, Vietnamese
- Strategies
 - > Marketing lists for mailing fliers and phone contact
 - > Posting fliers in community places
 - > Door-to-door distribution of fliers (still do phone-based data collection for now)
 - > Paid ads in Facebook, Instagram, and Twitter, as well as local print media
- > What are other potential <u>venues</u> for non-biased outreach and recruitment?
- > What are other potential <u>strategies</u> for non-based outreach and recruitment?
- > Others that we can contact about outreach and recruitment?
 - Coordinator: <u>maya.rowland@seattlechildrens.org</u> or <u>brian.saelens@seattlechildrens.org</u>







Store Audits: How does the tax affect prices of taxed and untaxed beverages ? (1)

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> Research questions:

- Do retailers pass on the price increase to customers? ("passthrough")
- Do retailers increase only the price of the taxed products? Or, do they spread the price increase to other products?

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> 2 modes of evaluation

Public Health

Seattle & King County

• A. Store audits

TAX

• B. Retail point-of-sale data (will not discuss today)

Distributors

Store Audits: Evaluating the impact of the tax on prices of taxed and untaxed beverages (2)

- > Study lead: Jesse Jones-Smith
- > In-person collection of prices of taxed and untaxed beverages
- > Using a comprehensive tool
 - Products by brand name, in multiple sizes
 - Sales and promotion
 - Advertising
 - Selected food products

	Package Size	B Avai If B1 Skip E NO	lable	B2. Regular Price 77.77=Not Shown 99.99=Refused	If B3	Sale =NO, 84-85 YES	B4. Sale Type <i>RP=Reduced Price</i> <i>RP/Q=RP per quantity</i> <i>BOGO=Buy one get one</i>		B5. Sale Price 55.55=Price Red 66.66=Quantity Req 77.77=Not Shown
a. Coca- Cola	7.5 oz	0	1	\$□□.□□	0	1	o RP o BOGO	o RP/Q o Other	\$
Ask for price if not shown	12 oz	0	1	\$	0	1	o RP o BOGO	o RP/Q o Other	\$
	16.9 oz	0	1	\$[].[]	0	1	o RP o BOGO	o RP/Q o Other	\$
	20 oz	0	1	\$	0	1	o RP o BOGO	o RP/Q o Other	\$LL.LL
	1 L	0	1	\$	0	1	o RP o BOGO	o RP/Q o Other	\$[]
	1.25 L	0	1	\$	0	1	o RP o BOGO	o RP/Q o Other	\$
	2 L	0	1	\$	0	1	o RP o BOGO	o RP/Q o Other	\$
	6 pk/ 7.5 oz	0	1	\$	0	1	o RP o BOGO	o RP/Q o Other	\$
	12 pk/ 12 oz	0	1	\$	0	1	o RP o BOGO	o RP/Q o Other	\$







dren's

Store Audits: Evaluating the impact of the tax on prices of taxed and untaxed beverages (3)

Seattle



Federal Way, Auburn & Kent



> Sample: Geographically balanced

> Store types:

- 52 small stores including "mom and pop" /convenience/gas stations (oversampling 'mom and pops' and racial/ethnic-owned; working with Fresh Bucks liaisons to i.d.)
- 9 superstores
- 16 supermarkets
- 32 grocery stores (smaller than supermarket)
- 16 drug stores/pharmacies,
- 16 chain fast food restaurants
- 16 non-chain quick service/fast food
- 16 coffee and bubble tea shops
- Status: finalizing store sample, making training manuals, hiring data collectors in order to conduct store audits by late-October

uwcphn

KODECZ



Seattle Children's

Requested input from CAB

> We reserved 20 slots to ask the CAB for input on stores that shouldn't be missed

- > If there are "anchor" or other important stores throughout Seattle or Kent/Auburn/Federal Way that we should be sure not to miss, please let us know via email.
- > Contact: Lina Piñero Walkinshaw: walkinsl@uw.edu





THANK YOU!!

> Contact information with requests of CAB handout

