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City of Seattle
Department of Planning & Development

GROWTH AND EQUITY
ANALYZING IMPACTS ON DISPLACEMENT AND OPPORTUNITY RELATED TO SEATTLE'S GROWTH STRATEGY

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Growth and Equity

Analyzing Impacts on Displacement and Opportunity Related to Seattle's Growth Strategy

Introduction

The City of Seattle is in the process of updating its Comprehensive Plan, the document that guides how the City will manage the 70,000 housing units and 115,000 new jobs expected to be added in Seattle over the next 20 years, as well as establish what kind of city we want to be. The City is preparing an Environmental Impact Statement (EIS) to evaluate four alternative ways for distributing that amount of growth throughout the city. The EIS will help inform decisions about selecting a preferred growth pattern and identify methods for addressing undesired impacts. This document is a companion to that EIS, providing analysis of some of the ways that the growth strategies could affect the city's marginalized populations.

Social equity has been one of the core values guiding the Comprehensive Plan since its adoption in 1994. The City's Race and Social Justice Initiative (RSJI) began in 2005. Its mission is to overcome institutional racism by changing City policies and practices. Its vision is a future where:

- Race does not predict how much a person earns or their chance of being homeless or going to prison;
- Every schoolchild, regardless of language and cultural differences, receives a quality education and feels safe and included; and
- African Americans, Latinos, and Native Americans can expect to live as long as white people.

In 2009 the City Council passed a resolution directing RSJI to focus on achieving racial equity in the community in specific focus areas including equitable development. Mayor Murray's Executive Order 2014-02 reaffirmed the City's commitment to equitable development.

At this writing (April 2015) the City Council is considering a resolution that would renew the emphasis on race and social equity in the ongoing Comprehensive Plan update. This resolution advances the concept of reducing racial and social disparities through the City's capital and program investments. The Department of Planning and Development and the RSJI Core Team are partnering to implement the resolution's directives by including new policies directly related to achieving equity through growth, developing equity measures of growth, and conducting this equity analysis of the growth alternatives.

*Social equity has been one of the **core values** guiding the Comprehensive Plan since its adoption in 1994.*

The objectives of this equity analysis are to inform elected officials and the public about:

- Potential future impacts of the four growth alternatives on marginalized populations.
- Strategies for mitigating identified impacts and increasing access to opportunity for marginalized populations.

Key Terms

Marginalized populations: Low-income people, people of color, and English language learners.

Access to opportunity: Living within walking distance or with transit access to services, employment opportunities, amenities, and other key determinants of social, economic, and physical well-being.

Displacement: The involuntary relocation of current residents or businesses from their current residence. This is a different phenomenon than when property owners voluntarily sell their interests to capture an increase in value. This analysis addresses both physical (direct) and economic displacement (indirect) displacement. Physical displacement is the result of eviction, acquisition, rehabilitation, or demolition of property, or the expiration of covenants on rent- or income-restricted housing. Economic displacement occurs when residents and businesses can no longer afford escalating rents or property taxes. Cultural displacement occurs when people choose to move because their neighbors and culturally related businesses have left the area.

Equitable Development: Public and private investments, programs, and policies in neighborhoods to meet the needs of marginalized populations and to reduce disparities, providing access to quality education, living wage employment, healthy environment, affordable housing and transportation.

This analysis distinguishes displacement from a related phenomenon, gentrification. Gentrification is a broad pattern of neighborhood change typically characterized by above-average increases in household income, educational attainment, and home values and/or rents. These changes can contribute to displacement, but they can also benefit existing residents. Displacement of existing residents can also occur without gentrification. Displacement and gentrification are the result of a complex set of social, economic, and market forces at a local and regional scale.

Overarching Analytical Framework

This analysis looks at both people and places. This analysis combines a traditional EIS approach of analyzing potential impacts and identifying mitigation with RSJI's Racial Equity Toolkit (RET), which analyze the benefits and burdens of policies, programs, and investments for communities of color. Per the RSJI RET, this analysis includes thorough description of desired equitable outcomes. In addition to identifying impacts and mitigation
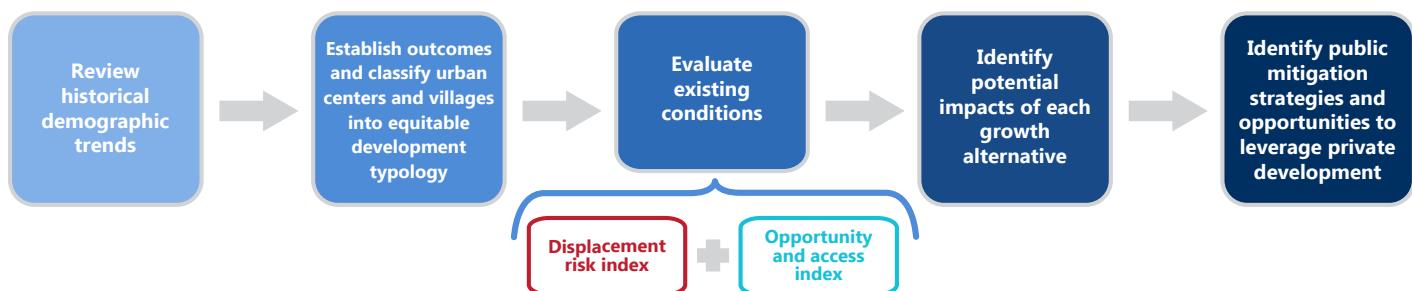
associated with each growth alternative, the analysis also analyzes the opportunities for equitable development each alternative presents or misses.

The analysis seeks to answer the following questions:

1. Is the intensity of expected growth in particular urban centers and villages likely to have an impact on displacement of marginalized populations?

2. Is the intensity of expected growth in particular urban centers and villages likely to have an impact on marginalized populations' access to key determinants of physical, social, and economic well-being?

3. What strategies and levels of investment are necessary to mitigate the impacts of expected growth and to maximize opportunities for equitable outcomes?

Figure 1 provides a visual representation of the analytical steps performed.

Figure 1   Visual representation of the overarching analytical framework

Historical Context

An understanding existing disparities and the history that led to them is critical to crafting public policy and investment strategies to achieve equity.

Throughout Seattle's history, some populations and neighborhoods prospered at the expense of others. Redlining and racially restrictive covenants limited where racially or culturally distinct communities could live and where banks provided home mortgages. Public subsidies and discriminatory real estate lending and marketing practices gave white households substantial wealth in the form of home equity, while similar investments were being made in other Seattle neighborhoods. These racialized housing patterns and invest-ment practices contributed to the wealth and poverty of households and neighborhoods for multiple generations.

These place-based policies and investments also solidified social structures and cultural identities. Community-based organizations arose to meet the needs of specific cultural groups and neighborhoods. This continues today as immigrants and refugees settle in the city and look to maintain their cultures alongside mainstream American culture.

Both the private and public sectors helped solidify the systemic structure of wealth and poverty in Seattle, and both have roles in influencing growth to achieve equitable outcomes.

Both the private and public sectors helped solidify the systemic structure of wealth and poverty in Seattle, and both have roles in influencing growth to achieve equitable outcomes. The private sector builds most of the housing and builds and operates most of the businesses in Seattle, primarily in response to market demand. The public sector's investments and regulations guide, serve, and control development to achieve a variety of goals including an equitable distribution of the benefits and burdens of growth. Supportive public policy and public investments can create community stability and economic mobility opportunities. Public investments can meet the needs of marginalized populations when the market will not and can help them benefit from future growth.

Demographic Trends

Before evaluating existing conditions and future impacts, it is helpful to take note of some relevant historical trends and at least one example of displacement in Seattle.

Though displacement is difficult to track, demographic changes at the neighborhood level suggest when and where it has occurred. Henry W. McGee, Jr., a Seattle University Professor of Law, analyzed demographic trends in the Central District. He found that in 1990 "there were nearly three times as many black as white residents in the area, but by 2000, the number of white residents surpassed the number of blacks for the first time in 30 years." Given recent growth in the African American population in south King County, he concluded that "African Americans are moving southeast into Seattle's Rainier Valley or beyond into Renton and other inner suburbs." The data about the Central District does not indicate whether this relocation of African Americans was voluntary or involuntary.

Seattle's population is more diverse than in 1990. Decennial Census figures indicate that persons of color increased from about 26 percent of Seattle's population in 1990 to 34 percent in 2010. In King County as a whole, the population of color grew much more dramatically over the same period, from 15 percent to 31 percent.

Seattle has become a more international city. The percentage of Seattle residents born outside the United States increased from roughly 13 percent in 1990 (Census) to 18 percent in 2010 (American Community Survey).

People of color are more likely to live inside an urban center or village. Census data show that since 1990 the population of color has been about 10 percent higher inside urban centers and villages than outside. In 2010, persons of color were 41 percent of the population in urban centers and villages compared to 30 percent of the population outside.

People of color make up a growing share of the population in urban centers and villages as well as in the city as a whole. These increases have been primarily due to growing shares of Asian and Hispanic or Latino populations. While the Black or African American population in urban centers or villages was relatively constant between 1990 (20,048) and 2010 (21,802), it decreased from 14 percent to 11 percent of the total population within

urban centers and villages. In Seattle as a whole, the Black/African American population declined in both relative and absolute terms from 51,948 or 10 percent of the population in 1990 to 48,316 or 8 percent in 2010. In King County as a whole, the Black/African American population grew from 5.1 percent to 6.2 percent from 1990 to 2010.

Table 1   Urban centers and villages in Seattle with a decrease in population by race, 1990 to 2010

	White	Black or African American	Asian	American Indian or Alaska Native	Hispanic or Latino
Number of urban centers or villages with an absolute decrease in population (out of 30 total)	3	8	1	26	0

Three urban villages where the Black or African American population decreased substantially both in absolute and relative terms are 23rd & Union-Jackson, Columbia City, and Madison-Miller. In 1990, Black or African American people were between 43 percent and 66 percent of the population in these urban villages; by 2010, their share had fallen to between 16 percent and 31 percent. At the same time, several urban centers and villages experienced significant increases in the share of people of color between 1990 and 2010. These include Northgate (25 percent to 48 percent), Lake City (25 percent to 51 percent), Aurora-Licton Springs (22 percent to 39 percent), South Park (37 percent to 68 percent), and Westwood-Highland Park (40 percent to 61 percent). South Lake Union, where the total population more than tripled over this 20-year period, also saw a large increase in the share of people of color (14 percent to 33 percent).
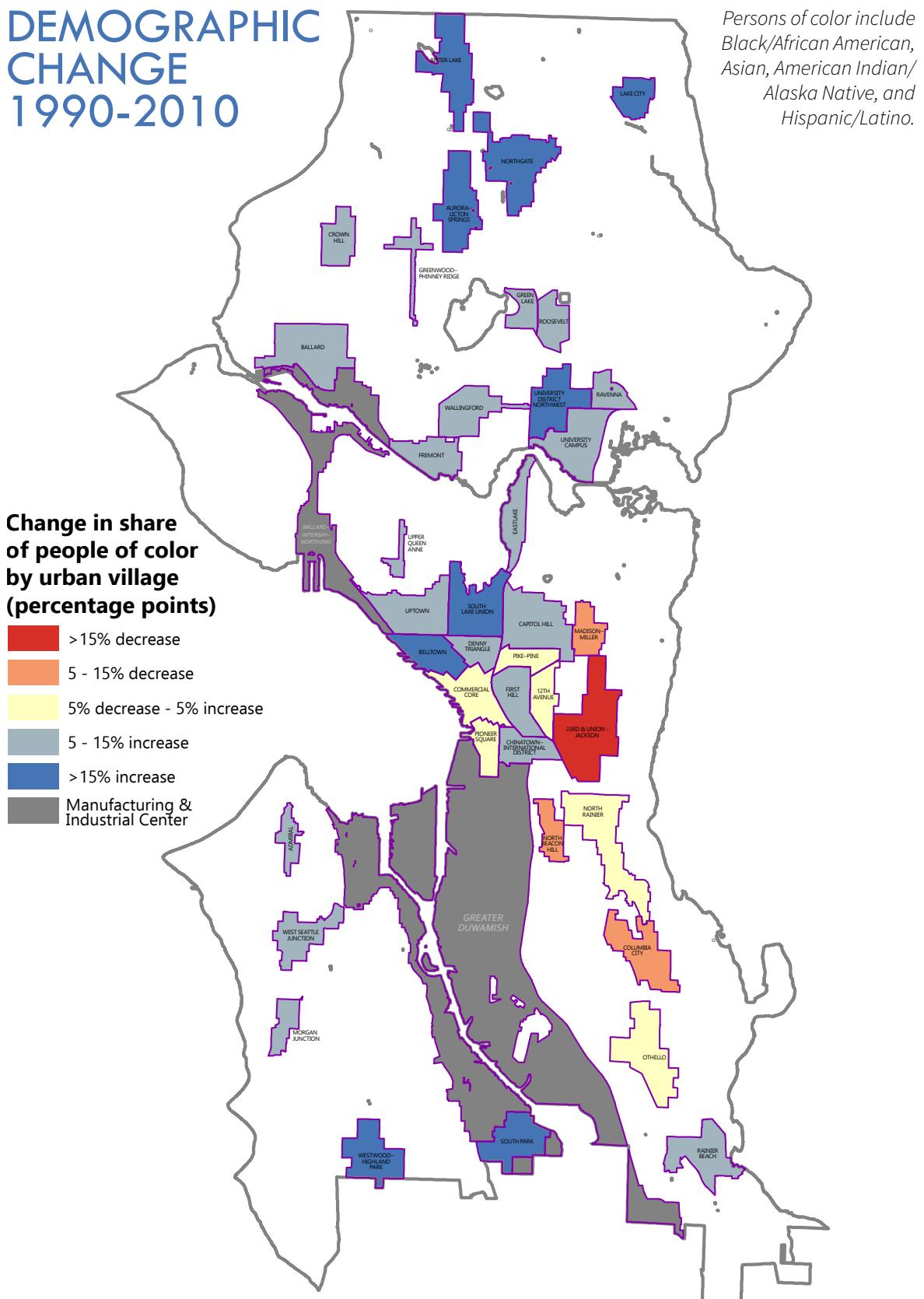
Attachment A provides population counts by race for each urban center and village in 1990 and 2010. Figure 2 on the following page illustrates the change in the percentage of the population of color between 1990 and 2010 in each urban center and village.

Figure 2   Urban centers and villages in Seattle with a decrease in population by race, 1990 to 2010

DEMOGRAPHIC
CHANGE
1990-2010

*Persons of color include
Black/African American,
Asian, American Indian/
Alaska Native, and
Hispanic/Latino.*

**Change in share
of people of color
by urban village
(percentage points)**

- >15% decrease
- 5 - 15% decrease
- 5% decrease - 5% increase
- 5 - 15% increase
- >15% increase
- Manufacturing &
  Industrial Center

An Equitable Development Framework for Growth

This section defines equitable outcomes and introduces a framework for mitigating and leveraging growth to achieve these outcomes.

Defining an Equitable City

Establishing an equitable outcome and strategies to reduce disparities are a critical component of the Racial Equity Toolkit. Below is a general description of an equitable outcome for future growth in Seattle.

> *Equitable growth will be achieved when Seattle is a city with people of diverse cultures, races and incomes and all people are thriving and 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.*[1]

Population and employment growth is a dynamic force that introduces change into the urban environment and can help transform Seattle into a more equitable city. Influencing the locations and types of development can contribute to achieving equitable outcomes.

An equitable approach to growth would be one in which the City views new development and public investments through a racial and social equity lens. This approach would manage growth to minimize displacement of marginalized populations and increase their access to opportunity.

An Equitable Development Framework

A framework to achieve racial and social equity identifies two goals: strong communities and strong people.[2] This means community stability and resilience in the face of displacement pressures and great neighborhoods throughout the city that provide equitable access to all.

*A **framework to achieve racial and social equity** identifies two goals: strong communities and strong people*

In Seattle's current context of rapid growth and escalating house prices, market forces alone will not be able to produce equitable growth. Displacement risk exists for marginalized populations and will worsen without government action to create the conditions for community stability and economic mobility. A scan of key determinants of social, physical, and economic well-being clearly indicates they are not equitably distributed and that many already do not have the means to access what is necessary to flourish. This limited access to resources for some will persist without government intervention to fill gaps and leverage market strength to create equitable access to all neighborhoods.

Achieving equitable growth will require:

- Implementation of programs and investments that are designed to create community stability and economic mobility for current residents in areas where

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1   Excerpt from Resolution 31577.
2   Puget Sound Regional Council, Growing Transit Communities Compact and City of Seattle Resolution adopting the Compact.

new development could lead to displacement and where marginalized populations currently lack access to opportunity.

- Leveraging private-sector development to increase the supply and variety of housing options to create equitable access to neighborhoods that already have key determinants of well-being.
- A public investment strategy that reflects need rather than a distribution based solely on numbers of people or households.

Mitigation measures described in this analysis were derived from the Puget Sound Regional Council's Principles of Equitable Development. Seattle and other public institutions have some of tools to operationalize this equitable development framework. However, new tools are necessary to fill gaps.

Goal 1: Strong communities and people. Community stability and resilience in the face of displacement pressures.

Measure 1: Advance Economic Mobility and Opportunity. Promoting local economic development and entrepreneur opportunities and enhancing community-serving establishments, providing access to quality education and training, and increasing financial security and living-wage jobs for people in all neighborhoods.

Measure 2: Prevent Residential, Commercial, and Cultural Displacement. Developing policies and programs that provide an opportunity for people, businesses, and community organizations to remain in a community facing displacement pressures.

Measure 3: Build on Local Cultural Assets. Respecting local community character, cultural diversity, and values. Preserving and strengthening intact cultural communities and building the capacity of their leaders, organizations, and coalitions to have greater self-determination.

Measure 4: Promote Transportation Mobility and Connectivity. Prioritizing public sector investment in an effective and affordable transportation network that supports transit-dependent communities and provides equitable access to key determinants of well-being.

Goal 2: Great places with equitable access. A city with an equitable distribution of great neighborhoods full of strong amenities that provide equitable access throughout.

Measure 5: Develop Healthy and Safe Neighborhoods. Creating built environments that enhance community health through public amenities (schools, parks, open spaces, complete streets, health care and other services), access to affordable healthy food, healthy air quality, and safe and inviting environments.

Measure 6: Equitable Access to all Neighborhoods. Leveraging private-sector development to fill gaps in amenities, increase the supply and variety of housing options, create equitable access to neighborhoods that already have key determinants of well-being.

Existing Conditions
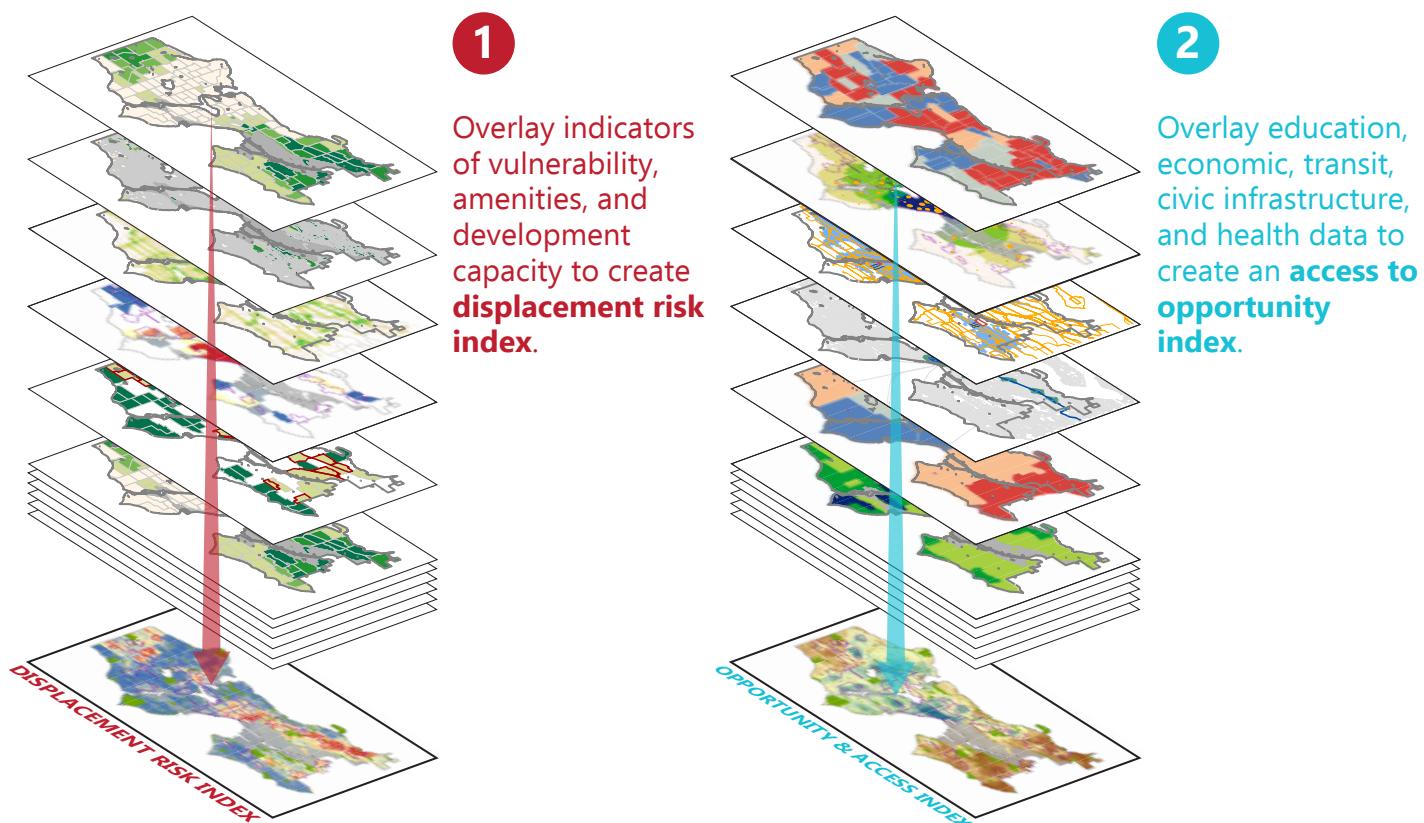
Data and Analytical Framework for Equity Analysis

This analysis combines data about demographics, economic conditions, and the built environment. As shown in Figure 3, the analysis combines these several indicators to create a composite index of displacement. A similar process using other indicators creates the access to opportunity index.

The displacement risk index identifies areas of Seattle where displacement of marginalized populations is more likely to occur. The access to opportunity index identifies disparities in marginalized populations' access to some key determinants of well-being.

Table 2 and Table 3 on the following pages describe the data used in the indices. The maps that follow illustrate the variation in displacement risk and access to opportunity across the city.

Figure 3 Indicators combined to create a composite index of displacement


1 Overlay indicators of vulnerability, amenities, and development capacity to create **displacement risk index**.

2 Overlay education, economic, transit, civic infrastructure, and health data to create an **access to opportunity index**.

Table 2   Displacement risk index indicators

	Indicator	Description	Source
Vulnerability			
1	**Communities of color**	Percentage of population who are persons of color	2010 Census
2	**English-speaking ability**	Percentage of population 5 years and older who speak English less than "very well"	2008–2012 American Community Survey
3	**Educational attainment**	Percentage of population 25 years or older who lack a Bachelor's degree	2008–2012 American Community Survey
4	**Housing tenancy**	Percentage of households that are renters	2010 Census
5a	**Housing cost-burdened households**	Percentage of households with income below 80% of area median income (AMI) that are cost burdened (paying > 30% of income on housing)	Consolidated Housing Affordability Strategy (CHAS) (based on 2007–2011 American Community Survey)
5b	**Severely housing cost-burdened households**	Percentage of households with income below 80% of area median income (AMI) that are or severely cost burdened (> 50% of income on housing)	
6	**Household income**	Percentage of population with income below 200% of poverty level	2008–2012 American Community Survey
Amenities			
7	**Proximity to frequent bus service**	Number of bus trips within a quarter-mile walking distance	King County Metro General Transit Feed Specification (GTFS)
8	**Proximity to current or future Link light rail and streetcar**	Within walking distance to current and future light rail stations and streetcar stops	King County GIS
9	**Proximity to core businesses**	Within walking distance to supermarket/grocery (0.5 mi), pharmacy (0.5 mi), and restaurant/café/diner (0.25 mi)	ReferenceUSA
10	**Proximity to civic infrastructure**	Within walking distance to a school, community center, park, or library	King County GIS, City of Seattle
11	**Proximity to already-gentrified or affluent neighborhood**	Below-median income areas adjacent to above-median income areas	2008–2012 American Community Survey
12	**Proximity to job center**	Travel time to designated King County urban centers outside Seattle (not including manufacturing centers)	King County GIS
Development capacity and rent			
13	**Development capacity**	Parcels that allow residential uses identified as likely to redevelop in City development capacity model	DPD development capacity model
14	**Median rent**	Ratio of rent per net rentable square foot by tract to the Seattle average for rent per net rentable square foot	Dupre + Scott

Table 3   Access to opportunity index indicators

Indicator		Source
Vulnerability		
1	Attendance area of elementary school with above-Seattle-average math or reading proficiency scores	Washington Office of Superintendent of Public Instruction (OSPI)
2	Attendance area of middle school with above-average math or reading proficiency scores	
3	Attendance area of high school with above-Seattle-average graduation rate	
4	Transit time to a university or college	City of Seattle
5	Within quarter-mile walking distance to a library	City of Seattle
Economic opportunity		
6	Number of jobs within 2 mile radius	Puget Sound Regional Council 2013 Covered Employment Estimates
7	Change in median home value 2000–2013	2000 Census,
Transit		
8	Number of bus trips within a quarter-mile walking distance	King County Metro General Transit Feed Specification (GTFS)
9	Network distance to current and future light rail stations	Sound Transit
10	Network distance to current and future streetcar stops	City of Seattle
Civic infrastructure		
11	Network distance to a community center	City of Seattle
12	Park within a distance proportional to the park's acreage	City of Seattle
Health		
13	Network distance to a public health facility	King County Public Health (2010)
14	Network distance to a store with at least 500 sf fresh produce	King County Department of Natural Resources (2010)

Limitations

These indices and maps should be used with caution. This is a first attempt to understand equity effects of broad City policies, and results of the analysis depend on the selection and weighting of indicators.

All data sources have limitations. These indices are high-level assessments that can inform (but should not predetermine) decisions about growth, investment, and policy.

Greater historical and qualitative context is needed to avoid simplistic conclusions. Engagement with those most affected by the equity issues evaluated here should complement this analysis and inform policy makers' decisions.

The indices present "snapshots in time" based on the best currently available data and on research indicating relationships between that data and both displacement risk and access to opportunity. It is important to recognize that anomalies exist in both indices. Furthermore, these indicators will change over time. For example, later in 2015 bus service will significantly expand in Seattle, increasing the number of bus trips within walking distance for many locations in the city.

Income, behavior, and physical proximity affect opportunity in complex and nuanced ways. Some neighborhoods that appear at the lower end of the access to opportunity index may in fact have desirable neighborhood amenities such as a walkable business district or other determinants of well-being not measured by this index. Unique neighborhood characteristics can affect the outcomes of the indices; for instance, the large student population in the University District skews census data for that neighborhood, and findings about displacement risk there are less reliable as a result.

Marginalized populations exist across the entire city, including outside neighborhoods identified as high risk on the displacement risk index. These populations are at risk to have to relocate due to rising costs, whether that cost increase results from significant citywide housing demand or from particular development in their neighborhood.

The displacement risk index is an assessment of susceptibility, not a predictor of future outcomes. Whether displacement occurs depends on several factors, such as the timing and intensity of growth and the public investments that precede or accompany it.

The relationship between growth and potential displacement is not straightforward. Displacement has many, potentially interrelated causes that are difficult to quantify. In areas where current rents are below average, the higher price of new market-rate development can exert upward pressure on the rents in the immediate vicinity, even as overall housing supply increases. So while new development can exacerbate displacement pressures, growth is also critical for meeting the demand for housing and can contribute to reducing transportation costs, bringing new customers to local businesses and bring in infrastructure and service investments.

The displacement risk index does not assess displacement risk for businesses or cultural organizations that are also sometimes forced to relocate as a result of market pressures. Many of the same vulnerability and market indicators are associated with areas where development pressure could make it difficult for an existing business or community organization to remain. Their displacement can also further destabilize communities of marginalized populations. This displacement may occur at a faster rate than housing displacement as there are more protections for affordable housing than there are for businesses and cultural anchors such as community organizations.

Displacement Risk Index

There is very little vacant or undeveloped land in the city. Therefore, most new development will be replacing some existing use, which often includes housing. When housing is replaced by a new use, the current residents in that housing are displaced. This analysis focuses on displacement that affects marginalized populations. It combines three categories of data (vulnerability, amenity, development potential) to identify areas where displacement of those populations may be more likely. Figure 4 on the following page shows areas of the city according to their level of displacement risk.

1. The vulnerability indicators identify populations less able to withstand housing cost increases and more likely to experience discrimination or other structural barriers to finding new housing.
2. The amenity indicators are factors such as access to transit and proximity to certain core businesses that are possible contributors to housing demand.
3. Development potential measures the possibility of new development or redevelopment occurring, based on the amount of development allowed by current zoning. The analysis also compares a neighborhood's median rent relative to the overall city average. This suggests where new market-rate development might have greatest effect on rents and housing costs.

Access to Opportunity

This analysis considers marginalized populations' access to some key determinants of social, economic, and physical well-being. Access to economic opportunity for marginalized populations is not just physical proximity to quality jobs but also possessing the skills needed to acquire those jobs. The access to opportunity index captures a broad range of indicators, but it is not a comprehensive assessment of these characteristics.

The access to opportunity index includes data in the following categories:

1. **Education:** access to high-performing public elementary and middle schools, proximity to colleges and universities
2. **Economic opportunity:** proximity to jobs, property appreciation
3. **Transit:** access to frequent transit
4. **Civic infrastructure:** community centers and libraries
5. **Health:** access to public health facilities and healthy food

Together, the indicators in Table 3 on page 13 create an index that assesses residents' access to social, physical, and economic opportunity. With origins in social science research, the indicators measure access to some of the resources residents need to succeed and thrive. The location of these resources can attract private development and influence residents' decisions about where to live. Not surprisingly, those communities with more of these resources also have some of Seattle's highest housing costs. Note that some of the opportunity and access indicators are also factors that increase the potential for displacement, such as access to transit and jobs.
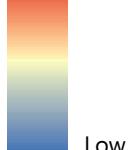
Figure 4   Displacement risk index

DISPLACEMENT RISK INDEX

Communities of color
Low English-speaking ability
Low educational attainment
Renter households
Housing cost-burdened households
Low household income
Proximity to frequent bus service
Proximity to light rail or streetcar
Proximity to core businesses
Proximity to school, park, community center, or library
Proximity to affluent or already-gentrified neighborhood
Proximity to regional job center
Development capacity
Median rent
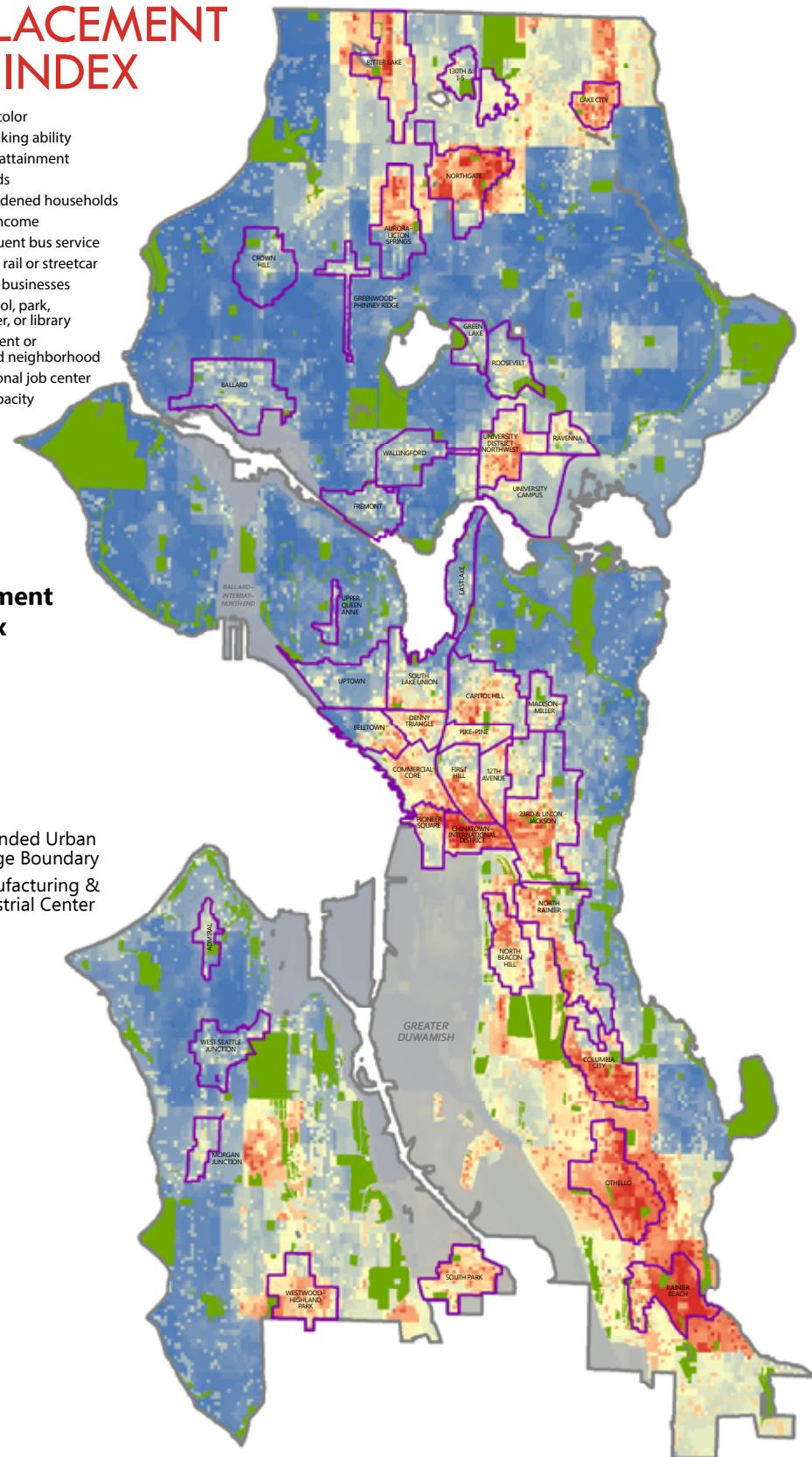
Displacement risk index

High

Low

Expanded Urban Village Boundary

Manufacturing & Industrial Center

In 2010, the Kirwan Institute for the Study of Race and Ethnicity released an Opportunity Mapping report for King County. While that research has informed our analysis, Kirwan uses a larger set of education, economic opportunity, and housing indicators that includes both *determinants* (such as proximity to jobs) and outcomes (such as unemployment rate). Other outcome measures in the Kirwan work are crime rate and neighborhood poverty rate. Since this analysis is intended to inform Seattle's long-range growth strategy, it focuses on place-based determinants that could lead to unwanted changes in a neighborhood, rather than on outcomes.

The access index also incorporates some of the neighborhood amenities identified in the Seattle Planning Commission's *Seattle Transit Communities* report. The index does not catalog amenities such as locally owned stores that sell culturally appropriate food or cultural organizations. Figure 5 on the following page shows where access to opportunity exists in the city.

Introducing an Access/Displacement Typology

The maps of existing conditions show that disparities exist. Displacement risk is greatest in neighborhoods that are home to communities of color, and Seattle's geography of opportunity is uneven. Key determinants of social, physical, and economic well-being are not equitably distributed, leaving many marginalized populations without access to factors necessary to succeed in life.

The four types described below group the city's urban centers and villages based on the level of displacement risk and the level of access to opportunity present in each area. This typology helps identify the impacts of future growth and suggests which mitigation measures could address the needs and opportunities in different urban centers and villages. This analysis builds on the Puget Sound Regional Council's (PSRC) *Growing Transit Communities* work, which also accounts for both the physical and social conditions of communities.

HIGH DISPLACEMENT RISK/LOW ACCESS TO OPPORTUNITY

As these neighborhoods grow, some are transitioning to higher levels of desirability. For example, some of them have light rail service that is beginning to attract private market investment. However, some still do not have all the amenities and services found in other parts of the city. Urban villages and centers in this category are often adjacent to neighborhoods with higher levels of displacement risk or access to opportunity that have already experienced physical and demographic change.

Growth and new development can be beneficial to these communities because it can lead to new services, amenities, and opportunities. However, rapid private-market-led development without mitigation will lead to displacement of marginalized populations. Because of the higher risk of displacement in these areas, alternatives that allocate greater levels of growth to these neighborhoods may require use of more mitigation strategies to ensure that new development benefits the neighborhood and limits displacement of existing residents.

Figure 5   Access to opportunity index

ACCESS TO OPPORTUNITY INDEX
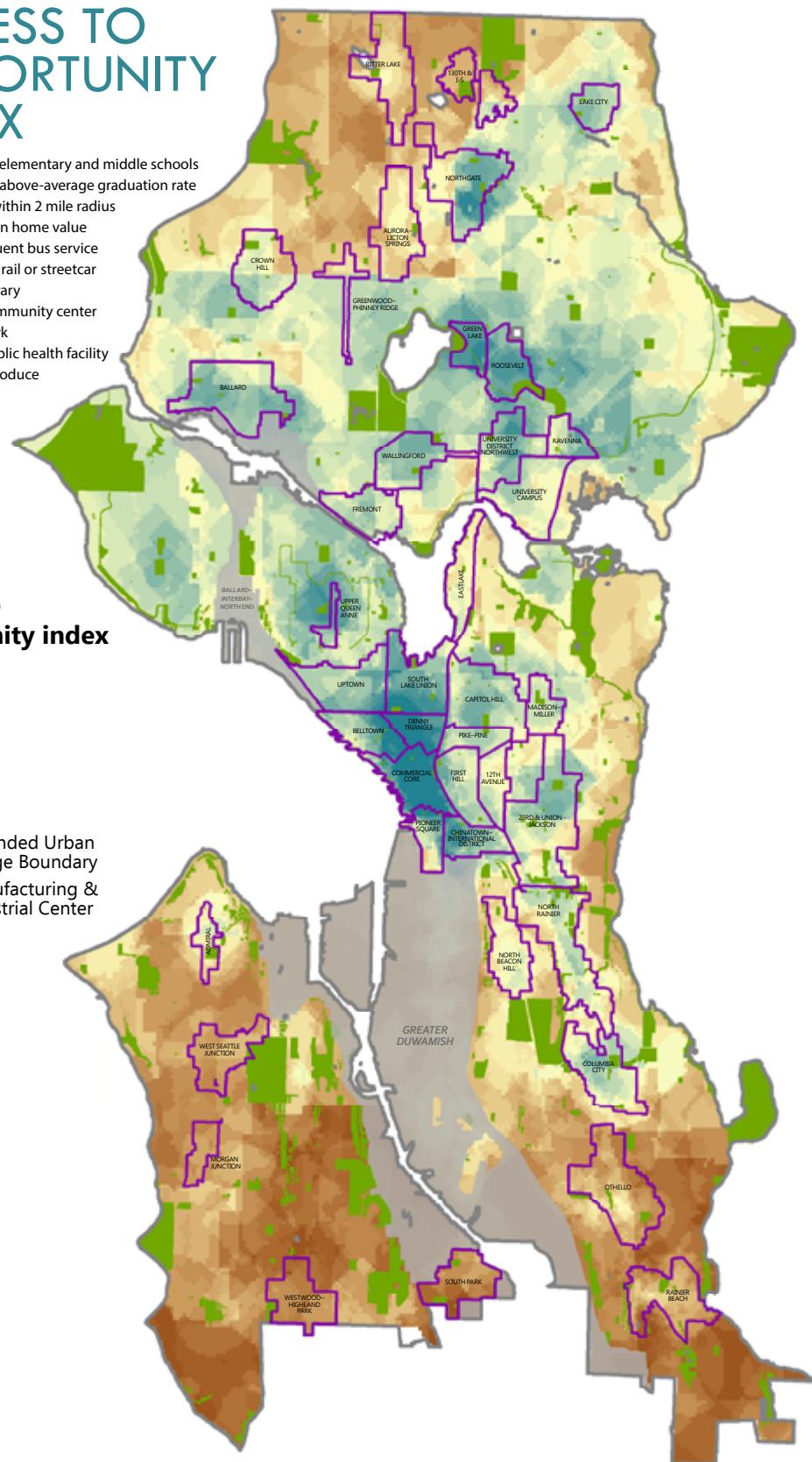
High performing elementary and middle schools
High school with above-average graduation rate
Number of jobs within 2 mile radius
Increase in median home value
Proximity to frequent bus service
Proximity to light rail or streetcar
Proximity to a library
Proximity to a community center
Proximity to a park
Proximity to a public health facility
Access to fresh produce

Access to opportunity index

High

Low

Expanded Urban Village Boundary

Manufacturing & Industrial Center

Even without growth, these areas are in need of significant assistance to provide more opportunities for current residents. Strategies to address equity in these neighborhoods lead with public infrastructure investments to improve services and amenities and public and non-profit led development that serves the needs of the existing community. These interventions are the same as those required to mitigate growth impacts in these neighborhoods. Therefore, early interventions can also serve as mitigation for additional growth allocation.

HIGH DISPLACEMENT RISK/HIGH ACCESS TO OPPORTUNITY

Neighborhoods with high risk of displacement and good opportunity are often highly desirable because of the amenities they contain and relatively lower housing cost. The desirability of these neighborhoods is attracting new development that will likely cause displacement of marginalized populations in these places.

An equitable development strategy for these neighborhoods is to stabilize existing marginalized populations while also providing opportunities for economic mobility. This approach would lead with public and non-profit investment in affordable housing and stabilization of small businesses and cultural organizations to allow market-rate development to occur with minimal displacement.

LOW DISPLACEMENT RISK/HIGH ACCESS TO OPPORTUNITY

Neighborhoods with low risk of displacement and good access to opportunity are desirable and have fewer marginalized populations. These neighborhoods generally already offer good access to economic and educational opportunities. Market-rate housing in these neighborhoods tends to be unaffordable to lower-income households. With relatively few marginalized populations, these areas may also lack the cultural services and community organizations geared to those populations.

An equitable approach for these neighborhoods would expand pathways into the neighborhood for people who currently cannot afford to live, work, or operate a business there and leverage market demand to welcome new residents, jobs and businesses.

This approach calls for leveraging market demand to increase the supply and variety of housing options available. Because displacement risk is lower and access to opportunity is higher in this type or urban village, these areas can accept greater levels of growth in order to increase access for marginalized populations without displacement. Incentives for private market housing serving a range of incomes and household sizes could make it possible for marginalized populations to live and work in these areas and take advantage of the opportunities that exist there. This means allowing and/or encouraging more duplexes, triplexes, rowhouses, flats and other housing options for a range of incomes and household sizes within and adjacent to these urban centers and villages, in some cases beyond what current zoning allows.

LOW DISPLACEMENT RISK/LOW ACCESS TO OPPORTUNITY

Only a few urban villages fall in this category. These areas could all absorb growth with minimal displacement risk, but access to opportunity in these places is also limited. As an example, most of the land inside the Morgan Junction Residential Urban Village is zoned for single-family uses and it therefore offers limited access to opportunity.

Continued limited capacity for growth in these areas limits the possibility for additional affordable housing, expanded housing supply and the variety of housing options. Depending on the market, these areas may need public intervention to encourage growth. An equitable development strategy could also make investments to improve access to key determinants of well-being in these areas where there are gaps.

Figure 6 visually displays the risk/access typology, showing all of the City's designated urban centers and urban villages and how they score on both the displacement and access indices. The wide variation the diagram shows across the city, and even within each type, helps emphasize the need to carefully examine each neighborhood before adopting investments or programs to lessen displacement or increase access.

**Figure 6**   Risk/access typology
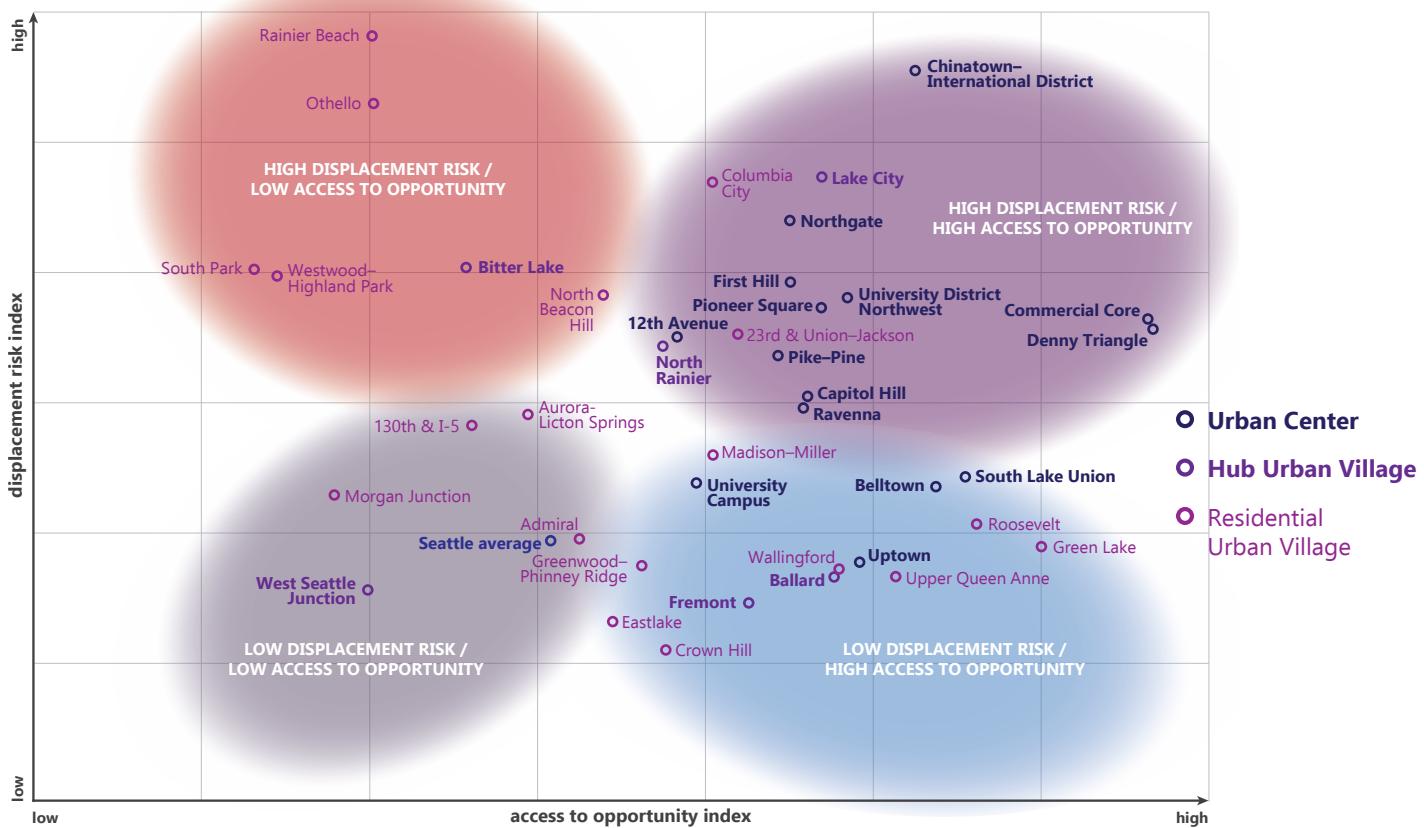
Table 4 lists the general approaches that could produce more equitable conditions in different village types. Attachment B contains more detailed strategies for each of the general approaches.

Table 4   Equitable development measures for each type of urban center and village

High Displacement Risk/Low Access to Opportunity	High Displacement Risk/High Access to Opportunity
• Advance Economic Mobility and Opportunity • Prevent Residential, Commercial, and Cultural Displacement • Build on Local Cultural Assets • Promote Transportation Mobility and Connectivity • Develop Healthy and Safe Neighborhoods	• Advance Economic Mobility and Opportunity • Prevent Residential, Commercial, and Cultural Displacement • Build on Local Cultural Assets

Low Displacement Risk/Low Access to Opportunity	Low Displacement Risk/High Access to Opportunity
• Develop Healthy and Safe Neighborhoods • Equitable Access to all Neighborhoods	• Advance Economic Mobility and Opportunity • Equitable Access to all Neighborhoods

Analysis of Growth Alternatives

Summary of Growth Alternatives

The City of Seattle expects to add 70,000 housing units and 115,000 jobs over the next 20 years. The City is analyzing four growth alternatives for distributing the expected increases in housing and employment. In brief, the four alternatives are:

Alternative 1: Continue Current Trends (No Action). Under this alternative, growth would occur in the urban centers and urban villages in approximately the same proportions as has occurred over the last 20 years. Together, the six urban centers (Downtown, First Hill/Capitol Hill, South Lake Union, Uptown, University District, and Northgate) would receive about 42 percent of new housing and 61 percent of new jobs; the six hub urban villages (Ballard, Bitter Lake, Fremont, Lake City, Mt. Baker, and West Seattle Junction) 14 percent of housing and 7 percent of jobs; and the 18 residential urban villages 21 percent of new housing and 5 percent of new jobs.

Alternative 2: Guide Growth to Urban Centers. In this alternative, a much higher percentages of housing (66 percent) and jobs (72 percent) would go to the urban centers. The hub and residential urban villages would see less growth than under

Alternative 1. Hub urban villages would receive 9 percent of new housing and 4 percent of new jobs, while the residential urban villages would receive 12 percent and 4 percent, respectively.

Alternative 3: Guide Growth to Urban Villages near Light Rail. This alternative assumes more growth would occur in the urban villages directly served by existing and currently funded light rail stations. That means that the urban villages in southeast Seattle and Roosevelt would receive higher levels of growth than in the first two alternatives. In addition, this alternative would expand the boundaries of the villages containing light rail stations to include land that is generally within a 10-minute walk of the station. Boundary changes could affect villages at the Rainier Beach, Othello, Columbia City, Mt. Baker, North Beacon Hill, and Roosevelt urban villages. This alternative would also consider designation of a new residential urban village around the intersection of NE 130th and I-5, where Sound Transit is considering a light rail station.

Alternative 4: Guide Growth to Urban Villages near Transit. This alternative assigns the same levels of growth to light rail station areas as in Alternative 3 and makes the same changes to village boundaries. It also anticipates higher growth amounts for four urban villages (Crown Hill, Ballard, Fremont, and West Seattle Junction) that have very good bus service and would expand the boundaries of these villages to reflect a 10-minute walk from the transit hub.

The growth alternatives are estimates of the new housing units and jobs expected in Seattle over the next 20 years. The alternatives do not address the timing of growth during that period or specify the type of development that could occur. Yet timing and type could determine the impact that new development would have on marginalized populations with respect to displacement and access to opportunity.

Differences in Growth among the Alternatives
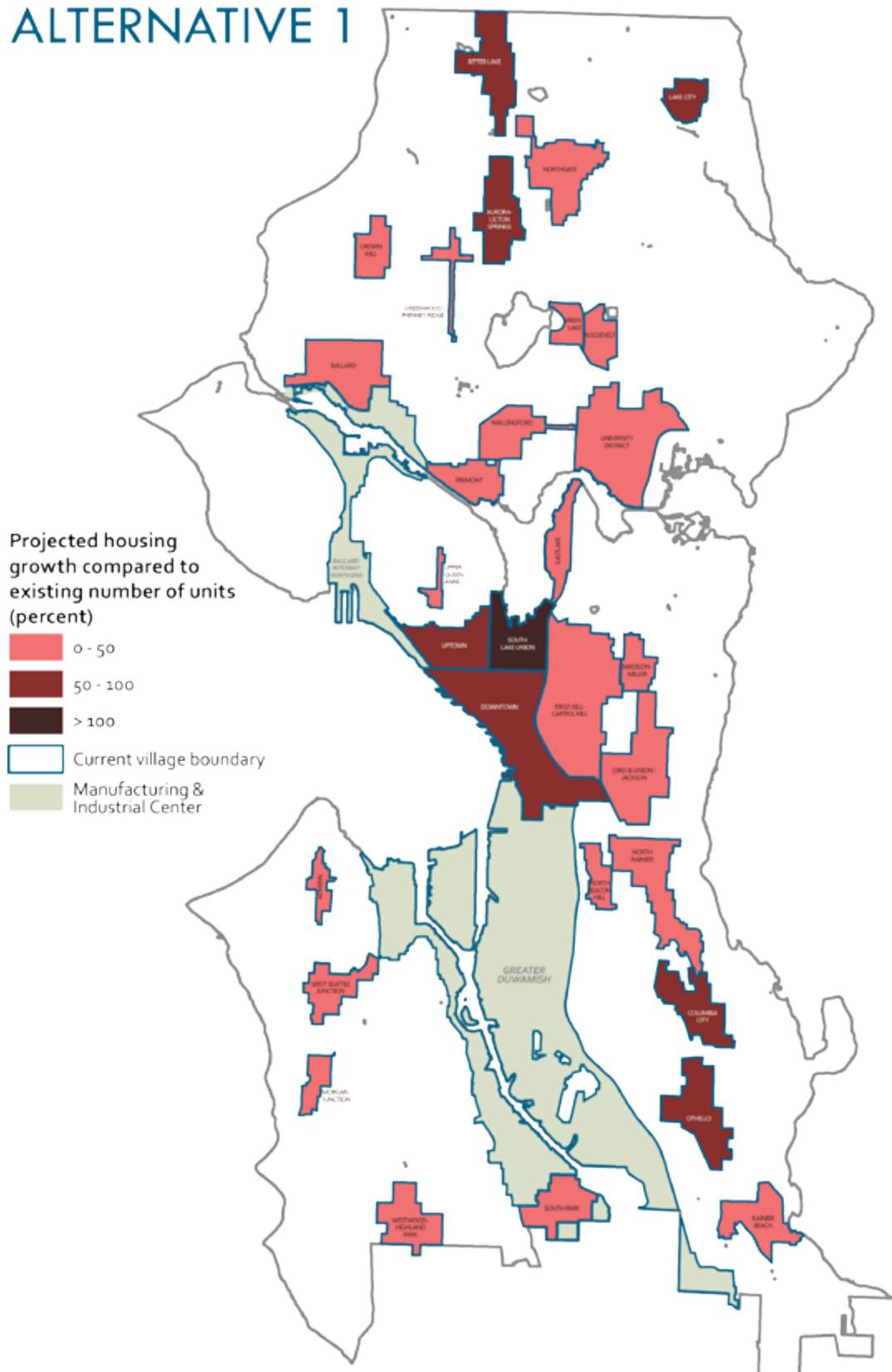
To understand the potential impacts of each growth alternative, this analysis focuses on housing growth. It first determines the growth in housing units for each urban center and urban village and then compares that growth to the village's rating for displacement risk and access to opportunity.

The difference between existing units and assumed growth is important. In terms of magnitude, 500 new housing units in an urban village that currently has 1,000 housing units will likely have a greater impact than 500 new units in an urban village that already has 5,000 housing units. The former represents a 50 percent increase over the current housing stock, while the latter represents a 10 percent increase.

Figure 7 through Figure 10 illustrate the percentage growth in existing housing units in three broad categories: 0–50 percent, 51–100 percent, and greater than 100 percent of existing units. These three categories were chosen to illustrate differences among the alternatives and help to identify approximate degrees of mitigation.

Figure 7   Alternative 1, Continue Current Trends (No Action)

ALTERNATIVE 1

Projected housing
growth compared to
existing number of units
(percent)

- 0 - 50
- 50 - 100
- > 100
- Current village boundary
- Manufacturing & Industrial Center

Figure 8   Alternative 2: Guide Growth to Urban Centers
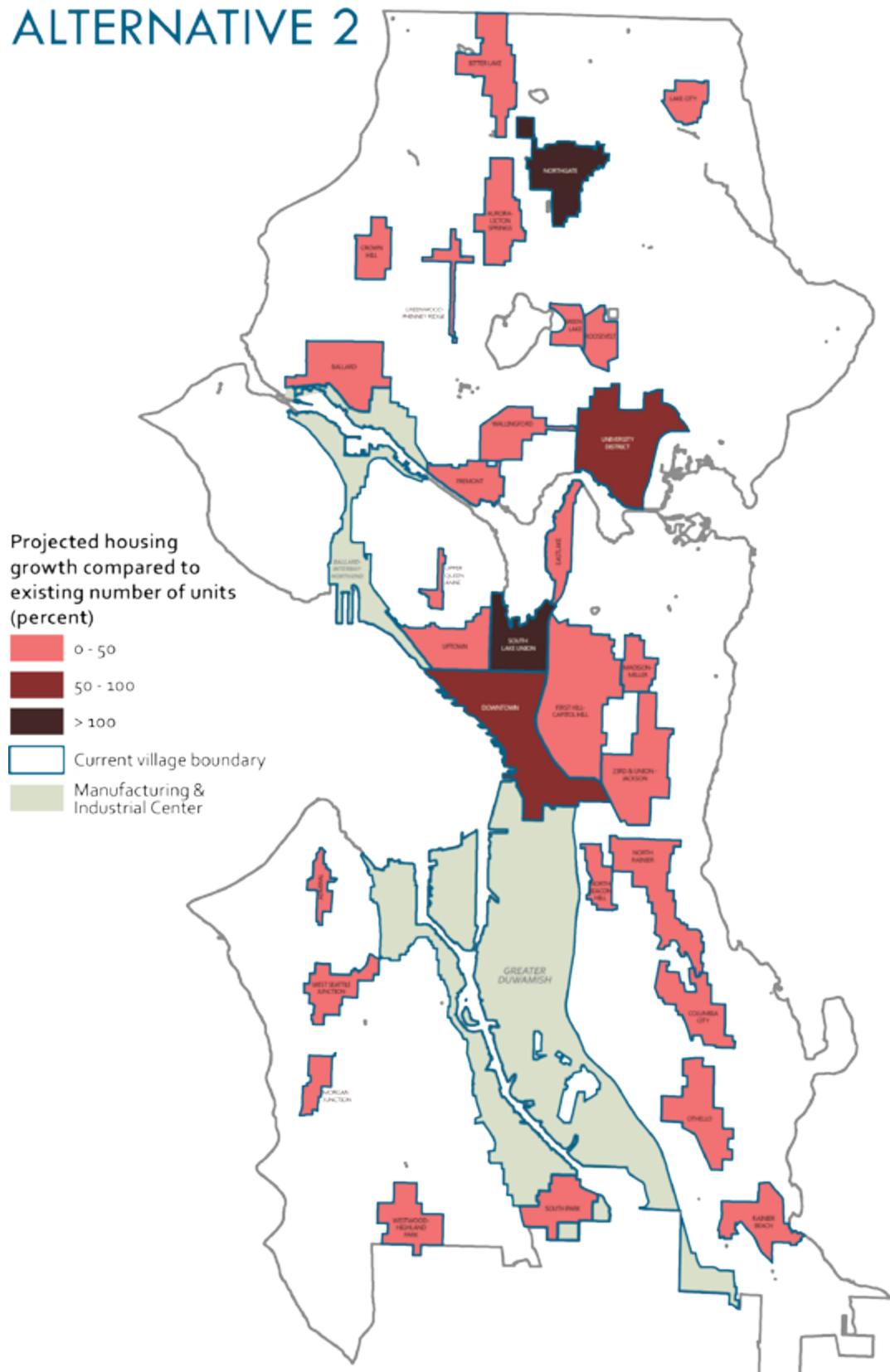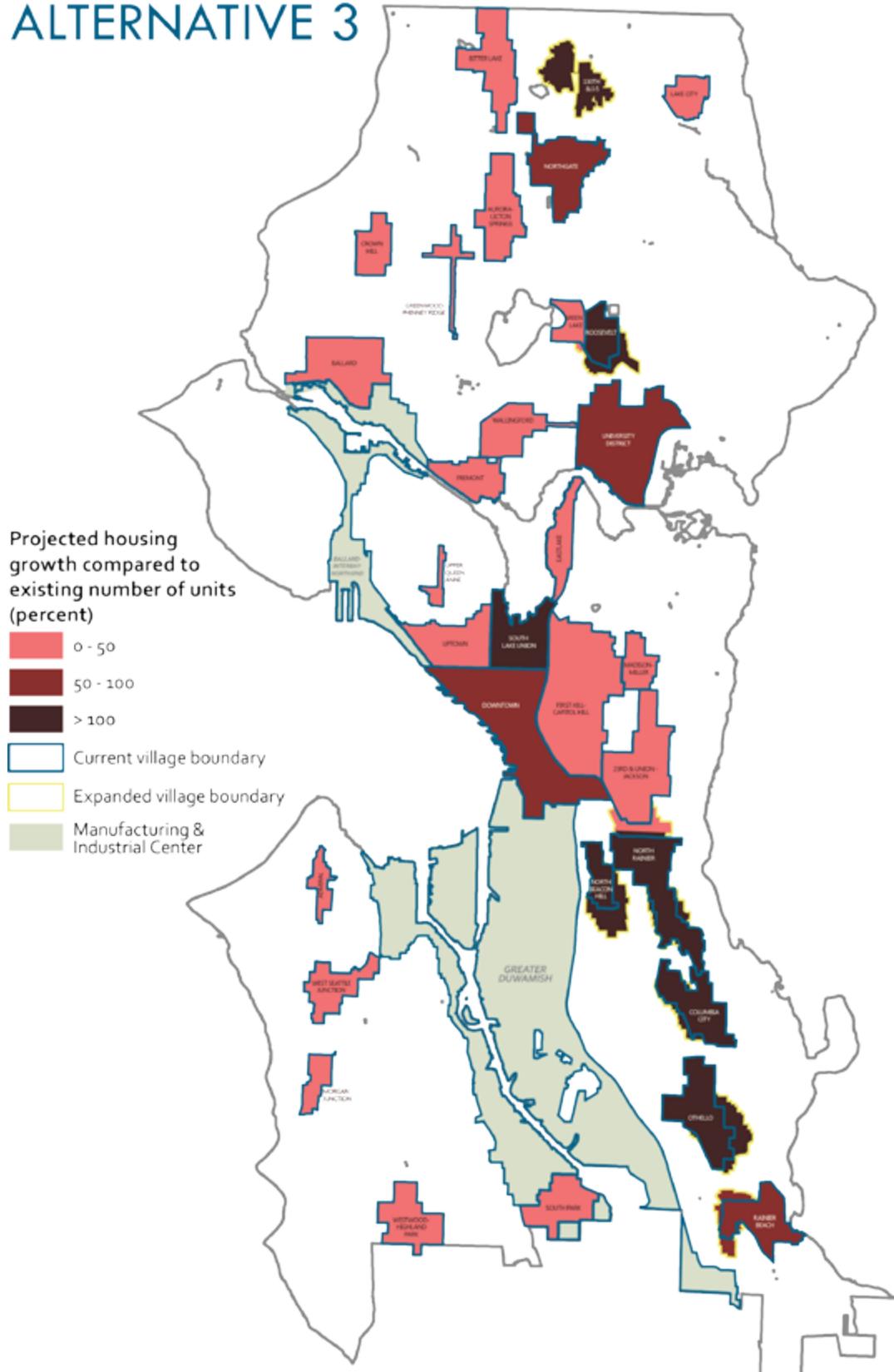
Figure 9   Alternative 3: Guide Growth to Urban Villages near Light Rail

ALTERNATIVE 3
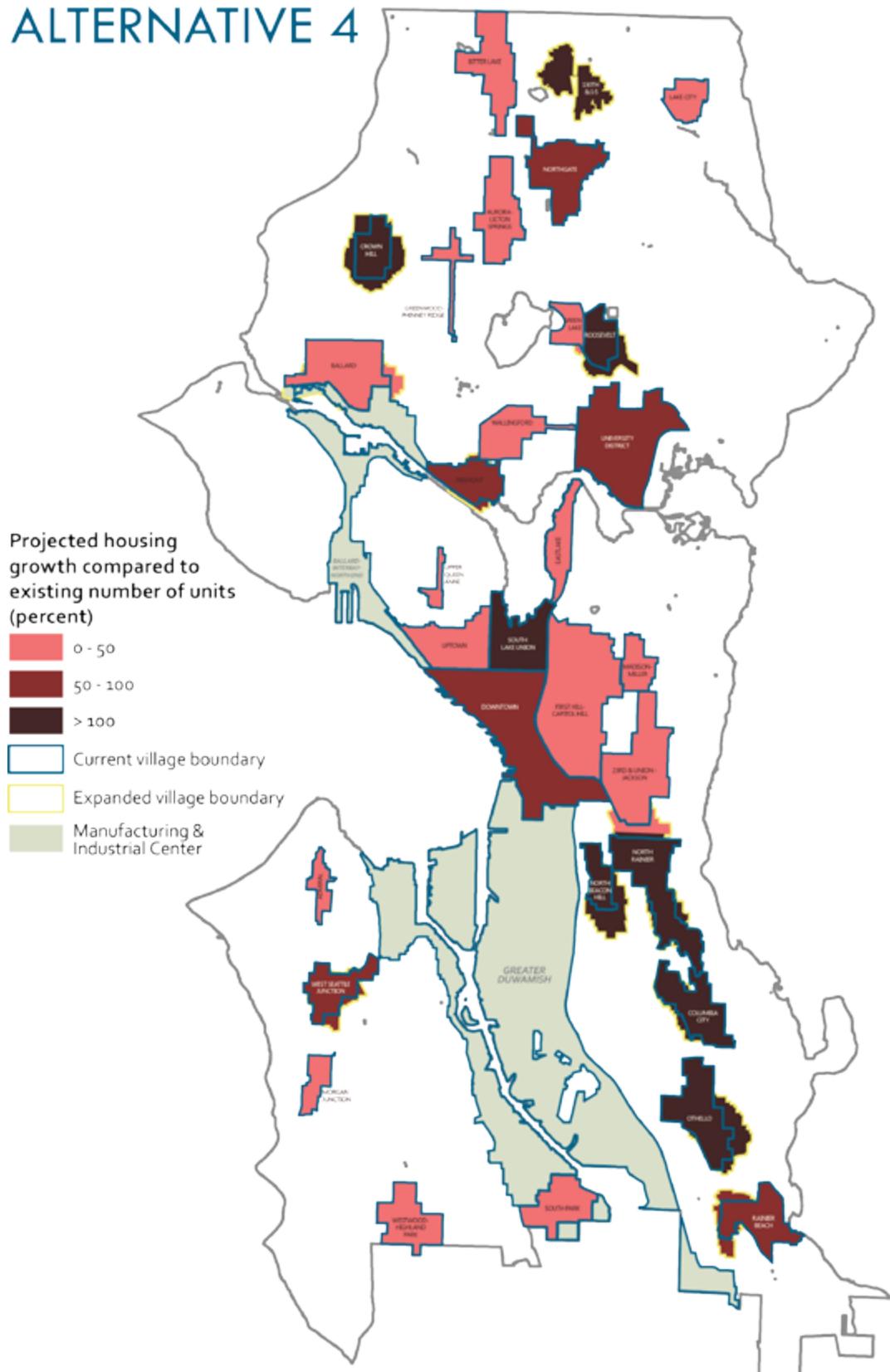
Projected housing
growth compared to
existing number of units
(percent)

- 0 - 50
- 50 - 100
- > 100
- Current village boundary
- Expanded village boundary
- Manufacturing &
  Industrial Center

Figure 10   Alternative 4: Guide Growth to Urban Villages near Transit

Impacts of Growth on Displacement Risk and Access to Opportunity

This section distinguishes the four growth alternatives by their potential to affect displacement and access to opportunity for marginalized populations. This analysis cannot account for many of the factors that contribute to these outcomes, such as market dynamics and the timing of development in individual urban centers and villages. So, it assumes that growth will occur evenly over time and distributed to different villages according to the assumptions in each of the growth alternatives.

The purpose of this section is to help the City of Seattle and the public understand the costs and trade-offs associated with trying to achieve equitable development outcomes under different growth strategies. Numerous policy choices would need to accompany any particular strategy, and additional study would be needed to more fully understand the detailed activities to be taken and their full costs.

For achieving equity, how growth unfolds is much more important than the amount of growth. The amount of housing growth expected in a specific neighborhood in the different alternatives is not the determining factor of whether the neighborhood will develop equitably. If the same total amount of growth occurs in fewer, larger buildings, it might directly displace fewer current residents than a scenario that involves more new buildings. If the new structures are built on existing vacant land or parking lots, the displacement impact would also be lower. The timing of growth can also be a major determinant of impacts on displacement. Rapid changes can be more destabilizing for a neighborhood housing market and therefore more likely to displace existing residents than a steady rate of growth that allows time for accompanying offsetting investments to be effective.

For achieving equity, **how growth unfolds is much more important** *than the amount of growth.*

With sufficient public resources, neighborhoods with the highest risk of displacement could experience significant private-sector housing development without displacement, provided that appropriate public investment in the associated mitigation strategies accompanied that growth.

For neighborhoods identified in the previous section as having low access to opportunity, some intervention might be needed to make them more equitable communities, even without any growth.

ANALYSIS OF GROWTH ALTERNATIVES

The purpose of this section is to identify the displacement and access impacts of the growth alternatives. This analysis builds on the typology section, which classified each urban village according to its level of displacement risk and its access to opportunity. It also presents mitigation strategies appropriate for each type of urban village under the different growth alternatives. For a complete list of mitigation strategies, refer to Attachment B or the summary chart on page 33.

OVERVIEW OF IMPACTS

The four growth alternatives do not significantly differ from each other in terms of where growth would occur. They all build on the Comprehensive Plan's urban village strategy, with varying amounts of growth divided among the same locations, based on emphasizing different policy goals, such as further densifying the urban centers or putting more growth near high-capacity transit service. Because the alternatives assume growth in the same locations there are impacts that are common across all the alternatives.

If unmitigated, new market-rate development in high-displacement risk areas is **likely to lead to displacement** *of marginalized populations.*

If unmitigated, new market-rate development in high-displacement risk areas is likely to lead to displacement of marginalized populations. The analysis described in this report assumes that the higher the growth in high-risk areas the greater the likelihood of displacing marginalized populations. Displacement is a concern under any alternative. All of the alternatives are likely to cause displacement, which would have disproportionate impacts on marginalized populations. The urban centers and villages with the highest displacement risk are 52 percent nonwhite, compared to 31 percent nonwhite citywide.

Alternatives 1 and 2 allocate approximately 28 percent of the projected 70,000 units of housing into urban centers and villages with high displacement risk. Alternatives 3 and 4 allocate approximately 36 percent of projected growth into these same areas. Downtown and University District were excluded from this calculation due to their unique demographics and market.

As pointed out in the typology there are a number of urban villages that currently provide low access to opportunity. These conditions will persist without active intervention. Even without growth, the City and other actors should consider making improvements that increase access to quality education and employment in these areas. Additional growth in these areas could increase employment opportunities and could also heighten the attention directed to these and lead to more opportunities.

All alternatives present tradeoffs *with the equitable development approach.*

All alternatives present tradeoffs with the equitable development approach. However, Alternative 2 has the most distinct tradeoffs. Of the four alternatives, Alternative 2 allocates the lowest levels of growth to neighborhoods with high displacement risk and low to moderate access to opportunity scores. Because Alternative 2 allocates most growth to areas where most new development will be in high-rise construction, it may also be the least likely to add new housing stock affordable to low- and middle-income households.

The discussion below outlines certain mitigation strategies that would be appropriate for the urban centers and villages based on their risk/access type and on the level of growth that is expected to occur. While those mitigations are probably generally applicable, each urban village and urban center is unique, and more detailed assessments should occur to determine the strategies that are most likely to be effective in each circumstance.

ALTERNATIVE 1: CONTINUE CURRENT TRENDS (NO ACTION)

This alternative is likely to cause displacement of marginalized populations in certain urban centers and villages that have moderate to high-levels of displacement risk and that would be expected to have high levels of housing growth. These include Bitter Lake (69 percent), Othello (69 percent), Columbia City (93 percent), Downtown (53 percent) and Lake City (61 percent). Moderate mitigation would be necessary in four neighborhoods receiving less than 20 percent growth: North Beacon Hill, Rainier Beach, South Park, and Westwood–Highland Park. Current public investment levels and City policies would not be sufficient to mitigate impacts related to race and social equity.

Displacement mitigation

Public investment and policy changes would need to accompany private-sector-led growth in this alternative in order to ensure that new growth fully addresses challenges to equitable development. Strategies listed in Attachment B under the heading Prevent Residential, Commercial and Cultural Displacement are examples of mitigation that could help offset potential displacement and help address housing affordability. In particular, mitigation should focus on the neighborhoods identified above as expecting moderate to high displacement that would receive medium and high percentage levels of growth.

Opportunity to expand access

Alternative 1 allocates significant growth to the South Lake Union and Uptown urban centers, where displacement risk is low and access to opportunity is high. This growth could expand housing and job choices for new marginalized populations to live and work in these areas if equitable development measures are taken. For example, this could include providing incentives for private market housing that serves a range of incomes and household sizes or creates education and job opportunities for low-skilled workers.

In this alternative there would be relatively low levels of growth in urban centers and villages that have low displacement risk and high access to opportunity. If lower growth in these areas were to reduce housing choices for higher-income households in these neighborhoods, those households could look for housing in lower-cost neighborhoods with similar amenities but where displacement risk might be higher and put more pressure on lower-income populations.

ALTERNATIVE 2: GUIDE GROWTH TO URBAN CENTERS

In Alternative 2 the majority of growth would be directed to urban centers, the city's densest neighborhoods where mid- and high-rise development is predominant. High-rise structures have higher construction costs per square foot than low-rise structures. This additional cost could continue or accelerate the current trend in multifamily development to produce smaller units with higher rents per square foot. By further concentrating both housing and

__Alternative 1__ is likely to cause displacement of marginalized populations in the Bitter Lake, Othello, Columbia City, Downtown and Lake City urban villages and centers.

__Alternative 2__ allocates the lowest levels of growth to neighborhoods with high displacement risk and low access to opportunity. However, it may be the least likely to add new housing stock affordable to low- and middle-income households.

jobs, a higher proportion of Seattle residents will be in close proximity to employment opportunities and to the rich transit options most of the urban centers provide.

While this alternative has less development pressure in locations where displacement risk is high and access to opportunity is low, it does assume high amounts of growth in places where the risk of displacing marginalized populations is high, such as Northgate, University District, and First/Capitol Hill urban centers. These areas that offer many attractions would continue to be out of reach for low-income populations.

<u>Displacement mitigation</u>

Because Alternative 2 allocates less growth to areas with high displacement risk, mitigation strategies would be less costly compared to the other three alternatives, though still greater than current levels of investment. Mitigation strategies that preserve and expand affordable housing options and stabilize existing residents and businesses, as the cost of living and doing business increases, could help in the urban centers that have a high displacement risk.

Also, further study is warranted to understand more fully the impact on affordability of substantial growth occurring in taller buildings, where construction costs are higher. A better understanding of this dynamic will inform the cost and scale of mitigation strategies.

<u>Opportunity to expand access</u>

Further study is needed to determine if continuing to limit housing options in some high-access neighborhoods increases market pressures in areas with similar amenities but higher displacement risk; if so, that growth could increase the mitigation costs associated with Alternative 2.

Alternatives 3 and 4 are likely to have the highest displacement of marginalized populations.

ALTERNATIVE 3: GUIDE GROWTH TO URBAN VILLAGES NEAR LIGHT RAIL

This alternative allocates significant growth to urban villages and centers that contain light rail stations, the majority of which are in Southeast Seattle, where there is high displacement risk and a 77 percent non-white population.

High-frequency transit service is a highly desirable amenity and can attract the private market to develop in these areas. However, the private market has been slow to move into Southeast Seattle, while areas more centrally located north into Roosevelt have attracted development in anticipation of future light rail stations. In Southeast Seattle neighborhoods, current zoning suggests that development would likely be medium-density residential development close to light rail stations. Such development would likely be at considerably higher cost than average housing costs in those neighborhoods. If this development replaces or puts upward pressure on lower-cost housing stock, this will exacerbate displacement trends. Along with Alternative 4, this alternative is likely to have the highest displacement of marginalized populations.

Alternative 3 has the potential to leverage growth in Roosevelt (128 percent) and South Lake Union (297 percent) because the large amount of housing growth provides opportunities to include housing that would be affordable and potentially attractive to marginalized populations. Areas with some of the highest access to opportunity scores such as Green Lake, Admiral, Uptown, Wallingford, Upper Queen Anne, Greenwood-Phinney Ridge, Ballard, and Crown Hill receive less than 30 percent growth allocations.

Displacement mitigation

Access to transit can help to offset higher housing costs. Substantial investments in affordable housing in close proximity to light rail stations and greater bus connectivity to stations would serve to increase access to transit and jobs and help to stem displacement. Without increased access to transit, marginalized populations may experience only the market pressures associated with living in a desirable neighborhood and not the benefits.

Of all four alternatives, Alternative 3 would require the highest level of mitigation investments in areas where displacement risk is high and access to opportunity is low in order to help ensure that growth benefits existing communities. Under Alternative 3, new housing would double the number of existing units in some areas, including North Beacon Hill (106 percent increase over existing units), Othello (101 percent), Rainier Beach (95 percent), Columbia City (114 percent), and North Rainier (122 percent).

Significant investment in strategies to improve access to opportunity would be necessary at the potential future urban village at NE 130th St and I-5 if a light rail station were built and an urban village established there.

Opportunity to expand access

With the increased growth this alternative includes for areas with relatively low access to opportunity, this alternative would benefit from strategies cited under the heading "Advance Economic Opportunity and Mobility" in Attachment B to this report.

ALTERNATIVE 4: GUIDE GROWTH TO URBAN VILLAGES NEAR TRANSIT

Alternative 4 allocates the least growth outside of urban villages and centers (6 percent) and significant growth to urban centers and villages containing either light rail stations or frequent bus service. Similar to Alternative 3, this means significant growth in some of the areas in Seattle with the highest risk of displacement. In particular, North Beacon Hill, North Rainier, Columbia City, Othello, and Rainier Beach would experience a doubling of the existing number of housing units over the next 20 years in this alternative. This level of growth is likely to displace marginalized populations.

Alternative 4 assumes higher levels of growth in some of the urban villages with low displacement risk and high access to opportunity, such as Crown Hill (101 percent), Roosevelt (128 percent), South Lake Union (279 percent) and Fremont (51 percent), making it possible

to include housing for marginalized populations in these neighborhoods and bringing those populations closer to the opportunities these neighborhoods provide.

Displacement mitigation

The same type and significant level of public investment and mitigation strategies as in Alternative 3 would be appropriate for this alternative. This includes the greatest investment in the southeast Seattle urban villages with light rail stations.

Opportunity to expand access

Investments to improve access to opportunity would be appropriate in the potential NE 130th St and I-5 Urban Village and in West Seattle Junction, which would grow by 90 percent under this alternative. Changes to land use regulations, particularly in the potential 130th/I-5 Urban Village, that encourage a diversity of housing types that are more affordable to lower-income households could result in more equitable outcomes.

URBAN VILLAGE BOUNDARY CHANGES

Alternatives 3 and 4 expand urban village boundaries for several urban villages, which would affect future use and density levels. These largely fall into two categories:

- **Low displacement risk/high access to opportunity urban villages:** Ballard, Fremont, Crown Hill, Roosevelt, and Fremont. Expanding urban village boundaries to include land that is within a 10-minute walk of key transit facilities is consistent with a strategy to create more multifamily development, expand housing choices, and increase the possibility of having more affordable housing in these neighborhoods.

- **High displacement risk urban villages:** Othello, Columbia City, North Rainier, North Beacon Hill and Rainier Beach. It is not clear that expanding urban village boundaries supports equitable development strategies outlined for these villages. New development may put upward pressure on rents before community stabilizing investments take effect. A well-resourced mitigation strategy coupled with implementation over time could prove successful but further community engagement and analysis should be undertaken to determine the feasibility and details of such a strategy.

Table 5   Summary of impacts

Across Alternatives

- Displacement is an issue of concern under any alternative.
- Alternatives 3 and 4 would likely cause the greatest displacement of marginalized populations.
- All alternatives present tradeoffs with the equitable development approach.
- Increasing access to opportunity for marginalized populations varies by alternative.

	Alternative 1 Continue Current Trends (No Action)	**Alternative 2** Guide Growth to Urban Centers	**Alternative 3** Guide Growth to Urban Villages near Light Rail	**Alternative 4** Guide Growth to Urban Villages near Transit
Mitigation required	Required public investment is in the middle compared to other alternatives because growth is more evenly distributed in both high- and low-displacement risk urban villages.	Potentially lower levels of investment needed because less growth is allocated in high-displacement risk areas. However, more growth would be in expensive high-rise construction.	Highest level of growth in high-displacement risk areas like Rainier Beach, Othello, and North Beacon Hill, requiring the greatest degree of anti-displacement mitigation.	Substantial anti-displacement investments required in the southeast Seattle urban villages with light rail stations where displacement risk is high.
Opportunity to expand access	Allocates significant growth to a few urban villages where displacement risk is low and access to opportunity is high.	Does the least to expand access for marginalized populations because less growth is allocated to areas with high opportunity and low displacement risk.	Potential to expand access to opportunity in some, but not most, areas with low displacement risk and high access to opportunity.	Greater potential to grow in areas with high access to opportunity than Alternative 3, but limited potential to expand access it other high-access urban villages.

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Attachment A

Decennial Census Population Estimates by Race and Hispanic/Latino Origin

	TOTAL POPULATION		WHITE				BLACK (1990); BLACK OR AFRICAN AMERICAN (2010)				ASIAN OR PACIFIC ISLANDER (1990); ASIAN (2010)				AMERICAN INDIAN, ESKIMO, OR ALEUT (1990); AMERICAN INDIAN & ALASKA NATIVE (2010)				HISPANIC (1990); HISPANIC OR LATINO (2010)				PERSONS OF COLOR			
	1990	2010	1990		2010		1990		2010		1990		2010		1990		2010		1990		2010		1990 (of a race other than White and/or of Hispanic origin)		2010 (of a race other than White alone and/or of Hispanic/Latino origin)	
King County	1,507,319	1,931,249	1,278,532	85%	1,325,845	69%	76,289	5%	119,801	6%	118,784	8%	282,075	15%	17,305	1.1%	16,147	0.8%	44,337	3%	172,378	9%	273,124	18%	852,327	44%
City of Seattle	516,259	608,660	388,858	75%	422,870	69%	51,948	10%	48,316	8%	60,819	12%	84,215	14%	7,326	1.4%	4,809	0.8%	18,349	4%	40,329	7%	135,836	26%	205,082	34%
Outside Urban Centers/Villages	365,931	399,870	285,003	78%	291,445	73%	31,479	9%	26,270	7%	40,946	11%	33,654	8%	4,226	1.2%	2,589	0.6%	11,333	3%	22,596	6%	86,453	24%	119,730	30%
All Urban Centers/Villages	146,662	206,068	101,313	69%	129,587	63%	20,048	14%	21,802	11%	19,397	13%	50,395	24%	2,979	2.0%	2,138	1.0%	6,724	5%	17,286	8%	48,126	33%	84,300	41%
URBAN CENTERS	69,857	102,883	52,805	76%	68,355	66%	6,213	9%	7,684	7%	8,263	12%	17,813	17%	1,381	2.0%	1,164	1.1%	3,226	5%	6,870	7%	18,565	27%	38,189	37%
Northgate	5,136	6,369	3,942	77%	3,600	57%	279	5%	580	9%	752	15%	1,353	21%	59	1.1%	89	1.4%	256	5%	679	11%	1,303	25%	3,063	48%
South Lake Union	1,116	3,774	1,001	90%	2,663	71%	45	4%	394	10%	39	3%	410	11%	16	1.4%	36	1.0%	57	5%	235	6%	156	14%	1,257	33%
University District Northwest	10,552	13,654	8,206	78%	8,318	61%	273	3%	386	3%	1,852	18%	3,756	28%	106	1.0%	73	0.5%	319	3%	714	5%	2,523	24%	5,705	42%
Ravenna	2,850	3,323	2,171	76%	2,199	66%	117	4%	93	3%	449	16%	754	23%	48	1.7%	11	0.3%	115	4%	194	6%	722	25%	1,219	37%
University Campus	4,598	5,727	3,014	66%	3,282	57%	211	5%	101	2%	1,202	26%	1,784	31%	58	1.3%	25	0.4%	211	5%	291	5%	1,666	36%	2,646	46%
University Community	18,000	22,704	13,391	74%	13,799	61%	601	3%	580	3%	3,503	19%	6,294	28%	212	1.2%	109	0.5%	645	4%	1,199	5%	4,911	27%	9,570	42%
Uptown	4,472	7,300	3,943	88%	5,824	80%	186	4%	258	4%	206	5%	720	10%	61	1.4%	55	0.8%	162	4%	457	6%	611	14%	1,739	24%
Belltown	4,116	11,961	3,490	85%	8,404	70%	300	7%	871	7%	168	4%	1,703	14%	105	2.6%	166	1.4%	152	4%	789	7%	691	17%	4,016	34%
Denny Triangle	732	3,248	562	77%	2,240	69%	65	9%	253	8%	43	6%	475	15%	55	7.5%	57	1.8%	32	4%	229	7%	185	25%	1,143	35%
Commercial Core	3,898	5,917	2,613	67%	3,996	68%	979	25%	1,031	17%	135	3%	538	9%	134	3.4%	107	1.8%	182	5%	288	5%	1,361	35%	2,096	35%
Pioneer Square	1,485	2,252	943	64%	1,385	62%	389	26%	464	21%	40	3%	137	6%	74	5.0%	80	3.6%	164	11%	187	8%	637	43%	954	42%
Chinatown-ID	1,962	3,466	728	37%	868	25%	222	11%	351	10%	888	45%	1,977	57%	70	3.6%	64	1.8%	159	8%	177	5%	1,274	65%	2,670	77%
Downtown	12,193	26,844	8,336	68%	16,893	63%	1,955	16%	2,970	11%	1,274	10%	4,830	18%	438	3.6%	474	1.8%	689	6%	1,670	6%	4,148	34%	10,879	41%
Capitol Hill	16,334	18,279	13,714	84%	14,493	79%	1,294	8%	832	5%	825	5%	1,464	8%	229	1.4%	161	0.9%	699	4%	1,276	7%	2,993	18%	4,532	25%
Pike/Pine	2,624	4,413	1,971	75%	3,261	74%	328	13%	277	6%	193	7%	515	12%	85	3.2%	55	1.2%	123	5%	292	7%	711	27%	1,322	30%
First Hill	7,568	8,681	5,081	67%	5,220	60%	1,050	14%	1,230	14%	1,096	14%	1,396	16%	209	2.8%	124	1.4%	404	5%	682	8%	2,658	35%	3,749	43%
12th Avenue	2,414	4,519	1,426	59%	2,602	58%	475	20%	563	12%	375	16%	831	18%	72	3.0%	61	1.3%	191	8%	380	8%	1,074	44%	2,078	46%
First/Capitol Hill	28,940	35,892	22,192	77%	25,576	71%	3,147	11%	2,902	8%	2,489	9%	4,206	12%	595	2.1%	401	1.1%	1,417	5%	2,630	7%	7,436	26%	11,681	33%
HUB URBAN VILLAGES	22,264	30,906	17,030	76%	20,912	68%	1,823	8%	2,730	9%	2,612	12%	4,186	14%	409	1.8%	318	1.0%	825	4%	2,302	7%	5,579	25%	11,006	36%
Ballard	7,311	10,078	6,602	90%	8,551	85%	128	2%	218	2%	294	4%	578	6%	168	2.3%	89	0.9%	263	4%	557	6%	848	12%	1,839	18%
Bitter Lake Village	3,175	4,273	2,711	85%	2,642	62%	96	3%	523	12%	284	9%	626	15%	50	1.6%	49	1.1%	112	4%	290	7%	530	17%	1,754	41%
Fremont	3,153	3,960	2,740	87%	3,249	82%	92	3%	104	3%	193	6%	326	8%	68	2.2%	23	0.6%	107	3%	173	4%	456	14%	800	20%
Lake City	2,111	3,899	1,603	76%	2,108	54%	142	7%	462	12%	288	14%	763	20%	22	1.0%	63	1.6%	88	4%	494	13%	533	25%	1,985	51%
North Rainier	3,629	4,908	877	24%	1,371	28%	1,227	34%	1,281	26%	1,404	39%	1,633	33%	59	1.6%	57	1.2%	132	4%	472	10%	2,779	77%	3,686	75%
West Seattle Junction	2,885	3,788	2,497	87%	2,991	79%	138	5%	142	4%	149	5%	260	7%	42	1.5%	37	1.0%	123	4%	316	8%	433	15%	942	25%

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	TOTAL POPULATION		WHITE				BLACK (1990); BLACK OR AFRICAN AMERICAN (2010)				ASIAN OR PACIFIC ISLANDER (1990); ASIAN (2010)				AMERICAN INDIAN, ESKIMO, OR ALEUT (1990); AMERICAN INDIAN & ALASKA NATIVE (2010)				HISPANIC (1990); HISPANIC OR LATINO (2010)				PERSONS OF COLOR			
	1990	2010	1990		2010		1990		2010		1990		2010		1990		2010		1990		2010		1990 (of a race other than White and/or of His-panic origin)		2010 (of a race other than White alone and/or of Hispanic/Latino origin)	
HUB URBAN VILLAGES	22,264	30,906	17,030	76%	20,912	68%	1,823	8%	2,730	9%	2,612	12%	4,186	14%	409	1.80%	318	1.00%	825	4%	2,302	7%	5,579	25%	11,006	36%
23rd & Union-Jackson	6,926	9,468	1,077	16%	4,191	44%	4,407	64%	2,617	28%	1,207	17%	1,429	15%	85	1.2%	74	0.8%	296	4%	962	10%	5,930	86%	5,634	60%
Admiral	1,186	1,528	1,087	92%	1,260	82%	27	2%	56	4%	44	4%	89	6%	21	1.8%	18	1.2%	32	3%	96	6%	120	10%	324	21%
Aurora-Licton Springs	4,709	6,179	3,812	81%	4,065	66%	258	5%	469	8%	460	10%	845	14%	96	2.0%	58	0.9%	218	5%	704	11%	1,013	22%	2,418	39%
Columbia City	3,617	3,937	822	23%	1,271	32%	1,646	46%	1,210	31%	977	27%	1,005	26%	112	3.1%	29	0.7%	146	4%	375	10%	2,819	78%	2,798	71%
Crown Hill	2,109	2,459	1,886	89%	1,934	79%	46	2%	95	4%	99	5%	126	5%	55	2.6%	23	0.9%	56	3%	271	11%	250	12%	641	26%
Eastlake	3,602	5,084	3,286	91%	4,173	82%	93	3%	128	3%	166	5%	459	9%	31	0.9%	22	0.4%	83	2%	249	5%	364	10%	1,040	20%
Green Lake	2,119	2,904	1,951	92%	2,361	81%	33	2%	53	2%	102	5%	292	10%	17	0.8%	15	0.5%	49	2%	126	4%	200	9%	619	21%
Greenwood-Phinney Ridge	2,016	2,927	1,750	87%	2,232	76%	33	2%	180	6%	128	6%	228	8%	38	1.9%	27	0.9%	92	5%	221	8%	297	15%	799	27%
Madison-Miller	2,829	4,066	1,407	50%	2,697	66%	1,228	43%	658	16%	112	4%	326	8%	35	1.2%	16	0.4%	90	3%	295	7%	1,463	52%	1,495	37%
Morgan Junction	1,667	2,046	1,448	87%	1,596	78%	76	5%	122	6%	89	5%	118	6%	32	1.9%	19	0.9%	53	3%	171	8%	242	15%	538	26%
North Beacon Hill	2,531	2,900	534	21%	1,079	37%	324	13%	208	7%	1,450	57%	932	32%	98	3.9%	43	1.5%	224	9%	769	27%	2,028	80%	2,056	71%
Othello	4,570	7,267	643	14%	908	12%	1,953	43%	2,792	38%	1,638	36%	2,932	40%	168	3.7%	35	0.5%	260	6%	390	5%	3,950	86%	6,492	89%
Rainier Beach	2,703	3,583	616	23%	629	18%	1,211	45%	1,618	45%	637	24%	733	20%	133	4.9%	53	1.5%	157	6%	583	16%	2,097	78%	3,127	87%
Roosevelt	2,008	2,384	1,812	90%	1,964	82%	53	3%	51	2%	114	6%	207	9%	10	0.5%	9	0.4%	76	4%	132	6%	245	12%	506	21%
South Park	2,161	3,448	1,470	68%	1,516	44%	156	7%	386	11%	282	13%	596	17%	72	3.3%	62	1.8%	314	15%	1,212	35%	794	37%	2,337	68%
Upper Queen Anne	1,921	2,143	1,745	91%	1,809	84%	58	3%	48	2%	75	4%	147	7%	12	0.6%	10	0.5%	65	3%	98	5%	206	11%	394	18%
Wallingford	4,102	5,350	3,722	91%	4,437	83%	82	2%	152	3%	197	5%	418	8%	42	1.0%	19	0.4%	153	4%	277	5%	468	11%	1,088	20%
Westwood-Highland Park	3,765	4,606	2,410	64%	2,198	48%	328	9%	545	12%	745	20%	773	17%	132	3.5%	124	2.7%	309	8%	1,183	26%	1,496	40%	2,799	61%
MFG./INDUSTRIAL CENTERS	3,666	2,722	2,542	69%	1,838	68%	421	11%	244	9%	476	13%	166	6%		0.0%		0.0%	292	8%	447	16%	1,257	34%	1,052	39%
Ballard-Interbay-Northend	1,316	1,658	1,106	84%	1,214	73%	81	6%	131	8%	66	5%	109	7%	44	3.3%	24	1.4%	86	7%	176	11%	261	20%	526	32%
Greater Duwamish	2,350	1,064	1,436	61%	624	59%	340	14%	113	11%	410	17%	57	5%	77	3.3%	58	5.5%	206	9%	271	25%	996	42%	526	49%

Notes:
Census questionnaire changes limit comparability of 1990 Census estimates on race and ethnicity with later Census estimates. Small differences over time may be due to changes in the questionnaire, but larger differences are more likely to represent actual demographic shifts.
One of the most changes was the option respondents were given, beginning with the 2000 Census questionnaire, to select more than one race.
Population estimates by race are shown for non-Hispanic/Latino individuals in each of the major race categories listed. The Census collects information on Hispanic/Latino ethnicity in a separate question from race.
Persons of color include persons of any race other than white alone (other than white in 1990) as well as persons of any race who are of Hispanic /Latino (Hispanic in 1990) origin.

Sources: 1990 and 2000 Decennial Census estimates, (100% count datasets), U.S. Census Bureau.
Estimates for Urban Villages produced by the City of Seattle's Department of Planning and Development based on combinations of census blocks approximating Urban Villages.

Attachment B

Equitable Development Measures

1	Advance Economic Mobility and Opportunity	Example Program
1.1	Coordinate and partner with Seattle Public Schools and post-secondary education institutions to increase quality in low-performing schools	• Seattle Families and Education Levy (DEEL)
1.2	Create land use policies that promote creation of education and training programs, and new entry level career path jobs that provide a living wage	• Major Institutional Master Plans Policy (DPD)
1.3	Invest in effective training so all people can enter career path living wage jobs. Examples include apprenticeships, job training, and career pathways for local residents, especially those with barriers to employment.	• Seattle Youth Employment Program • Contracts with Seattle Jobs Initiative (OED) • King County Workforce Development Council • Seattle Community College District
1.4	Remove employment barriers to allow those with skills and experience to use them	• "Ban-the-Box" legislation passed by City Council in 2014
1.5	Support policies and programs that remove barriers to homeownership	• First-Time Homebuyer's Assistance (OH)
1.6	Support funding for financial literacy education and assistance programs	• Seattle–King County Asset Building Collaborative (HSD)
1.7	Support neighborhood business districts to adopt economic development strategies, including business planning, technical assistance, and business attraction, retention, and stabilization, in order to support small businesses that serve neighborhoods and broader cultural communities.	• *Only in Seattle* program and contract with Washington CASH (OED)

2	Prevent Residential, Commercial, and Cultural Displacement	Example Program
2.1	Expand affordable housing options by financing public and non-profit led investments in healthy, safe, and affordable homes that meet family size and budget needs for marginalized populations	• Seattle Housing Levy (OH)
2.2	Develop policies and programs to preserve long-term housing affordability of currently affordable housing stock.	• Seattle Housing Levy (OH) • Multi-Family Tax Exemption Program (OH) • Housing Bonus Program (OH)
2.3	Support property ownership by existing residents through home rehabilitation and home repair loans	• Homeownership Program (OH)
2.4	Land acquisition and pre-development loans to support community development	• Acquisition and Opportunity Fund and contracts with local Enterprise Community Partners and Impact Capital (OH) • New Markets Tax Credits or Section 108 Loans (OED)
2.5	Maintain, refine, update regularly, and make available the displacement risk maps as an early warning signal and resource for community development planning and investment.	
2.6	Discourage displacement of small and culturally distinct businesses that serve community needs such as through programs and financial tools to provide: • long term stability of achievable commercial rents • business property ownership • small business and entrepreneurial technical assistance and access to low-cost capital • assistance in navigating a complex regulatory environment • support for local business associations and networks	• Creation of a commercial land trust • Start Up Liaison and contracts with Community Capital Development and Rainier Valley Community Development Fund (OED) • Restaurant Business Liaison (OED) • *Only in Seattle* (OED)
2.7	Make investments that create and support cultural anchors that provide services, support and advocacy for their communities while also serving as a place of gathering where communities reinforce cultural identity	• Neighborhood Matching Fund (DON) • New Markets Tax Credits or Section 108 Loans (OED)
2.8	Support a network of cultural anchors as a structure for effective and engaged community leadership	• Contracts with senior centers (HSD)

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3	Build on Local Cultural Assets	Example Program
3.1	Preserve and strengthen intact cultural communities by building upon their cultural assets and resources	• City's Immigrant and Refugee's Initiative
3.2	Support cultural networks as a structure for effective and engaged community leadership.	
3.3	Support community capacity by making investments in developing community leaders, organizations and coalitions that represent, serve and are accountable to marginalized populations	• Neighborhood Matching Fund (DON)

4	Promote Transportation Mobility and Connectivity	Example Program
4.1	Prioritize public sector investment in an effective and affordable transportation network that supports transit-dependent communities and provides equitable access to key determinants of well-being	• *Move Seattle* Levy and the Transportation Benefit District (SDOT)

5	Develop Healthy and Safe Neighborhoods	Example Program
5.1	Create built environments that enhance community health through equitable distribution of public amenities (schools, community centers, public safety institutions, transportation, parks, health care services, affordable healthy food, and improved environmental quality).	• Seattle Parks and Recreation's Metropolitan Parks District • Seattle Policy and Fire Levy • Capital Improvement Program (CBO) • Community Health Centers and Family Centers (HSD) • *Move Seattle* Levy (SDOT)
5.2	Maintain, update regularly, and make available the access and opportunity maps as a resource for community development planning and investment.	• King County Department of Natural Resources (2010)

6	Equitable Access to All Neighborhoods	Example Program
6.1	Create land use policies that encourage private commercial investments to provide apprenticeships, job training, and pathways to employment for marginalized populations.	• DPD
6.2	Remove regulatory barriers to development and support development in emerging markets.	• DPD
6.3	Create land use policies to increase the supply and variety of housing types and provide incentives for private market housing that serves a range of incomes and household sizes in certain locations where current zoning limits those options. This means more flats, rowhouses, duplexes, triplexes, and cottage-style housing in areas within and adjacent to urban centers and villages currently zoned for lowrise and single-family development.	• DPD
6.4	Maintain public infrastructure to support livability and encourage private provision of new infrastructure. An example could be requiring impact fees.	
6.5	Create policies and programs to incentivize the private market production of income-restricted affordable housing	• Multifamily Tax Exemption Program and Residential Bonus Program (OH)
6.6	Further fair housing through non-profit and public sector investment in the development of affordable housing	• Seattle Housing Levy
6.7	Enforce policies and programs that ensure fair housing laws and strong tenant protections through targeting fair housing outreach and educational resources and building community capacity of to do outreach and education	• Seattle Office for Civil Rights

Attachment C

Displacement Risk Index and Opportunity and Access Index Scores for Urban Villages

URBAN VILLAGE		DISPLACEMENT RISK INDEX						OPPORTUNITY AND ACCESS INDEX		
		Total			Vul.	Ame.	Dev.			
Name	Type	mean	min	max	mean	mean	mean	mean	min	max
Rainier Beach	RUV	**29.1**	14.5	42.5	18.2	5.7	5.2	**10.1**	3.0	16.0
Chinatown-ID	UCV	**27.7**	12.0	41.0	16.7	8.2	2.8	**26.3**	18.0	32.0
Othello	RUV	**26.5**	17.0	40.5	19.5	5.0	1.9	**10.1**	4.0	17.0
Lake City	HUV	**23.7**	15.0	30.5	11.7	4.7	7.2	**23.5**	20.0	26.0
Columbia City	RUV	**23.5**	8.5	37.0	15.0	6.1	2.3	**20.2**	12.0	28.0
Northgate	UC	**22.0**	5.0	39.3	11.5	5.4	5.1	**22.5**	10.0	32.0
Bitter Lake Village	HUV	**20.2**	9.5	34.3	9.7	3.9	6.6	**12.9**	8.0	17.0
South Park	RUV	**20.1**	14.0	30.0	16.3	2.9	0.9	**6.6**	2.0	12.0
Westwood-Highland Park	RUV	**19.9**	9.5	30.0	15.4	4.0	0.5	**7.2**	2.0	11.0
First Hill	UCV	**19.6**	8.5	34.5	12.8	6.1	0.8	**22.5**	18.0	29.0
North Beacon Hill	RUV	**19.1**	11.5	30.0	12.5	5.5	1.1	**17.0**	13.0	22.0
U District Northwest	UCV	**19.0**	10.0	31.0	11.2	6.6	1.2	**24.2**	13.0	31.0
Pioneer Square	UCV	**18.6**	9.0	35.0	10.6	7.4	0.6	**23.5**	12.0	38.0
Commercial Core	UCV	**18.2**	2.0	31.0	8.0	9.9	0.2	**33.2**	16.0	38.0
Denny Triangle	UCV	**17.8**	11.0	28.5	7.4	9.0	1.5	**33.3**	28.0	38.0
23rd & Union-Jackson	RUV	**17.6**	3.0	36.8	10.5	5.1	2.1	**21.0**	10.0	27.0
12th Avenue	UCV	**17.5**	11.0	27.5	12.6	4.3	0.6	**19.2**	15.0	23.0
North Rainier	HUV	**17.2**	6.0	33.5	9.6	5.9	1.7	**18.7**	10.0	25.0
Pike-Pine	UCV	**16.8**	9.5	25.5	8.4	7.6	0.8	**22.2**	18.0	30.0
Capitol Hill	UCV	**15.2**	2.5	34.5	6.4	7.8	1.0	**23.0**	16.0	29.0
Ravenna	RUV	**14.8**	8.0	24.0	9.8	2.9	2.0	**22.9**	17.0	30.0
Aurora-Licton Springs	RUV	**14.5**	1.5	31.5	7.8	2.7	4.0	**14.7**	8.0	23.0
130th & I-5	RUV	**14.1**	8.5	23.5	6.7	2.9	4.5	**13.0**	7.0	22.0
Madison-Miller	RUV	**13.0**	5.0	22.5	7.7	4.1	1.2	**20.2**	16.0	24.0
South Lake Union	UC	**12.2**	1.5	29.0	5.4	5.1	1.5	**27.8**	17.0	34.0
University Campus	UCV	**11.9**	8.0	24.0	8.0	3.9	0.0	**19.7**	15.0	25.0
Belltown	UCV	**11.8**	0.0	28.5	5.6	5.4	0.7	**26.9**	16.0	38.0
Morgan Junction	RUV	**11.5**	7.8	20.3	3.0	3.5	4.9	**9.0**	7.0	11.0
Roosevelt	HUV	**10.3**	1.5	22.5	3.7	5.8	0.9	**28.1**	22.0	32.0
Admiral	RUV	**9.8**	3.5	20.0	3.3	4.2	2.3	**16.3**	9.0	20.0
Green Lake	RUV	**9.5**	4.0	17.5	2.6	6.2	0.7	**30.0**	25.0	32.0
Uptown	UC	**8.9**	2.3	23.0	4.0	3.4	1.5	**24.6**	19.0	34.0
Greenwood-Phinney Ridge	RUV	**8.7**	1.5	16.5	4.1	2.8	1.9	**18.1**	11.0	24.0
Wallingford	RUV	**8.6**	1.5	21.0	2.9	4.9	0.8	**24.0**	15.0	27.0
Upper Queen Anne	RUV	**8.3**	3.0	17.3	2.7	4.2	1.4	**25.7**	19.0	31.0
Ballard	HUV	**8.3**	2.5	20.0	4.1	2.9	1.4	**23.8**	16.0	29.0
West Seattle Junction	HUV	**7.8**	2.3	19.3	3.1	2.7	2.1	**9.9**	6.0	15.0
Fremont	HUV	**7.3**	1.0	17.5	2.5	3.8	1.0	**21.3**	17.0	27.0
Eastlake	RUV	**6.6**	2.0	14.5	2.6	3.2	0.7	**17.2**	12.0	24.0
Crown Hill	RUV	**5.5**	0.0	19.5	2.4	2.3	0.8	**18.8**	10.0	26.0
Outside Urban Villages	*—*	*8.0*	*0.0*	*33.0*	*4.5*	*2.1*	*1.4*	*14.8*	*1.0*	*32.0*

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