



**Seattle School Board Retreat**  
Saturday, March 4, 2016 10:00 am - 3:00 pm  
Auditorium, John Stanford Center

**Agenda**

- 10:00 am           **WELCOME & GOALS FOR THE DAY**
- 10:15-10:45 am   **ICE BREAKERS**
- 10:45-11:00 am   **CHECK IN AND ACTION ON BOARD GOALS & PROCESS**
- 11:00-11:30 am   **RACE & EQUITY TOOL TRAINING**
- 11:30-12:00 am   **BREAK & LUNCH**
- 12:00-1:00 pm     **RACE & EQUITY TOOL TRAINING (CONTINUED)**
- 1:00-1:45 pm      **SPS AND SEATTLE IN THE NEXT 5 YEARS - FORECAST**
- 1:45-2:00 pm      **BREAK**
- 2:00-3:00 pm      **BOARD LEGAL BOOTCAMP (PART 1)**
- 3:00 pm            **ADJOURN**

\* Start times for each topic are estimated. Discussion of the next topic will begin at the conclusion of the prior topic (with the exception of breaks). Special meetings of the Board, including work sessions and retreats, may contain discussion and/or action related to the items listed on the agenda.



# Board Retreat Materials

March 4, 2017

Seattle Public Schools is committed to making its online information accessible and usable to all people, regardless of ability or technology. Meeting web accessibility guidelines and standards is an ongoing process that we are consistently working to improve.

While Seattle Public Schools endeavors to only post documents optimized for accessibility, due to the nature and complexity of some documents, an accessible version of the document may not be available. In these limited circumstances, the District will provide equally effective alternate access.

For questions and more information about this document, please contact the following:

School Board Office  
206-252-0040

The following pages are materials distributed at the March 4, 2017 Board Retreat.

## **Proposed 2017 Board Goals**

For consideration and action at the March 4, 2017 Board Retreat

- 1) **Community Engagement.** Each quarter, each Director will:
  - a. Reach out to and meet with a community group s/he has not met with before.
  - b. Meet with a school leader s/he hasn't met with before to hear about the joys and challenges of that particular school community.
  - c. Meet with a group of students s/he hasn't met with before. This could be observing and participating in a classroom activity, meeting with students in a particular club, or in some other environment.

At each quarterly Board retreat, a short amount of time will be set aside so that each Director can take a few minutes to report on the meetings that were held and any insights or perspectives from the individuals with whom the Director met.

- 2) **Leadership Development.** At each quarterly retreat (or in a separate work session in place of time at a retreat) the Board will receive training or leadership development, focusing in particular this year on topics related to racial equity or cultural competency.



**SPS Board Presentation**  
**Racial Equity Analysis Tool // Technical Walkthrough**

**Seattle Public Schools**  
**Department of Equity & Race Relations**  
**Saturday, March 4<sup>th</sup> 2017**

*Photos by Susie Fitzhugh*

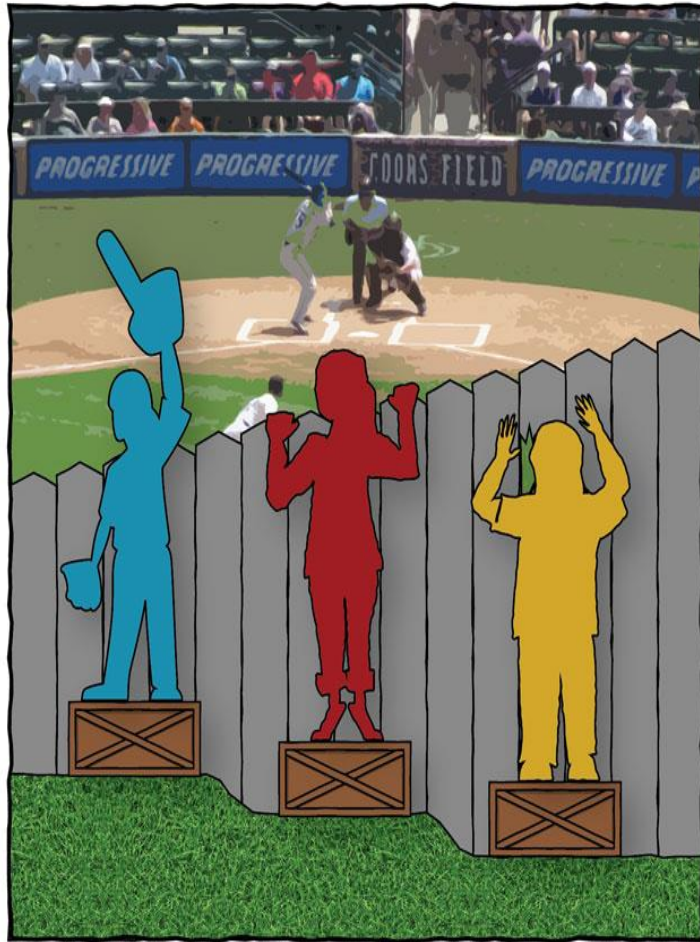
# Objectives

## SPS Board Members will...

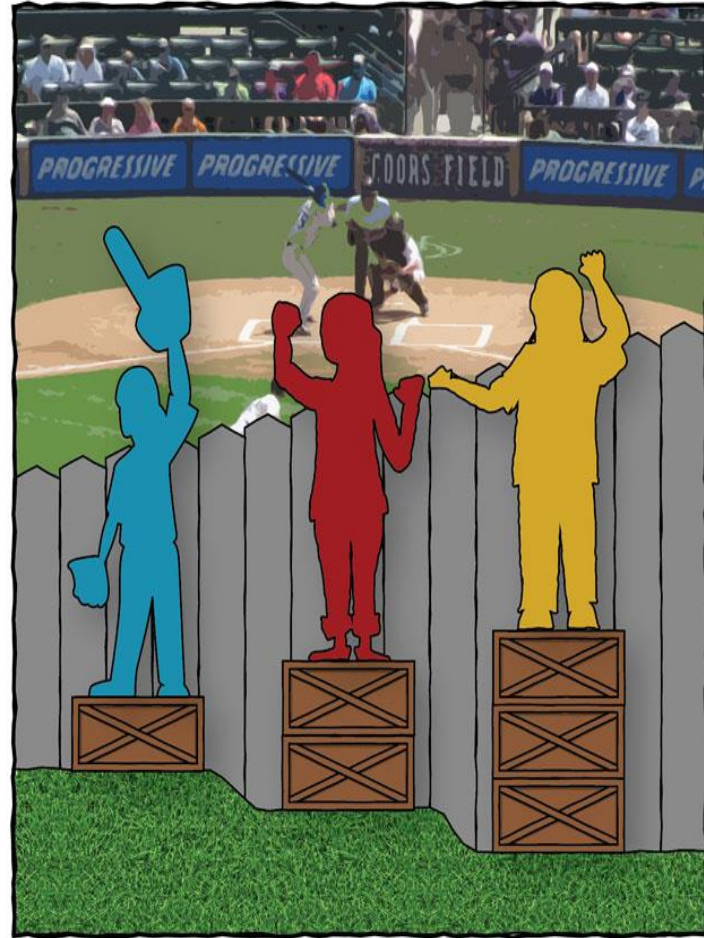
- Review SPS Board Policy No. 0030.
- Explore to the context & development of the SPS Racial Equity Analysis Tool (REAT).
- Review the Racial Equity Analysis Tool & REAT Facilitators Guide.



# What is Racial Equity?



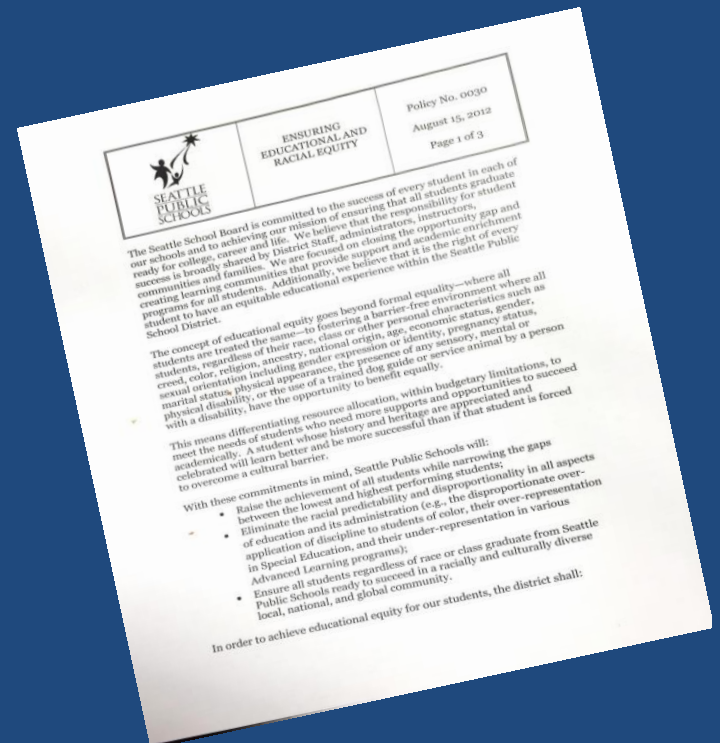
**EQUALITY**



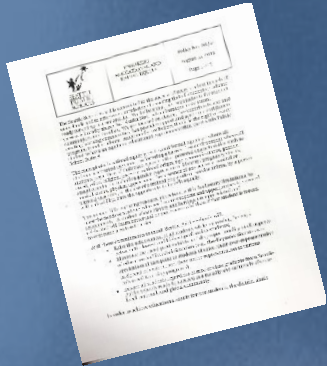
**EQUITY**



# Seattle Public Schools Board Policy No. 0300 Ensuring Educational & Racial Equity



# Why does SPS lead with Racial Equity?

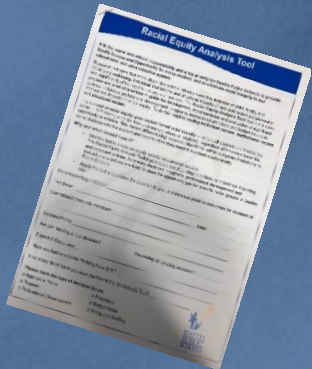


On August 15<sup>th</sup> 2012, the Seattle School Board unanimously approved the ***SPS Ensuring Educational & Racial Equity Policy (No. 0030)***.

*The policy denounces race-based disparities in schools and its administration, identifies the district's role in eliminating them and declares high expectations to ensure that every student in each school graduates ready for college, career and life.*

The policy establishes eight (8) goals to achieve educational and racial equity for our students:

B. **Racial Equity Analysis** – The district shall review existing policies, programs, professional development and procedures to ensure the promotion of racial equity, and all applicable new policies, programs and will be developed using a racial equity analysis tool.





# ***Racial Equity*** at Seattle Public Schools

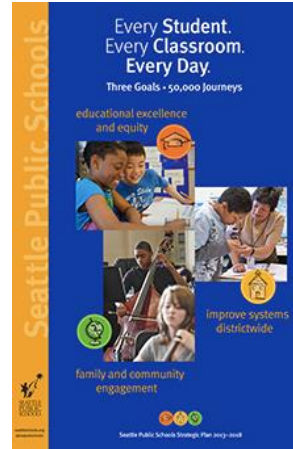
“The concept of ***racial equity*** goes beyond formal racial equality – where all students are treated the same – to ***fostering a barrier-free environment where all students, regardless of their race have the opportunity to achieve.***

This means differentiating resource allocation, within budgetary limitations, to serve students with the support and opportunities they need to succeed academically.” *SPS REAT pg. 1*

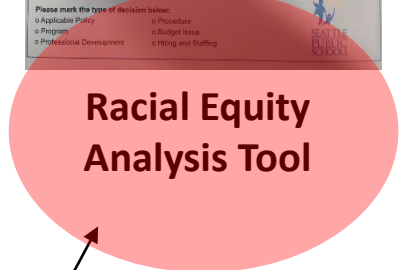
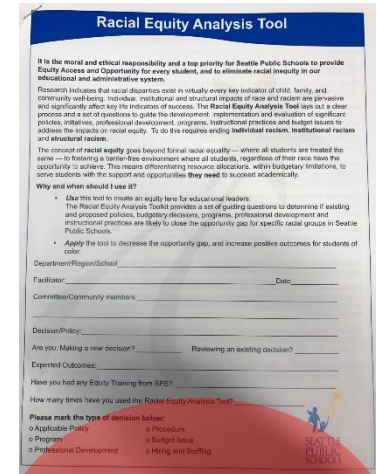
# Context of REAT...



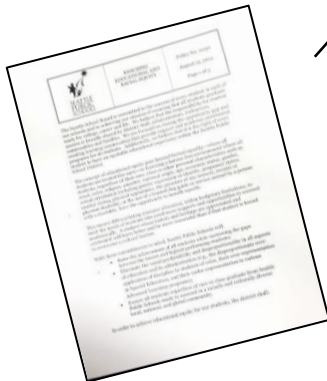
**SPS Equity & Race Advisory Committee**



**Seattle Public Schools 2013-18 Strategic Plan**



**Racial Equity Analysis Tool**

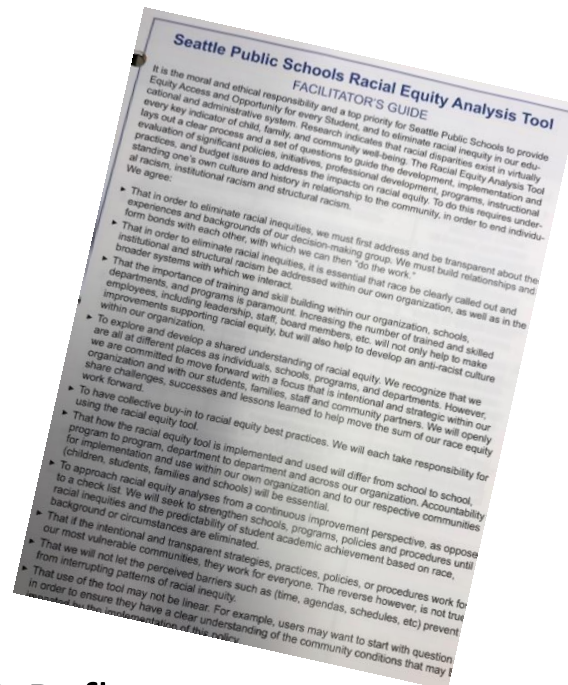
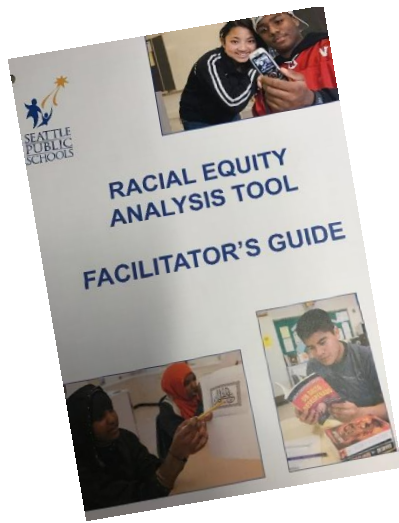


**SPS Board Policy No. 0030  
Ensuring Educational & Racial Equity**



**SPS Department of  
Equity & Race Relations**





## Read & Reflect

***Read 1<sup>st</sup> page of the REAT Facilitators Guide  
&  
Reflect on the following...***

As a School Board Member,  
what is your role in the implementation of the  
Racial Equity Analysis Tool &  
advancement of racial equity?



**BREAK**

# Racial Equity Analysis in ACTION!



**Using a Racial Equity Tool to improve city services and advance racial equity.**

[https://www.youtube.com/watch?v=T0k\\_ydKQdEo](https://www.youtube.com/watch?v=T0k_ydKQdEo)

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# What is the Racial Equity Analysis Tool (REAT)?

- The REAT is a critical part of SPS Board Policy No. 0030’s effort to eliminate racial inequity by focusing on systemic issues (policies, practices, procedures, etc.)
- The REAT lays out a process and a **set of questions to guide development, implementation and evaluation** of significant policies, initiatives, professional development, programs, instructional practices, and budget issues to address the impact of racial inequity.
- The REAT requires our District to:
  - **Apply a racial equity lens to our programs & projects.**
  - **Build racial equity into policies & initiatives.**
  - **Partner across SPS departments and with the community.**

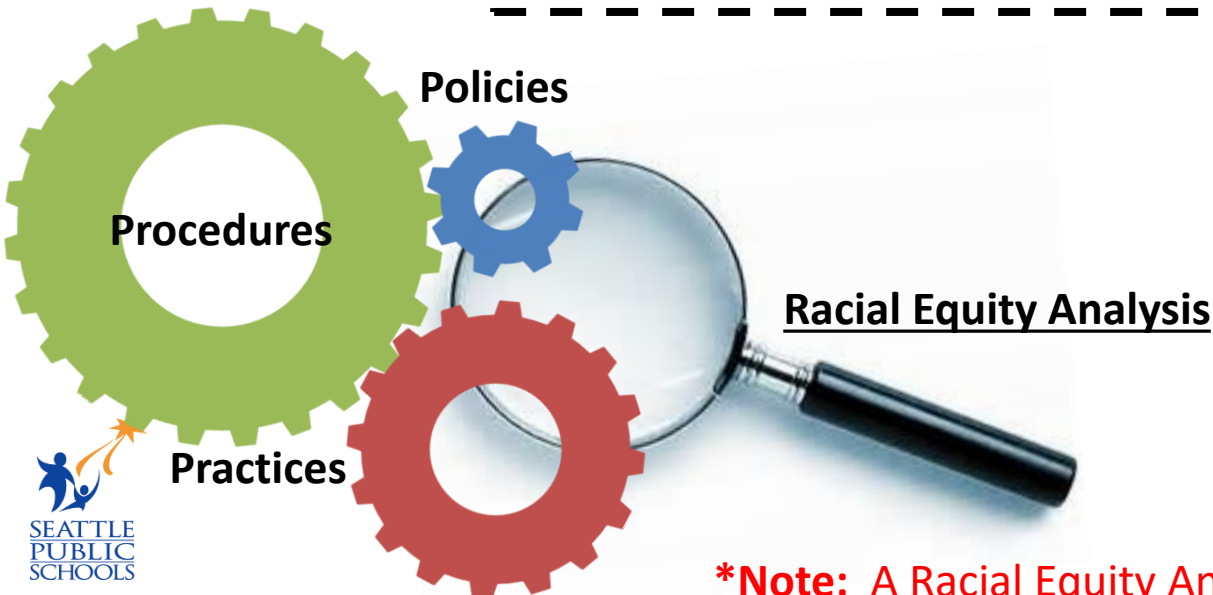
# Racial Equity Analysis Tool

The REAT IS..	The REAT is NOT...
A <u>systemic examination of impacts of decisions, policies, programs, practices and budgets</u> on racial and ethnic groups or low income populations	The “Answer”
Used to <u>minimize adverse consequences, prevent institutional racism</u> & identify new options to remedy existing inequities	To be used for political or professional gain
An intentional pause	To stop a process or slow it down beyond recognition
Best used early in the process	Only applicable at the beginning of analysis
To be conducted with a variety of perspectives & stakeholders whenever possible	The only way to engage stakeholders
A way to raise the voice of traditionally marginalized communities	A way to create token representation in decisions
A way to raise awareness of racial inequities in the community	A guarantee that decision makers will follow the recommendations

# What does the REAT do?

- Sets Racial Equitable Outcomes
- Involves Stakeholders to Analyze Data
- Determines Benefit and/or Burden
- Advances Opportunity or Mitigates Impact
- Evaluates & Creates Accountability
- Educates & Reports to Stakeholders

System of  
Racial  
Inequity



**\*Note:** A Racial Equity Analysis is just that...an “Analysis.”



# What does the REAT do?

- Assesses ***community conditions*** and the desired ***community impact***.
- Expands ***opportunity & access***.
- Affects ***systemic change***.
- Promotes ***racially inclusive collaboration*** and civic engagement.
- Educates and raises ***racial consciousness***.

*Seattle Office for Civil Rights*





# REAT in Seattle Public Schools

- Cedar Park Student Assignment Plan, Enrollment Planning
- Budget Allocation, Washington MS
- Professional Development Plan, various Racial Equity Teams
- Spectrum Program Review, HCC
- Bell Time Analysis Task Force
- Ethnic Studies Analysis, ERAC Ethnic Studies Subcommittee

# Racial Equity Analysis Tool

## *Facilitators Guide*

### Technical Walkthrough

## **Review Activity**

In pairs, select a REAT Step (1,2,3 & 4) and review its guiding question(s) in the Facilitator's Guide...

As you review the REAT facilitation, brainstorm at least 2 pieces of evidence a REAT might include for the REAT Step you reviewed...

**REAT Step 1:** Set Outcomes, Identify & Engage Stakeholders

**REAT Step 2:** Engage Stakeholders in Analyzing Data

**REAT Step 3:** Determine Benefit or Burden

**REAT Step 4:** Evaluate Success Indicators and/or Mitigation Plans

# **REAT Step 1: Set Outcomes, Identify & Engage Stakeholders**

# **REAT Step 2: Engage Stakeholders in Analyzing Data**

# **REAT Step 3: Determine Benefit or Burden**

# **REAT Step 4: Evaluate Success Indicators and/or Mitigation Plans**



ENSURING  
EDUCATIONAL AND  
RACIAL EQUITY

Policy No. 0030

August 15, 2012

Page 1 of 3

The Seattle School Board is committed to the success of every student in each of our schools and to achieving our mission of ensuring that all students graduate ready for college, career and life. We believe that the responsibility for student success is broadly shared by District Staff, administrators, instructors, communities and families. We are focused on closing the opportunity gap and creating learning communities that provide support and academic enrichment programs for all students. Additionally, we believe that it is the right of every student to have an equitable educational experience within the Seattle Public School District.

The concept of educational equity goes beyond formal equality—where all students are treated the same—to fostering a barrier-free environment where all students, regardless of their race, class or other personal characteristics such as creed, color, religion, ancestry, national origin, age, economic status, gender, sexual orientation including gender expression or identity, pregnancy status, marital status, physical appearance, the presence of any sensory, mental or physical disability, or the use of a trained dog guide or service animal by a person with a disability, have the opportunity to benefit equally.

This means differentiating resource allocation, within budgetary limitations, to meet the needs of students who need more supports and opportunities to succeed academically. A student whose history and heritage are appreciated and celebrated will learn better and be more successful than if that student is forced to overcome a cultural barrier.

With these commitments in mind, Seattle Public Schools will:

- Raise the achievement of all students while narrowing the gaps between the lowest and highest performing students;
- Eliminate the racial predictability and disproportionality in all aspects of education and its administration (e.g., the disproportionate over-application of discipline to students of color, their over-representation in Special Education, and their under-representation in various Advanced Learning programs);
- Ensure all students regardless of race or class graduate from Seattle Public Schools ready to succeed in a racially and culturally diverse local, national, and global community.

In order to achieve educational equity for our students, the district shall:






ENSURING  
EDUCATIONAL AND  
RACIAL EQUITY

Policy No. 0030

August 15, 2012

Page 2 of 3

- A. Equitable Access**—The district shall provide every student with equitable access to a high quality curriculum, support, facilities and other educational resources, even when this means differentiating resource allocation;
- B. Racial Equity Analysis**—The district shall review existing policies, programs, professional development and procedures to ensure the promotion of racial equity, and all applicable new policies, programs and procedures will be developed using a racial equity analysis tool;
- C. Workforce Equity**—The district shall actively work to have the teacher and administrator workforce be balanced and reflect the diversity of the student body. The district shall recruit, employ, support and retain a workforce that includes racial, gender, and linguistic diversity, as well as culturally competent administrative, instructional and support personnel;
- D. Professional Development**—The district shall provide professional development to strengthen employees’ knowledge and skills for eliminating opportunity gaps and other disparities in achievement;
- E. Welcoming School Environments**—The district shall ensure that each school creates a welcoming culture and inclusive environment that reflects and supports the diversity of the School District’s student population, their families, and communities;
- F. Partnerships**—The district will include other partners who have demonstrated culturally specific expertise – including families, government agencies, institutes of higher learning, early childhood education organizations, community-based organizations, businesses, and the community in general – in meeting our high goals for educational outcomes;
- G. Multiple Pathways to Success**—The district shall provide multiple pathways to success in order to meet the needs of the diverse student body, and shall actively encourage, support and expect high academic achievement for all students;

	<p>ENSURING EDUCATIONAL AND RACIAL EQUITY</p>	<p>Policy No. 0030  August 15, 2012  Page 3 of 3</p>
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**H. Recognizing Diversity**—Consistent with state regulations and District policy and within budgetary considerations, the district shall provide materials and assessments that reflect the diversity of students and staff, and which are geared towards the understanding and appreciation of culture, class, language, ethnicity and other differences that contribute to the uniqueness of each student and staff member.

The Superintendent is authorized to develop procedures to implement this policy, including an action plan with clear accountability and metrics. At least annually the Superintendent shall report to the School Board on the progress towards achieving the goals outlined in this policy. The report shall be based on the annual goals of the district’s Equity and Race Advisory Committee which are set in partnership with the Superintendent and the School Board.

Adopted: August 2012

Revised:

Cross Reference: Policy No. 3207

Related Superintendent Procedure:

Previous Policies:

Legal References:

Management Resources:

# Racial Equity Analysis Tool

**It is the moral and ethical responsibility and a top priority for Seattle Public Schools to provide Equity Access and Opportunity for every student, and to eliminate racial inequity in our educational and administrative system.**

Research indicates that racial disparities exist in virtually every key indicator of child, family, and community well-being. Individual, institutional and structural impacts of race and racism are pervasive and significantly affect key life indicators of success. The **Racial Equity Analysis Tool** lays out a clear process and a set of questions to guide the development, implementation and evaluation of significant policies, initiatives, professional development, programs, instructional practices and budget issues to address the impacts on racial equity. To do this requires ending **individual racism, institutional racism and structural racism**.

The concept of **racial equity** goes beyond formal racial equality — where all students are treated the same — to fostering a barrier-free environment where all students, regardless of their race have the opportunity to achieve. This means differentiating resource allocations, within budgetary limitations, to serve students with the support and opportunities **they need** to succeed academically.

## Why and when should I use it?

- **Use** this tool to create an equity lens for educational leaders:  
The Racial Equity Analysis Toolkit provides a set of guiding questions to determine if existing and proposed policies, budgetary decisions, programs, professional development and instructional practices are likely to close the opportunity gap for specific racial groups in Seattle Public Schools.
- **Apply** the tool to decrease the opportunity gap, and increase positive outcomes for students of color.

Department/Region/School \_\_\_\_\_

Facilitator: \_\_\_\_\_ Date \_\_\_\_\_

Committee/Community members: \_\_\_\_\_

Decision/Policy: \_\_\_\_\_

Are you: Making a new decision? \_\_\_\_\_ Reviewing an existing decision? \_\_\_\_\_

Expected Outcomes: \_\_\_\_\_

Have you had any Equity Training from SPS? \_\_\_\_\_

How many times have you used the Racial Equity Analysis Tool? \_\_\_\_\_

## Please mark the type of decision below:

- |  |   |
|--|---|
| <input type="radio"/> Applicable Policy        | <input type="radio"/> Procedure           |
| <input type="radio"/> Program                  | <input type="radio"/> Budget Issue        |
| <input type="radio"/> Professional Development | <input type="radio"/> Hiring and Staffing |



# Racial Equity Analysis Tool

## Glossary:

**Race:** Race is a powerful social idea that gives people different access to opportunities and resources. Race is not biological but is real. Race affects everyone, whether we are aware of it or not.

**Individual racism:** Pre-judgment, bias, stereotypes about an individual or group based on race. The impacts of racism on individuals include members of certain racial groups internalizing privilege and people of color internalizing oppression.

**Institutional racism:** When organizational programs or policies work to the benefit of certain racial groups and to the detriment of people of color, usually unintentionally or inadvertently.

**Structural racism:** The interplay of policies, practices, and programs of multiple institutions which leads to adverse outcomes and conditions for people of color compared to members of other racial groups. This occurs within the context of racialized historical and cultural conditions.

**Accountable:** Responsive to the needs and concerns of those most impacted by the issues you are working on, particularly to communities of color and those historically underrepresented in the civic process.

**Educational and Racial Equity:** Providing equitable access to opportunities, resources and support for each and every child by intentionally recognizing and eliminating historical barriers, as well as the predictability of personal and academic success based on race, background and/or circumstance.

**Racial Inequity:** When communities of color do not have access to opportunities and a person's race can predict their social, economic and political opportunities and outcomes.

**Stakeholders:** Those student, families and community groups impacted by proposed policy, program or budget issue who have potential concerns or issue expertise. Examples might include: specific racial/ethnic groups, other institutions like Seattle Housing Authority, schools, community-based organizations, staff and families.

**Culture:** The ways that we each live our lives; including values, language, customs, behaviors, expectations, ideals governing childrearing, the nature of friendship, patterns of handling emotions, social interaction rate, notions of leadership, etc.

**Expected Outcomes:** A measurable result that is planned for, using the racial equity tool.





# Racial Equity Analysis Tool

## **STEP 1: Set Outcomes, Identify and Engage Stakeholders**

**Leadership sets key racially equitable outcomes and engages stakeholders (SPS staff and community members.)**

1. What does your department/division/school define as racially equitable outcomes related to this issue?
2. How will leadership communicate key outcomes to stakeholders for racial equity to guide analysis?
3. How will leadership identify and engage stakeholders: racial/ethnic groups potentially impacted by this decision, especially communities of color, including students who are English language learners and students who have special needs?

## **STEP 2: Engage Stakeholders in Analyzing Data**

**Stakeholders (SPS staff and community members) gather and review quantitative and qualitative disaggregated data and specific information to determine impacts or consequences.**

1. How will you collect specific information about the school, program and community conditions to help you determine if this decision will create racial inequities that would increase the opportunity gap?
2. Are there negative impacts for specific student demographic groups, including English language learners and students with special needs?



# Racial Equity Analysis Tool

**STEP 3: Ensuring educational and racial equity /Determine Benefit or Burden**  
**Stakeholders (SPS staff and community members) collaborate to analyze how this policy/ decision/proposal/initiative/budget issue will increase or decrease educational and racial equity.**

1. What are the potential benefits or unintended consequences?
2. What would it look like if this policy/decision/initiative/proposal ensured educational and racial equity for every student?

**STEP 4: Evaluate Success Indicators and/or Mitigation Plans**  
**Stakeholders (SPS staff and community members) identify ongoing measures of success or mitigation plans for negative impacts**

1. How will you evaluate and be accountable for making sure that the proposed solution ensures educational equity for all students, families and staff?
2. What are specific steps you will take to address impacts (including unintended consequences), and how will you continue to partner with stakeholders to ensure educational equity for every student?



# Racial Equity Analysis Tool

## Why Racial Equity?

On August 15, 2012 the Seattle School Board unanimously approved the **Seattle Public Schools Ensuring Educational & Racial Equity Policy (No. 0030)**. The policy denounces race-based disparities in schools and its administration, identifies the district's role in eliminating them and declares high expectations to ensure that every student in each school graduates ready for college, career and life.

The SPS Board Policy No. 0030 establishes a **Racial Equity Analysis** as one (1) of eight (8) goals to achieve educational and racial equity for our students:

**Racial Equity Analysis** – The district shall review existing policies, programs, professional development and procedures to ensure the promotion of racial equity, and all applicable new policies, programs and will be developed using a racial equity analysis tool.

**Objective:** By utilizing a Racial Equity Analysis Tool, Seattle Public Schools aims to:

- provide a common vocabulary and protocol for evaluating policies, programs, practices and decisions for racial equity and
- produce policies, programs, practices and decisions which result in more equitable outcomes.

The **SPS Racial Equity Analysis Tool (REAT)** employs the following best practices:

- Educates on racial issues and raises racial consciousness.
- Promotes racially inclusive collaboration and engagement.
- Assesses community conditions and sets goals for affecting desired community impact.
- Expands opportunity and access for individuals & communities.
- Affects systemic change.
- Develops and implements strategies for advancing racial equity.



## Guiding questions addressed through the SPS REAT...

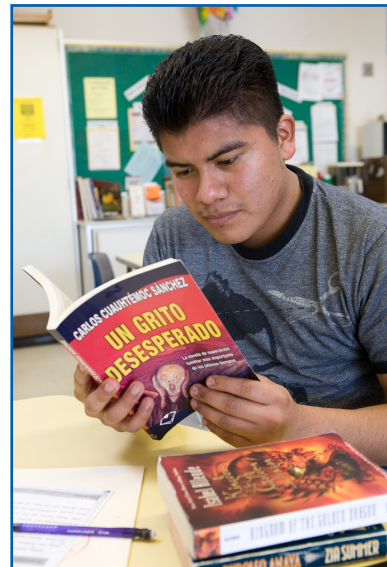
1. Who are the racial/ethnic groups affected by this policy, program, practice or decision? And what are the potential impacts on these groups?
2. Does this policy, program, practice or decision ignore or worsen existing disparities or produce other unintended consequences?
3. How have you intentionally involved stakeholders who are also members of the communities affected by this policy, program, practice or decision?
4. What are the barriers to more equitable outcomes?
5. How will you (a) mitigate the negative impacts and (b) address the barriers identified above?

**Procedure:** See Racial Equity Analysis Tool Facilitators Guide



# RACIAL EQUITY ANALYSIS TOOL

## FACILITATOR'S GUIDE







# Seattle Public Schools Racial Equity Analysis Tool

## FACILITATOR'S GUIDE

It is the moral and ethical responsibility and a top priority for Seattle Public Schools to provide Equity Access and Opportunity for every Student, and to eliminate racial inequity in our educational and administrative system. Research indicates that racial disparities exist in virtually every key indicator of child, family, and community well-being. The Racial Equity Analysis Tool lays out a clear process and a set of questions to guide the development, implementation and evaluation of significant policies, initiatives, professional development, programs, instructional practices, and budget issues to address the impacts on racial equity. To do this requires understanding one's own culture and history in relationship to the community, in order to end individual racism, institutional racism and structural racism.

We agree:

- ▶ That in order to eliminate racial inequities, we must first address and be transparent about the experiences and backgrounds of our decision-making group. We must build relationships and form bonds with each other, with which we can then “do the work.”
- ▶ That in order to eliminate racial inequities, it is essential that race be clearly called out and institutional and structural racism be addressed within our own organization, as well as in the broader systems with which we interact.
- ▶ That the importance of training and skill building within our organization, schools, departments, and programs is paramount. Increasing the number of trained and skilled employees, including leadership, staff, board members, etc. will not only help to make improvements supporting racial equity, but will also help to develop an anti-racist culture within our organization.
- ▶ To explore and develop a shared understanding of racial equity. We recognize that we are all at different places as individuals, schools, programs, and departments. However, we are committed to move forward with a focus that is intentional and strategic within our organization and with our students, families, staff and community partners. We will openly share challenges, successes and lessons learned to help move the sum of our race equity work forward.
- ▶ To have collective buy-in to racial equity best practices. We will each take responsibility for using the racial equity tool.
- ▶ That how the racial equity tool is implemented and used will differ from school to school, program to program, department to department and across our organization. Accountability for implementation and use within our own organization and to our respective communities (children, students, families and schools) will be essential.
- ▶ To approach racial equity analyses from a continuous improvement perspective, as opposed to a check list. We will seek to strengthen schools, programs, policies and procedures until racial inequities and the predictability of student academic achievement based on race, background or circumstances are eliminated.
- ▶ That if the intentional and transparent strategies, practices, policies, or procedures work for our most vulnerable communities, they work for everyone. The reverse however, is not true.
- ▶ That we will not let the perceived barriers such as (time, agendas, schedules, etc) prevent us from interrupting patterns of racial inequity.
- ▶ That use of the tool may not be linear. For example, users may want to start with question 3 in order to ensure they have a clear understanding of the community conditions that may be impacted by the implementation of this policy.

# Step 1: Pre-meeting Tasks

## Racial Equity Tool - Set Outcomes, Identify and Engage Stakeholders

Leadership sets key racially equitable outcomes and engages Stakeholders  
(SPS staff and community members.)

### LOOK-FORS

1. What does your department/division/school define as racially equitable outcomes, related to this issue?
2. How will leadership communicate key outcomes to stakeholders for racial equity to guide analysis?
3. How will leadership Identify and engage stakeholders: racial/ethnic groups potentially impacted by this decision, especially communities of color, including students who are English language learners and students who have special needs?

### RACIAL EQUITY BEST PRACTICES

1. Explore how leadership can be explicit, in defining what a racially equitable outcome looks like, as it relates to this decision; presenting clear documentation of current community issues and enumerating specific goals related to reducing racial disparities.
2. Consider what insights the stakeholders can provide as to how the policy outcomes might contribute to racial equity/inequity? Will the policy have unintended consequence for people of color and how will leadership communicate this to stakeholders?
3. Identify the specific communities of color who are potentially affected by this policy. Identify how many community members you serve who are “of color;” who have traditionally not been involved in the development, implementation and evaluation of decisions in this school/program/division. Which racial groups do they represent? What percentage of which racial groups are accessing your services successfully?
  - a. Gather quantitative and qualitative data about the demographics of those impacted by this decision. Who are the students, families and staff most directly affected by this proposal/decision?
  - b. Decide how you will share, collect information from the community in a culturally competent manner. Ensure the community voice guides the policy work. Keep them informed of progress and stay accountable to the community. Collaborate and maintain two-way communication from start to finish.
  - c. How will you engage this community? Develop a plan for how to meet with communities of color.

Continued...

# Step 1: Pre-meeting Tasks - continued

## Racial Equity Tool - Set Outcomes, Identify and Engage Stakeholders

Leadership sets key racially equitable outcomes and engages Stakeholders  
(SPS staff and community members.)

### LOOK-FORS

- 1. What does your department/division/school define as racially equitable outcomes, related to this issue?**
- 2. How will leadership communicate key outcomes to stakeholders for racial equity to guide analysis?**
- 3. How will leadership identify and engage stakeholders: racial/ethnic groups potentially impacted by this decision, especially communities of color, including students who are English language learners and students who have special needs?**

### RACIAL EQUITY BEST PRACTICES

... Continued

#### **Key pieces to consider in engaging and meeting with communities of color:**

- Communicate the purpose for meeting: to collaborate with communities/staff of color to create/revise, to close the opportunity gap and eliminate racial inequity, or
- Decide - is this a meeting? Forum? Listening session? How will the process be set up for honoring various cultures? Consider meeting time and location as potential barriers for certain communities.
- Create an agenda with leaders of color.
- Make sure people have access to the proposed decision/policy in advance so they can come prepared.
- Internal Community: Send email invites or phone calls to staff of color to participate.
- External Community: Set up a process for inviting communities: identify specific Community Based Organizations (CBO's) who support communities of color (ie. The Ethiopian Community Center) might want to be a part of the meeting, these organizations can also help spread the word among their communities and assist in identifying key leaders from each community; send invitations to families/students from the district, etc.
- Provide food and child care at the meeting/session.

# Step 2: Meeting with Stakeholders

## Racial Equity Tool - Engaging Stakeholders in Analyzing Data

Stakeholders (SPS staff and community members) gather and review quantitative and qualitative disaggregated data and specific information to determine possible impacts or consequences.

### LOOK-FORS

**1. How will you collect specific information about the school, program and community conditions and determine if this decision will create racial inequities that would increase the opportunity gap?**

- a. What evidence will reveal what racial/ethnic groups of students, families and staff are currently most advantaged or most disadvantaged by the issues this proposal/decision seeks to address?
- b. What qualitative and quantitative evidence of equity or inequity exists? What evidence is missing? *(e.g., we discovered that we do not have access to school discipline data disaggregated by specific ethnicity so therefore, we will create a new system for collection)*

**2. Are there negative impacts for specific student demographic groups, including English language learners and students with special needs?**

### RACIAL EQUITY BEST PRACTICES

1. **Collect information about the school/ community conditions that might contribute to racial inequity generally** (e.g., data revealing trends in housing, employment, health care, criminal activity, workforce diversity, school discipline, graduation, achievement, attendance, etc.)
  - a. Include language about how the school/ program recognizes the current realities of institutional racism and seeks to create or strengthen racial equity by this decision/ policy/proposal. Include any definitions that might be helpful *(e.g., institutional racism, structural racism.)*
  - b. Ask the stakeholders you have convened for their perspective regarding community conditions, especially as they relate to this proposed decision. *(e.g., some people of color feel they don't have a voice in decision-making processes).*
2. **Determine what demographic groups might be negatively impacted by this decision. Why and how?**
  - a. Determine what factors might be producing and perpetuating racial inequities associated with this proposal/decision?
  - b. How did the inequities arise?
  - c. Does this proposal/decision address those root causes? If not, how could it?

# Step 3: Ensuring Educational and Racial Equity

## Racial Equity Tool - Determine Benefit or Burden

Stakeholders (SPS staff and community members) collaborate to analyze how this policy/decision/proposal/initiative/budget issue will increase or decrease educational and racial equity.

### LOOK-FORS

- 1. What are the potential benefits or unintended consequences?**
  - a. How does the policy increase opportunity and/or access for those who historically have been excluded?
  - b. How might this policy limit opportunity, or negatively impact, students and families who have historically been underserved?
  
- 2. What would it look like if this policy/decision/initiative/proposal ensured educational and racial equity for every student?**
  - a. What strategies will you use to achieve racial equity? What are the specific strategies for decreasing racial inequity?
  - b. Will this policy align with other school goals for creating institutional equity or closing the opportunity gap. *(e.g., the school has data revealing a disproportionate number of students of color are failing Algebra 1 compared to white students, and has developed a plan to address this issue.)*

### RACIAL EQUITY BEST PRACTICES

- 1. State the positive impacts, adverse impacts or unintended consequences on equity and inclusion.**
  - a. What positive impacts on equity and inclusion, if any, could result from this proposal? Which racial/ethnic groups of families and students could benefit? Are there ways to maximize equitable opportunities and impacts?
  - b. What adverse impacts or unintended consequences could result from this proposal/decision? What racial/ethnic groups of families and students could be negatively affected? How could adverse impacts be prevented or minimized?
  
- 2. Define what racial equity looks like for this decision.**
  - a. State how you see the decision/policy contributing to more opportunity and access *(e.g., more students of color will have access to transportation opportunities as a result of this policy.)*
  - b. What are the strategies to improve access for ethnically diverse communities, including immigrants and refugees? *(e.g., interpretation and translation support as a result of this policy.)*

# Step 4: Success Indicators

## Racial Equity Tool - Evaluate Success Indicators and/or Mitigation Plans

Stakeholders (SPS staff and community members) identify ongoing measures of success or mitigation plans for negative impacts.

### LOOK-FORS

- 1. How will you evaluate and be accountable for making sure that the proposed solution ensures educational equity for all students, families and staff?**
  - a. What are the indicators and benchmarks?
  - b. What is the timeline?
  - c. What are specific steps you will take to address impacts (including unintended consequences), and how will you continue to partner with stakeholders to ensure educational equity for every student?
  - d. How will the level, diversity and quality of ongoing community engagement be assessed?
- 2. What will your next steps be if your solution is not furthering racial equity?**

### RACIAL EQUITY BEST PRACTICES

- 1. Decide how impacts will be documented and evaluated.**
  - a. Decide what you are measuring and when you will measure it.
  - b. Set a timeline for when the committee of stakeholders will meet again to document impacts of the decision. *(e.g., what percentage of historically underserved students are coming to the after school tutoring program? Look at attendance records in Sept. Jan. and May.)*
  - c. Document the stakeholders' names/ race/gender and relationship to the school/ program.
  - d. Ensure communities of color remain ongoing essential partners with power in collaborative decision-making.
- 2. Based on feedback from the community, or on the impact of the decision or policy, new practices may emerge** *(e.g., We discovered that we do not have access to school attendance data disaggregated by race so therefore, we will create a new system for collection)*

# Step 5: Reflections/Lessons Learned

## Racial Equity Tool - Stakeholders evaluate decision-making process

What strategies for eliminating racial inequity does the policy suggest?

### LOOK-FORS

- 1. What are the overall goals and outcomes?** What are the specific strategies for decreasing racial inequity and/or increasing student achievement? How do the specific strategies work to decrease racial inequity and increase student achievement?
- 2. How will strategies be adjusted regularly** to keep pace with changing community needs and racial demographics?

### RACIAL EQUITY BEST PRACTICES

- 1. Overall goals and outcomes:** Include in the policy any strategies, from the community, that will decrease racial inequity as it relate to the policy (See STEP 1).
- 2. Strategies adjusted:** Continue meeting with communities of color and ensure you have access to current data regarding community conditions mentioned in STEP 4.
  - a.** State how you will continue to collect data on community conditions/racial inequities so that policy adjustments can be made.
  - b.** Meet with communities of color on a regular basis.

### REFLECTION:

1. What was the group learning from engaging in this process?
  
  
  
  
  
  
  
  
  
  
2. What challenged the group?
  
  
  
  
  
  
  
  
  
  
3. What could you suggest might address this challenge?

Thanks to Puget Sound ESD, WA, Multnomah County, OR,  
City of Seattle- Office of Civil Rights, WA



## Glossary:

**Race:** Race is a powerful social idea that gives people different access to opportunities and resources. Race is not biological but is real. Race affects everyone, whether we are aware of it or not.

**Individual racism:** Pre-judgment, bias, stereotypes about an individual or group based on race. The impacts of racism on individuals include members of certain racial groups internalizing privilege and people of color internalizing oppression.

**Institutional racism:** When organizational programs or policies work to the benefit of certain racial groups and to the detriment of people of color, usually unintentionally or inadvertently.

**Structural racism:** The interplay of policies, practices, and programs of multiple institutions which leads to adverse outcomes and conditions for people of color compared to members of other racial groups. This occurs within the context of racialized historical and cultural conditions.

**Accountable:** Responsive to the needs and concerns of those most impacted by the issues you are working on, particularly to communities of color and those historically underrepresented in the civic process.

**Educational and Racial Equity:** Providing equitable access to opportunities, resources and support for each and every child by intentionally recognizing and eliminating historical barriers, as well as the predictability of personal and academic success based on race, background and/or circumstance.

**Racial Inequity:** When communities of color do not have access to opportunities and a person's race can predict their social, economic and political opportunities and outcomes.

**Stakeholders:** Those student, families and community groups impacted by proposed policy, program or budget issue who have potential concerns or issue expertise. Examples might include: specific racial/ethnic groups, other institutions like Seattle Housing Authority, schools, community-based organizations, staff and families.

**Culture:** The ways that we each live our lives; including values, language, customs, behaviors, expectations, ideals governing childrearing, the nature of friendship, patterns of handling emotions, social interaction rate, notions of leadership, etc.

**Expected Outcomes:** A measurable result that is planned for, using the racial equity tool.

# Racial Equity Toolkit

## to Assess Policies, Initiatives, Programs, and Budget Issues



RACE & SOCIAL JUSTICE  
INITIATIVE

The vision of the Seattle Race and Social Justice Initiative is to eliminate racial inequity in the community. To do this requires ending [individual racism](#), [institutional racism](#) and [structural racism](#). The Racial Equity Toolkit lays out a process and a set of questions to guide the development, implementation and evaluation of policies, initiatives, programs, and budget issues to address the impacts on racial equity.

### When Do I Use This Toolkit?

**Early.** Apply the toolkit early for alignment with departmental racial equity goals and desired outcomes.

### How Do I Use This Toolkit?

**With Inclusion.** The analysis should be completed by people with different racial perspectives.

**Step by step.** The Racial Equity Analysis is made up of six steps from beginning to completion:



# Racial Equity Toolkit Assessment Worksheet

Title of policy, initiative, program, budget issue: \_\_\_\_\_

Description: \_\_\_\_\_

Department: \_\_\_\_\_ Contact: \_\_\_\_\_

Policy     Initiative     Program     Budget Issue

## Step 1. Set Outcomes.

1a. What does your department define as the most important racially equitable **community outcomes** related to the issue? *(Response should be completed by department leadership in consultation with RSJI Executive Sponsor, Change Team Leads and Change Team. Resources on p.4)*

1b. Which racial equity **opportunity area(s)** will the issue primarily impact?

- |  |   |
|--|---|
| <input type="checkbox"/> Education             | <input type="checkbox"/> Criminal Justice |
| <input type="checkbox"/> Community Development | <input type="checkbox"/> Jobs             |
| <input type="checkbox"/> Health                | <input type="checkbox"/> Housing          |
| <input type="checkbox"/> Environment           |   |

1c. Are there impacts on:

- |   |   |
|---|---|
| <input type="checkbox"/> Contracting Equity | <input type="checkbox"/> Immigrant and Refugee Access to Services |
| <input type="checkbox"/> Workforce Equity   | <input type="checkbox"/> Inclusive Outreach and Public Engagement |

Please describe:

## Step 2. Involve stakeholders. Analyze data.

2a. Are there impacts on geographic areas?  Yes     No

Check all neighborhoods that apply *(see map on p.5)*:

- |  |   |  |
|--|---|--|
| <input type="checkbox"/> All Seattle neighborhoods | <input type="checkbox"/> Lake Union       | <input type="checkbox"/> East District                 |
| <input type="checkbox"/> Ballard                   | <input type="checkbox"/> Southwest        | <input type="checkbox"/> King County (outside Seattle) |
| <input type="checkbox"/> North                     | <input type="checkbox"/> Southeast        | <input type="checkbox"/> Outside King County           |
| <input type="checkbox"/> NE                        | <input type="checkbox"/> Delridge         | Please describe:                                       |
| <input type="checkbox"/> Central                   | <input type="checkbox"/> Greater Duwamish |  |

2b. What are the racial demographics of those living in the area or impacted by the issue?

*(See Stakeholder and Data Resources p. 5 and 6)*

2c. How have you involved community members and **stakeholders**? *(See p.5 for questions to ask community/staff at this point in the process to ensure their concerns and expertise are part of analysis.)*

**2d. What does data and your conversations with stakeholders tell you about existing racial inequities that influence people's lives and should be taken into consideration?** (See Data Resources on p.6. *King County Opportunity Maps* are good resource for information based on geography, race, and income.)

**2e. What are the root causes or factors creating these racial inequities?**

*Examples: Bias in process; Lack of access or barriers; Lack of racially inclusive engagement*

### Step 3. Determine Benefit and/or Burden.

Given what you have learned from data and from stakeholder involvement...

**3. How will the policy, initiative, program, or budget issue increase or decrease racial equity?** What are potential unintended consequences? What benefits may result? Are the impacts aligned with your department's community outcomes that were defined in Step 1.?

### Step 4. Advance Opportunity or Minimize Harm.

**4. How will you address the impacts (including unintended consequences) on racial equity?** What strategies address immediate impacts? What strategies address root causes of inequity listed in Q.6? How will you partner with stakeholders for long-term positive change? If impacts are not aligned with desired community outcomes, how will you re-align your work?

Program Strategies? \_\_\_\_\_

Policy Strategies? \_\_\_\_\_

Partnership Strategies? \_\_\_\_\_

### Step 5. Evaluate. Raise Racial Awareness. Be Accountable.

**5a. How will you evaluate and be accountable?** How will you evaluate and report impacts on racial equity over time? What is your goal and timeline for eliminating racial inequity? How will you retain stakeholder participation and ensure internal and public accountability? How will you raise awareness about racial inequity related to this issue?

**5b. What is unresolved?** What resources/partnerships do you still need to make changes?

### Step 6. Report Back.

Share analysis and report responses from Q.5a. and Q.5b. with Department Leadership and Change Team Leads and members involved in Step 1.

# Creating Effective Community Outcomes

**Outcome = the result that you seek to achieve through your actions.**

**Racially equitable community outcomes = the specific result you are seeking to achieve that advances racial equity in the community.**

When creating outcomes think about:

- What are the greatest opportunities for creating change in the next year?
- What strengths does the department have that it can build on?
- What challenges, if met, will help move the department closer to racial equity goals?

Keep in mind that the City is committed to creating racial equity in seven key opportunity areas: **Education, Community Development, Health, Criminal Justice, Jobs, Housing, and the Environment.**

**Examples of community outcomes that increase racial equity:**

OUTCOME	OPPORTUNITY AREA
Increase transit and pedestrian mobility options in communities of color.	Community Development
Decrease racial disparity in the unemployment rate.	Jobs
Ensure greater access to technology by communities of color.	Community Development, Education, Jobs
Improve access to community center programs for immigrants, refugees and communities of color.	Health, Community Development
Communities of color are represented in the City's outreach activities.	Education, Community Development, Health, Jobs, Housing, Criminal Justice, Environment
The racial diversity of the Seattle community is reflected in the City's workforce across positions.	Jobs
Access to City contracts for Minority Business Enterprises is increased.	Jobs
Decrease racial disparity in high school graduation rates	Education

**Additional Resources:**

- **RSJI Departmental Work Plan:** <http://inweb/rsji/departments.htm>
- **Department Performance Expectations:** <http://web1.seattle.gov/DPETS/DPETSWEbHome.aspx>
- **Mayoral Initiatives:** <http://www.seattle.gov/mayor/issues/>

# Identifying Stakeholders + Listening to Communities of Color

## Identify Stakeholders

Find out who are the **stakeholders** most affected by, concerned with, or have experience relating to the policy, program or initiative? Identify racial demographics of neighborhood or those impacted by issue. (See *District Profiles in the [Inclusive Outreach and Public Engagement Guide](#) or refer to U.S. Census information on p.7)*

## Once you have identified your stakeholders ....

### Involve them in the issue.

Describe how historically underrepresented community stakeholders can take a leadership role in this policy, program, initiative or budget issue.

### Listen to the community. Ask:

1. What do we need to know about this issue? How will the policy, program, initiative or budget issue burden or benefit the community? (*concerns, facts, potential impacts*)
2. What factors produce or perpetuate racial inequity related to this issue?
3. What are ways to minimize any negative impacts (harm to communities of color, increased racial disparities, etc) that may result? What opportunities exist for increasing racial equity?

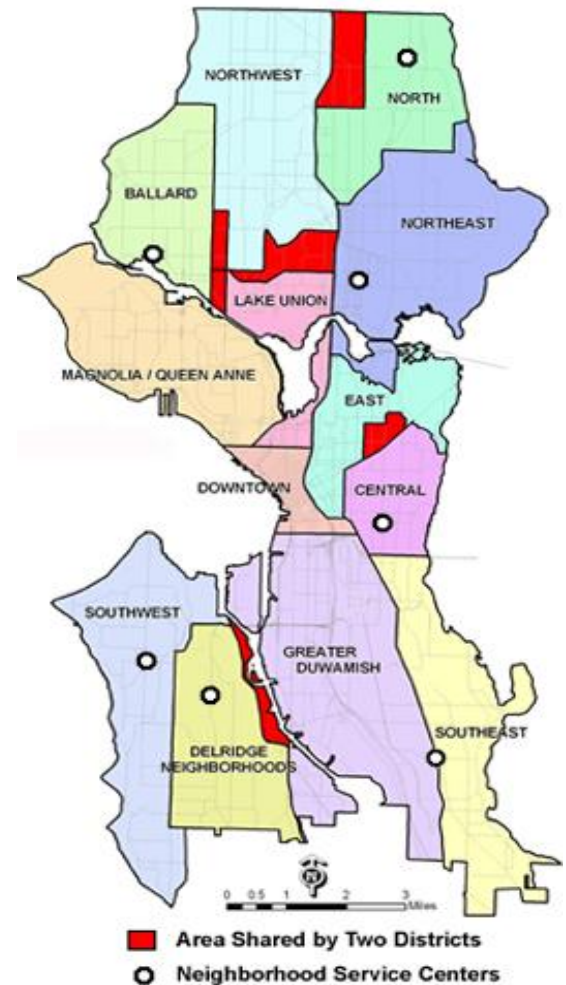
### Tip: Gather Community Input Through...

- Community meetings
- Focus groups
- Consulting with City commissions and advisory boards
- Consulting with Change Team

### Examples of what this step looks like in practice:

- A reduction of hours at a community center includes conversations with those who use the community center as well as staff who work there.
- Before implementing a new penalty fee, people from the demographic most represented in those fined are surveyed to learn the best ways to minimize negative impacts.

For resources on how to engage stakeholders in your work see the **Inclusive Outreach and Public Engagement Guide**: <http://inweb1/neighborhoods/outreachguide/>



# Data Resources

## City of Seattle Seattle's Population and Demographics at a Glance:

[http://www.seattle.gov/dpd/Research/Population\\_Demographics/Overview/default.asp](http://www.seattle.gov/dpd/Research/Population_Demographics/Overview/default.asp)

Website updated by the City Demographer. **Includes: Housing** Quarterly Permit Report • **Employment data** • 2010 Census data • **2006-2010 American Community Survey** • 2010 Census: Demographic highlights from the 2010 Census; Basic Population and Housing Characteristics Change from 1990, 2000, and 2010 – PDF report of counts of population by race, ethnicity and over/under 18 years of age as well as a total, occupied and vacant housing unit count; Three-page subject report – PDF report of detailed population, household and housing data • American Community Survey: **2010 5-year estimates and 2009 5-year estimates** • Census 2000 • Permit Information: Comprehensive Plan Housing Target Growth Report for Urban Centers and Villages; Citywide Residential Permit Report • Employment Information: Comprehensive Plan Employment Target Growth Report for Urban Centers and Villages; Citywide Employment 1995-2010 • The Greater Seattle Datasheet: a report by the Office of Intergovernmental Relations on many aspects of Seattle and its region.

**SDOT Census 2010 Demographic Maps** (by census blocks): Race, Age (under 18 and over 65) and Median Income [http://inweb/sdot/rsji\\_maps.htm](http://inweb/sdot/rsji_maps.htm)

## Seattle's Population & Demographics Related Links & Resources (From DPD website:

[http://www.seattle.gov/dpd/Research/Population\\_Demographics/Related\\_Links/default.asp](http://www.seattle.gov/dpd/Research/Population_Demographics/Related_Links/default.asp))

### Federal

- [American FactFinder](#): The U.S. Census Bureau's main site for online access to population, housing, economic, and geographic data.
- [Census 2000 Gateway](#): The U.S. Census Bureau's gateway to Census 2000 information.

### State

- [Washington Office of Financial Management](#): OFM is the official state agency that provides estimates, forecasts, and reports on the state's population, demographic characteristics, economy, and state revenues.

### Regional

- [Puget Sound Regional Council](#): PSRC is the regional growth management and transportation planning agency for the central Puget Sound region in Washington State.

### County

- [King County Census Viewer](#): A web-based application for viewing maps and tables of more than 100 community census data indicators for 77 defined places in King County.
- [King County Department of Development and Environmental Services](#): the growth management planning agency for King County.
- [Seattle & King County Public Health - Assessment, Policy Development, and Evaluation Unit](#): Provides health information and technical assistance, based on health assessment data
- [King County Opportunity Maps](#): A Study of the Region's Geography of Opportunity. Opportunity maps illustrate where opportunity rich communities exist, assess who has access to those neighborhoods, and help to understand what needs to be remedied in opportunity poor neighborhoods. Puget Sound Regional Council.

### City

- [The Greater Seattle Datasheet](#): A Seattle fact sheet courtesy of the City of Seattle's Office of Intergovernmental Relations.

### Other

- [Seattle Times Census 2000](#): articles, charts related to Census 2000 and the Seattle/Puget Sound region.

# Glossary

**Accountable-** Responsive to the needs and concerns of those most impacted by the issues you are working on, particularly to communities of color and those historically underrepresented in the civic process.

**Community outcomes-** The specific result you are seeking to achieve that advances racial equity.

**Contracting Equity-** Efforts to achieve equitable racial outcomes in the way the City spends resources, including goods and services, consultants and contracting.

**Immigrant and Refugee Access to Services-** Government services and resources are easily available and understandable to all Seattle residents, including non-native English speakers. Full and active participation of immigrant and refugee communities exists in Seattle's civic, economic and cultural life.

**Inclusive Outreach and Public Engagement-** Processes inclusive of people of diverse races, cultures, gender identities, sexual orientations and socio-economic status. Access to information, resources and civic processes so community members can effectively engage in the design and delivery of public services.

**Individual racism-** Pre-judgment, bias, stereotypes about an individual or group based on race. The impacts of racism on individuals including white people internalizing privilege and people of color internalizing oppression.

**Institutional racism-** Organizational programs, policies or procedures that work to the benefit of white people and to the detriment of people of color, usually unintentionally or inadvertently.

**Opportunity areas-** One of seven issue areas the City of Seattle is working on in partnership with the community to eliminate racial disparities and create racial equity. They include: Education, Health, Community Development, Criminal Justice, Jobs, Housing and the Environment.

**Racial equity-** When social, economic and political opportunities are not predicted based upon a person's race.

**Racial inequity-** When a person's race can predict their social, economic and political opportunities and outcomes.

**Stakeholders-** Those impacted by proposed policy, program or budget issue who have potential concerns or issue expertise. Examples might include: specific racial/ethnic groups, other institutions like Seattle Housing Authority, schools, community-based organizations, Change Teams, City employees, unions, etc.

**Structural racism -** The interplay of policies, practices and programs of multiple institutions which leads to adverse outcomes and conditions for communities of color compared to white communities that occurs within the context of racialized historical and cultural conditions.

**Workforce Equity-** Ensure the City's workforce diversity reflects the diversity of Seattle



## **Student Assignment and Projections Overview**

Seattle Public Schools elementary, middle, and high school students are initially assigned to a designated attendance area school based on where the student lives. Students may also apply to attend another school, for multiple reasons (for example: choice assignments, program eligibility, etc.).

Projections are the expected number of students, for a specific time period, based on historical information.

Five year projections are developed annually for Capital Projects and Planning to prepare for student enrollment changes within the district's building capacity. They do not include service schools, are not used for school budgeting, and they do not take into consideration changes in school program offerings. These projections help to inform that decision making.

This series of five year projections was modeled using October 2015-January 2016 enrollment data, with the 2016-17 school projections as the first year. Area attendance trends came from moderate ten-year resident projections, built in late 2015.

## **School Boundary Assumptions**

School boundaries were modeled using 2016-17 boundaries, with exceptions for Cedar Park, Loyal Heights, and Wing Luke Elementary Schools, Meany and Eagle Staff Middle Schools, which were modeled using the boundaries approved by the School Board in November 2013; and Lincoln High School which has been approximated from its historic boundary.

All new schools (Cedar Park, Meany, Eagle Staff and Lincoln) assume GeoSplits. GeoSplits occur when a new school opens to ensure that the new school has a viable population of students. The new school's boundaries will be developed from existing school boundaries in the surrounding neighborhoods- this means students who previously attended one attendance area school will be reassigned to their new attendance area school. Loyal Heights and Wing Luke, which are current schools, have boundary adjustments that align with their planned expansions. Grandfathered assignments as a result of 2017-18 boundary changes, and subsequent kindergarten roll-ups were assumed for Olympic View, Sacajawea, Viewlands, View Ridge, and Wedgwood.

In November 2016, the School Board will consider amendments to 2017-18 boundaries. Any changes to the approved boundaries from 2013, or the amendments included in these assumptions, would impact these projections. Among the proposed amendments are changes to the feeder pattern for Sanislo Elementary School. This document assumed Sanislo's middle school pathway school will become Denny International Middle School, beginning in 2017-18. These projections also assumed that the Sanislo attendance area will ultimately feed into Chief Sealth International High School- middle and high school boundaries in West Seattle have historically been aligned.

## **Program and Service Assumptions**

Program and service locations were modeled to continue current placement. Highly Capable Cohort (HCC) rates were calculated based on historic growth. Additionally, HCC students are typically assigned to their pathway school and thus were removed from the projections for their attendance area schools. Schools offering Spectrum (AL) have historically attracted students from outside of their attendance area. As a result of class size reductions, and the expansion of Advanced Learning programs at other attendance area schools, a reduction in Spectrum (AL) enrollment from outside attendance areas is expected at the following schools: Arbor Heights, B. F. Day, Broadview-Thomson K-8, Fairmount Park, Hawthorne, John Muir, Lafayette, Lawton, Lowell, View Ridge, Wedgwood, Whittier, and Wing Luke. Special Education (SpEd) rates assumed a continuation of current placement and assignment levels.

**Additional High School Assumptions:**

- High school projections included typical grade progression ratios and accounted for the rate of new students that are expected to participate in Full-Time Running Start.
- Lincoln High School is expected to open in 2019-20. The projections for Lincoln were calculated from an approximation of its historic boundary (including the 2015-16 attendance areas for Green Lake, B. F. Day, West Woodland, Daniel Bagley, and Greenwood Elementary Schools.) Its opening has the implication of reducing populations at Ballard and Roosevelt. Program and service locations were modeled to continue current placement. Program and service planning will begin for Lincoln High School in early 2017, which will influence future projections for Lincoln.
- In November 2016, the School Board will consider amendments to 2017-18 boundaries. Among the proposed amendments are changes to the feeder pattern for Sanislo Elementary School. This document assumed Sanislo's middle school pathway school will become Denny International Middle School, beginning in 2017-18. These projections also assumed that the Sanislo attendance area will ultimately feed into Chief Sealth International High School- middle and high school boundaries in West Seattle have historically been aligned.

Total 9-12 Enrollment							Projected Change, 2016-20
High Schools	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	
Ballard	1665	1797	1812	1866	1557	1556	-241
Center School	263	235	228	221	215	219	-16
Chief Sealth Intl	1147	1071	1141	1170	1290	1428	357
Cleveland STEM	834	833	827	848	848	848	15
Franklin	1290	1214	1278	1249	1274	1278	64
Garfield	1672	1721	1888	2011	2160	2404	683
Ingraham	1211	1288	1300	1305	1374	1345	57
Lincoln	-	-	-	-	880	991	991
Nathan Hale	1175	1140	1148	1104	1107	1136	-4
Nova	344	251	255	255	255	255	4
Rainier Beach	655	649	699	744	744	759	110
Roosevelt	1689	1713	1813	1891	1418	1487	-226
West Seattle HS	934	986	964	927	972	989	3
<b>Subtotal</b>	<b>12879</b>	<b>12898</b>	<b>13353</b>	<b>13591</b>	<b>14094</b>	<b>14695</b>	<b>1797</b>

**Additional Middle School Assumptions:**

- Meany and Eagle Staff Middle Schools are expected to open in 2017-18. The projections for these new schools were calculated through pathway enrollment from feeder schools, as approved by the School Board in November 2013. The opening of these sites has the implication of reducing populations at Hamilton and Whitman (for Eagle Staff) and Washington (for Meany).
- In November 2016, the School Board will consider amendments to 2017-18 boundaries. Among the proposed amendments are changes to the feeder pattern for Sanislo Elementary School. This document assumed Sanislo's middle school pathway school will become Denny International Middle School, beginning in 2017-18. These projections also assumed that the Sanislo attendance area will ultimately feed into Chief Sealth International High School- middle and high school boundaries in West Seattle have historically been aligned.

<b>Total 6-8 Enrollment (at Middle Schools)</b>							
<b>Middle Schools</b>	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	Projected Change, 2016-20
Aki Kurose	720	742	706	728	740	729	-13
Denny Intl	864	833	879	955	1035	1022	189
Eagle Staff	-	-	666	713	722	731	731
Eckstein	907	955	961	1032	1106	1094	139
Hamilton Intl	1098	1195	1031	1039	1044	1132	-63
Jane Addams	825	937	1019	1041	1149	1196	259
Madison	777	879	908	1053	1089	1116	237
McClure	554	561	550	590	564	573	12
Meany	-	-	493	547	582	574	574
Mercer Intl	1101	1197	1145	1186	1113	1114	-83
Washington	1079	1128	750	713	682	658	-470
Whitman	860	851	485	585	616	690	-161
<b>Subtotal</b>	<b>8785</b>	<b>9278</b>	<b>9593</b>	<b>10182</b>	<b>10442</b>	<b>10629</b>	<b>1351</b>

**Additional Elementary and K-8 School Assumptions:**

- Elementary schools within new middle school pathways were listed twice (once in the previous pathway and then in the new pathway after 2017).
- Thornton Creek Elementary School, beginning in fall 2016, is able to serve an additional class at each grade level in its new building. These projections assumed 4 Kindergarten cohorts rolling up in subsequent years.
- Cedar Park Elementary School is expected to open in 2017-18. Its projections were calculated by the boundaries approved by the School Board in November 2013, and current assignments at John Rogers and Olympic Hills Elementary Schools. Its opening has the implication of reducing populations at John Rogers and Olympic Hills. Revisions to Cedar Park’s boundaries are being considered by the School Board during November 2016.
- Kimball was assumed to continue in the Mercer pathway, which is a departure from the 2013 plan. This amendment, beginning in 2017-18, is still subject to School Board approval, but was recommended for due to additional physical capacity at Mercer and to minimize disruption to students.
- Madrona K-8 was assumed to become a K-5 elementary school, beginning in 2017-18. Middle school grade students were expected to be assigned to Meany, which would be their new pathway school. Madrona’s truncation will be considered by the School Board this winter.
- Boundary changes were approximated for Loyal Heights (new building opening in 2018) and Wing Luke (new building opening in 2020) Elementary Schools. Growth for these schools assumed cohort roll-ups from Kindergarten (and grandfathering for grades 1-5), taking portions of Adams and Whittier (for Loyal Heights), and portions of Maple and Van Asselt (for Wing Luke).

<b>Total K-8 Enrollment (in Service Areas)</b>							<b>Projected Change, 2016-20</b>
<b>Elementary/K-8 Schools</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	
<b>Aki Kurose Service Area</b>							
Dunlap	300	280	289	305	311	324	44
Emerson	314	316	351	373	405	436	120
Graham Hill	351	360	361	335	351	339	-21
Martin Luther King, Jr.	323	312	300	292	294	291	-21
Rainier View	236	229	255	269	305	329	100
South Shore PK-8	618	630	651	670	684	689	59
Wing Luke	361	348	325	315	292	308	-40
<b>Subtotal</b>	<b>2503</b>	<b>2475</b>	<b>2532</b>	<b>2559</b>	<b>2642</b>	<b>2716</b>	<b>241</b>
<b>Denny Service Area</b>							
Arbor Heights	408	428	427	421	410	408	-20
Concord Intl	401	369	379	380	371	349	-20
Highland Park	355	360	353	349	340	341	-19
Roxhill	305	305	331	350	349	353	48
Sanislo	-	-	280	261	261	249	249
STEM K-8	405	481	539	527	514	514	33
West Seattle ES	416	433	439	460	457	466	33
<b>Subtotal</b>	<b>2290</b>	<b>2376</b>	<b>2748</b>	<b>3048</b>	<b>2702</b>	<b>2680</b>	<b>304</b>
<b>Eagle Staff Service Area</b>							
Broadview-Thomson K-8	-	-	607	612	606	604	604

Seattle Public Schools Five Year School Projections (2016-2020)

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Cascadia	-	-	799	806	791	802	802
Daniel Bagley	-	-	426	424	421	416	416
Greenwood	-	-	338	314	316	308	308
Licton Springs K-8	-	-	156	153	155	155	155
Northgate	-	-	265	262	277	284	284
<b>Subtotal</b>	-	-	2594	2571	2566	2569	2569
<b>Eckstein Service Area</b>							
Bryant	592	592	588	567	573	562	-30
Laurelhurst	432	416	397	391	375	365	-51
Olympic View	453	484	476	455	434	403	-81
Sand Point	256	241	253	238	221	227	-14
Thornton Creek	415	445	485	536	565	590	145
View Ridge	591	570	534	509	460	438	-132
Wedgwood	482	486	472	441	397	370	-116
<b>Subtotal</b>	3221	3234	3205	3137	3025	2955	-279
<b>Hamilton Service Area</b>							
B. F. Day	285	290	293	338	377	399	109
Cascadia (at Lincoln)	753	770	-	-	-	-	-770
Green Lake	334	408	400	388	373	348	-60
John Stanford Intl	457	441	423	428	424	420	-21
McDonald Intl	453	473	468	458	428	422	-51
West Woodland	532	557	591	604	626	623	66
<b>Subtotal</b>	2814	2939	2175	2217	2228	2212	-727
<b>Jane Addams Service Area</b>							
Cedar Park	-	-	328	347	359	375	375
Hazel Wolf K-8	756	711	721	726	726	726	15
John Rogers	390	389	251	246	244	233	-156
Olympic Hills	294	325	197	237	276	326	1
Sacajawea	232	253	268	282	294	299	46
<b>Subtotal</b>	1672	1678	1765	1838	1899	1959	281
<b>Madison Service Area</b>							
Alki	413	395	375	351	326	279	-116
Fairmount Park	474	495	478	482	468	450	-45
Gatewood	430	416	415	424	427	422	6
Genesee Hill	643	676	726	730	725	730	54
Lafayette	480	472	446	429	434	447	-25
Pathfinder K-8	506	498	493	488	484	484	-14
Sanislo	273	275	-	-	-	-	-275
<b>Subtotal</b>	3219	3227	2933	2904	2864	2812	-415
<b>McClure Service Area</b>							
Catharine Blaine K-8	736	763	801	818	865	879	116
Coe	545	552	560	550	551	548	-4
John Hay	500	511	519	545	582	602	91
Lawton	426	446	513	553	595	641	195
Queen Anne	428	426	442	437	452	452	26
<b>Subtotal</b>	2635	2698	2835	2903	3045	3122	424

## Seattle Public Schools Five Year School Projections (2016-2020)

Last Updated: 10/19/2016

<b>Meany Service Area</b>							
Leschi	-	-	381	377	385	397	397
Lowell	-	-	349	385	413	439	439
Madrona	-	-	275	297	320	338	338
McGilvra	-	-	273	271	257	253	253
Montlake	-	-	259	263	260	258	258
Stevens	-	-	283	251	212	202	202
TOPS K-8	-	-	478	484	484	484	484
<b>Subtotal</b>	-	-	2298	2328	2331	2371	2371
<b>Mercer Service Area</b>							
Beacon Hill Intl	459	438	422	407	400	384	-54
Dearborn Park Intl	373	372	377	368	354	344	-28
Hawthorne	391	396	388	384	382	382	-14
Kimball	429	417	425	409	414	406	-11
Maple	480	490	508	522	536	519	29
Orca K-8	415	382	392	339	376	415	33
Van Asselt	511	476	484	480	493	490	14
<b>Subtotal</b>	3058	2971	2996	2909	2955	2940	-31
<b>Washington Service Area</b>							
Bailey Gatzert	295	297	284	274	264	253	-44
John Muir	396	402	387	393	416	414	12
Leschi	368	380	-	-	-	-	-380
Lowell	314	320	-	-	-	-	-320
Madrona K-8	289	315	-	-	-	-	-315
McGilvra	275	288	-	-	-	-	-288
Montlake	264	261	-	-	-	-	-261
Stevens	337	306	-	-	-	-	-306
Thurgood Marshall	528	548	509	478	455	431	-117
TOPS K-8	484	481	-	-	-	-	-481
<b>Subtotal</b>	3550	3598	1180	1145	1135	1098	-2500
<b>Whitman Service Area</b>							
Adams	544	554	555	552	553	544	-10
Broadview-Thomson K-8	612	631	-	-	-	-	-631
Daniel Bagley	432	435	-	-	-	-	-435
Greenwood	346	343	-	-	-	-	-343
Licton Springs K-8	138	149	-	-	-	-	-149
Loyal Heights	427	418	407	420	443	462	44
North Beach	293	313	332	332	362	357	44
Northgate	242	249	-	-	-	-	-249
Salmon Bay K-8	670	660	661	664	664	664	4
Viewlands	383	397	433	436	446	450	53
Whittier	469	471	463	406	383	357	-114
<b>Subtotal</b>	4556	4620	2851	2810	2851	2834	21
<b>Elementary/K-8 Subtotal</b>	29518	29816	30109	30068	30243	30268	452
<b>K-12 Total</b>	51182	51992	53055	53841	54779	55592	3600

6-8 Enrollment (at K-8 Schools)							Projected Change, 2016-20
K-8 Schools	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	
Aki Kurose Service Area							
South Shore PK-8	257	264	263	262	265	270	6
<b>Subtotal</b>	257	264	263	262	265	270	6
Denny Service Area							
STEM K-8	52	119	179	195	210	210	91
<b>Subtotal</b>	52	119	179	195	210	210	91
Eagle Staff Service Area							
Broadview-Thomson K-8	-	-	164	177	176	180	180
Licton Springs K-8	-	-	54	54	57	57	57
<b>Subtotal</b>	-	-	218	231	233	237	237
Jane Addams Service Area							
Hazel Wolf K-8	279	260	265	270	270	270	10
<b>Subtotal</b>	279	260	265	270	270	270	10
Madison Service Area							
Pathfinder K-8	172	179	180	180	180	180	1
<b>Subtotal</b>	172	179	180	180	180	180	1
McClure Service Area							
Catharine Blaine K-8	206	214	229	235	260	270	56
<b>Subtotal</b>	206	214	229	235	260	270	56
Meany Service Area							
TOPS K-8	-	-	180	180	180	180	180
<b>Subtotal</b>	-	-	180	180	180	180	180
Mercer Service Area							
Orca K-8	126	90	88	35	72	111	21
<b>Subtotal</b>	126	90	88	35	72	111	21
Washington Service Area							
Madrona K-8	77	66	-	-	-	-	-66
TOPS K-8	167	178	-	-	-	-	-178
<b>Subtotal</b>	244	244	-	-	-	-	-248
Whitman Service Area							
Broadview-Thomson K-8	195	199	-	-	-	-	-199
Licton Springs K-8	39	47	-	-	-	-	-47
Salmon Bay K-8	352	353	357	360	360	360	7
<b>Subtotal</b>	586	599	357	360	360	360	-239
<b>K-8 Totals</b>	1922	1969	1959	1948	2030	2088	119
<b>Total</b>	1922	1969	1959	1948	2030	2088	119

K-5 Enrollment (in Service Areas)							Projected Change, 2016-20
Elementary/K-8 Schools	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	
<b>Aki Kurose Service Area</b>							
Dunlap	300	280	289	305	311	324	44
Emerson	314	316	351	373	405	436	120
Graham Hill	351	360	361	335	351	339	-21
Martin Luther King, Jr.	323	312	300	292	294	291	-21
Rainier View	236	229	255	269	305	329	100
South Shore PK-8	361	366	388	408	419	419	53
Wing Luke	361	348	325	315	292	308	-40
<b>Subtotal</b>	<b>2246</b>	<b>2211</b>	<b>2269</b>	<b>2297</b>	<b>2377</b>	<b>2446</b>	<b>235</b>
<b>Denny Service Area</b>							
Arbor Heights	408	428	427	421	410	408	-20
Concord Intl	401	369	379	380	371	349	-20
Highland Park	355	360	353	349	340	341	-19
Roxhill	305	305	331	350	349	353	48
Sanislo	-	-	280	261	261	249	249
STEM K-8	353	362	360	332	304	304	-58
West Seattle ES	416	433	439	460	457	466	33
<b>Subtotal</b>	<b>2238</b>	<b>2257</b>	<b>2569</b>	<b>2553</b>	<b>2492</b>	<b>2470</b>	<b>213</b>
<b>Eagle Staff Service Area</b>							
Broadview-Thomson K-8	-	-	443	435	430	424	424
Daniel Bagley	-	-	426	424	421	416	416
Greenwood	-	-	338	314	316	308	308
Licton Springs K-8	-	-	102	99	98	98	98
Northgate	-	-	265	262	277	284	284
<b>Subtotal</b>	<b>-</b>	<b>-</b>	<b>1574</b>	<b>1534</b>	<b>1542</b>	<b>1530</b>	<b>1530</b>
<b>Eckstein Service Area</b>							
Bryant	592	592	588	567	573	562	-30
Laurelhurst	432	416	397	391	375	365	-51
Olympic View	453	484	476	455	434	403	-81
Sand Point	256	241	253	238	221	227	-14
Thornton Creek	415	445	485	536	565	590	145
View Ridge	591	570	534	509	460	438	-132
Wedgwood	482	486	472	441	397	370	-116
<b>Subtotal</b>	<b>3221</b>	<b>3234</b>	<b>3205</b>	<b>3137</b>	<b>3025</b>	<b>2955</b>	<b>-279</b>
<b>Hamilton Service Area</b>							
B. F. Day	285	290	293	338	377	399	109
Cascadia (at Lincoln)	753	770	-	-	-	-	-770
Cascadia	-	-	799	806	791	802	802
Green Lake	334	408	400	388	373	348	-60
John Stanford Intl	457	441	423	428	424	420	-21
McDonald Intl	453	473	468	458	428	422	-51



## Seattle Public Schools Five Year School Projections (2016-2020)

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West Woodland	532	557	591	604	626	623	66
<b>Subtotal</b>	<b>2814</b>	<b>2939</b>	<b>2974</b>	<b>3022</b>	<b>3019</b>	<b>3014</b>	<b>75</b>
<b>Jane Addams Service Area</b>							
Cedar Park	-	-	328	347	359	375	375
Hazel Wolf K-8	477	451	456	456	456	456	5
John Rogers	390	389	251	246	244	233	-156
Olympic Hills	294	325	197	237	276	326	1
Sacajawea	232	253	268	282	294	299	46
<b>Subtotal</b>	<b>1393</b>	<b>1418</b>	<b>1500</b>	<b>1568</b>	<b>1629</b>	<b>1689</b>	<b>271</b>
<b>Madison Service Area</b>							
Alki	413	395	375	351	326	279	-116
Fairmount Park	474	495	478	482	468	450	-45
Gatewood	430	416	415	424	427	422	6
Genesee Hill	643	676	726	730	725	730	54
Lafayette	480	472	446	429	434	447	-25
Pathfinder K-8	334	319	313	308	304	304	-15
Sanislo	273	275	-	-	-	-	-275
<b>Subtotal</b>	<b>3047</b>	<b>3048</b>	<b>2753</b>	<b>2724</b>	<b>2720</b>	<b>2632</b>	<b>-416</b>
<b>McClure Service Area</b>							
Catharine Blaine K-8	530	549	572	583	605	609	60
Coe	545	552	560	550	551	548	-4
John Hay	500	511	519	545	582	602	91
Lawton	426	446	513	553	595	641	195
Queen Anne	428	426	442	437	452	452	26
<b>Subtotal</b>	<b>2429</b>	<b>2484</b>	<b>2606</b>	<b>2668</b>	<b>2785</b>	<b>2852</b>	<b>368</b>
<b>Meany Service Area</b>							
Leschi	-	-	381	377	385	397	397
Lowell	-	-	349	385	413	439	439
Madrona K-8	-	-	275	297	320	338	338
McGilvra	-	-	273	271	257	253	253
Montlake	-	-	259	263	260	258	258
Stevens	-	-	283	251	212	202	202
TOPS K-8	-	-	298	304	304	304	304
<b>Subtotal</b>	<b>-</b>	<b>-</b>	<b>2118</b>	<b>2148</b>	<b>2151</b>	<b>2191</b>	<b>2191</b>
<b>Mercer Service Area</b>							
Beacon Hill Intl	459	438	422	407	400	384	-54
Dearborn Park Intl	373	372	377	368	354	344	-28
Hawthorne	391	396	388	384	382	382	-14
Kimball	429	417	425	409	414	406	-11
Maple	480	490	508	522	536	519	29
Orca K-8	289	292	304	304	304	304	12
Van Asselt	511	476	484	480	493	490	14
<b>Subtotal</b>	<b>2932</b>	<b>2881</b>	<b>2908</b>	<b>2874</b>	<b>2883</b>	<b>2829</b>	<b>-52</b>
<b>Washington Service Area</b>							
Bailey Gatzert	295	297	284	274	264	253	-44

Seattle Public Schools Five Year School Projections (2016-2020)

Last Updated: 10/19/2016

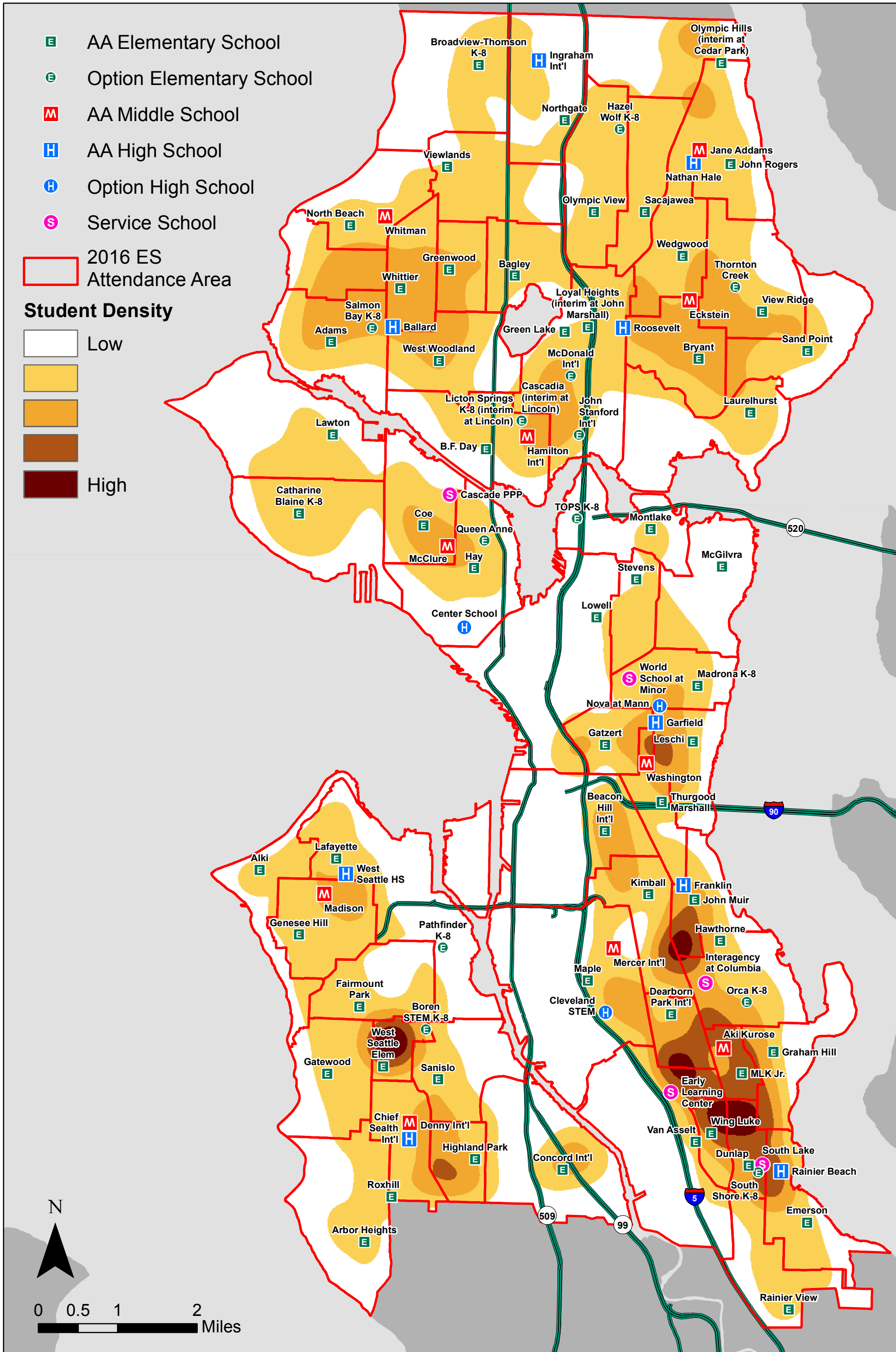
John Muir	396	402	387	393	416	414	12
Leschi	368	380	-	-	-	-	-380
Lowell	314	320	-	-	-	-	-320
Madrona K-8	212	249	-	-	-	-	-249
McGilvra	275	288	-	-	-	-	-288
Montlake	264	261	-	-	-	-	-261
Stevens	337	306	-	-	-	-	-306
Thurgood Marshall	528	548	509	478	455	431	-117
TOPS K-8	317	303	-	-	-	-	-303
<b>Subtotal</b>	<b>3306</b>	<b>3354</b>	<b>1180</b>	<b>1145</b>	<b>1135</b>	<b>1098</b>	<b>-2256</b>
<b>Whitman Service Area</b>							
Adams	544	554	555	552	553	544	-10
Broadview-Thomson K-8	417	432	-	-	-	-	-432
Daniel Bagley	432	435	-	-	-	-	-435
Greenwood	346	343	-	-	-	-	-343
Licton Springs K-8	99	102	-	-	-	-	-102
Loyal Heights	427	418	407	420	443	462	44
North Beach	293	313	332	332	362	357	44
Northgate	242	249	-	-	-	-	-249
Salmon Bay K-8	318	307	304	304	304	304	-3
Viewlands	383	397	433	436	446	450	53
Whittier	469	471	463	406	383	357	-114
<b>Subtotal</b>	<b>3970</b>	<b>4021</b>	<b>2494</b>	<b>2450</b>	<b>2491</b>	<b>2474</b>	<b>14</b>
<b>Elementary/K-8 Totals</b>	<b>27596</b>	<b>27847</b>	<b>28150</b>	<b>28120</b>	<b>28213</b>	<b>28180</b>	<b>333</b>
<b>Total</b>	<b>27596</b>	<b>27847</b>	<b>28150</b>	<b>28120</b>	<b>28213</b>	<b>28180</b>	<b>333</b>

**HCC Assumptions:**

- Program locations were modeled to continue current placement. Highly Capable Cohort (HCC) rates were calculated based on historic growth. Additionally, HCC students are typically assigned to their pathway school and thus were removed from the projections for their attendance area schools.
- Madison was assumed to draw all West Seattle HCC students (within the Madison and Denny service areas) from Washington. Fairmount Park was assumed to draw all West Seattle HCC students (within the Madison and Denny service areas) from Thurgood Marshall.
- Eagle Staff was assumed to draw HCC students within the Whitman and Eagle Staff service areas from Hamilton. Hamilton was assumed to serve HCC students within the McClure and Hamilton service areas.
- Ingraham was assumed to draw no more than 90 HCC 9<sup>th</sup> grade students, until additional capacity comes online in 2019.

**HCC Enrollment**

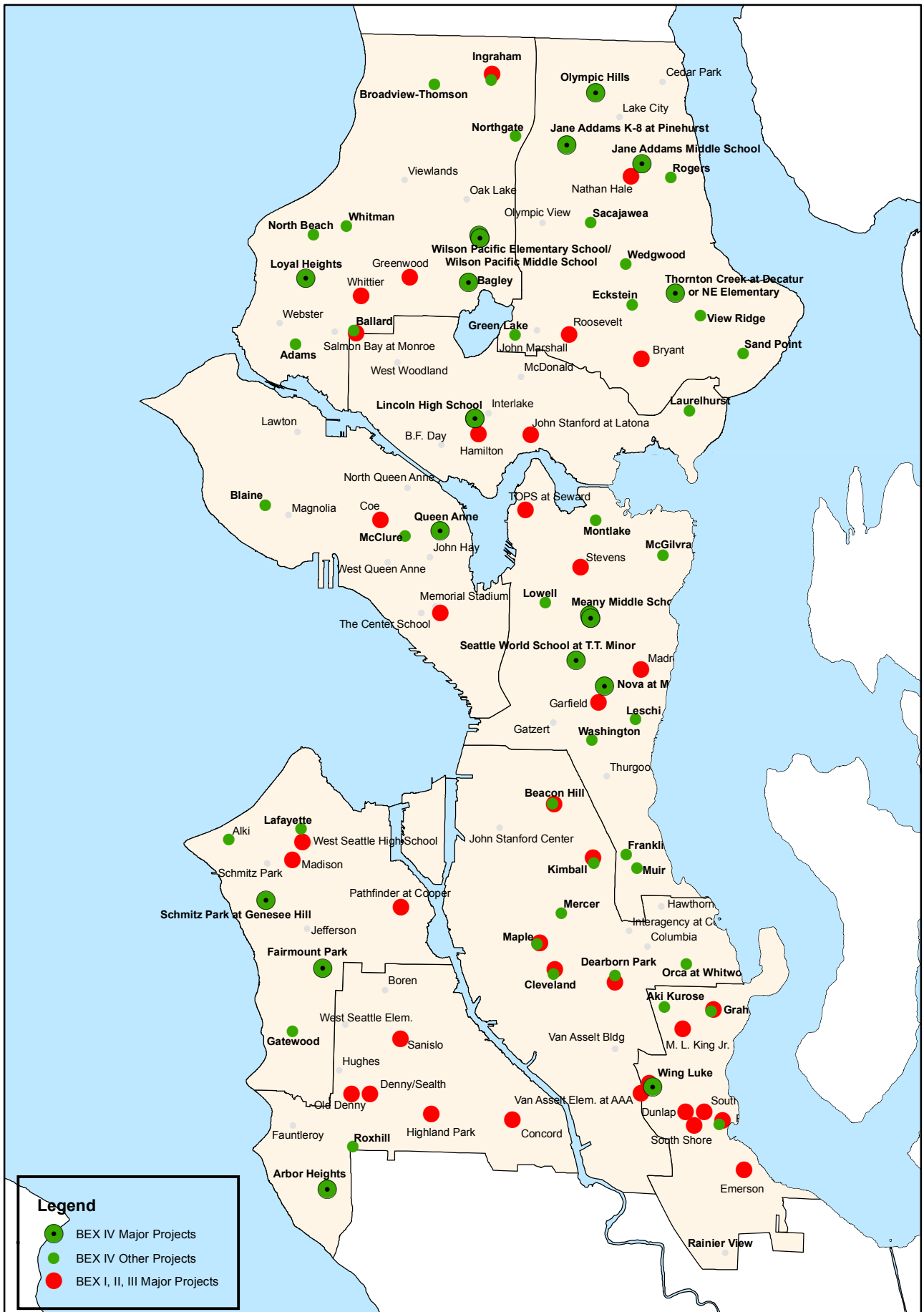
<b>High Schools</b>	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	Projected Change, 2016-20
Garfield	508	585	752	914	1101	1348	763
Ingraham	283	351	363	363	393	398	47
<b>Subtotal</b>	<b>791</b>	<b>936</b>	<b>1115</b>	<b>1277</b>	<b>1494</b>	<b>1746</b>	<b>810</b>
<b>Middle Schools</b>	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	
Eagle Staff	-	-	296	329	353	376	376
Hamilton	552	624	379	409	436	469	-155
Jane Addams	285	324	360	399	454	461	137
Madison	-	40	112	189	235	247	207
Washington	340	380	406	430	420	400	20
<b>Subtotal</b>	<b>1177</b>	<b>1368</b>	<b>1553</b>	<b>1756</b>	<b>1898</b>	<b>1953</b>	<b>585</b>
<b>Elementary/K-8 Schools</b>	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	
<b>Hamilton Service Area</b>							
Cascadia (at Lincoln)	753	770	-	-	-	-	-770
Cascadia	-	-	799	806	791	802	802
<b>Subtotal</b>	<b>753</b>	<b>770</b>	<b>799</b>	<b>806</b>	<b>791</b>	<b>802</b>	<b>32</b>
<b>Madison Service Area</b>							
Fairmount Park	163	151	173	169	173	175	24
<b>Subtotal</b>	<b>163</b>	<b>151</b>	<b>173</b>	<b>169</b>	<b>173</b>	<b>175</b>	<b>24</b>
<b>Washington Service Area</b>							
Thurgood Marshall	320	321	283	255	253	241	-80
<b>Subtotal</b>	<b>320</b>	<b>321</b>	<b>283</b>	<b>255</b>	<b>253</b>	<b>241</b>	<b>-80</b>
<b>Elementary/K-8 Totals</b>	<b>1236</b>	<b>1242</b>	<b>1255</b>	<b>1230</b>	<b>1217</b>	<b>1218</b>	<b>-24</b>
<b>Total</b>	<b>3204</b>	<b>3546</b>	<b>3923</b>	<b>4263</b>	<b>4609</b>	<b>4917</b>	<b>1371</b>



The names on this map are not intended to reflect the official name of any school building. They are instead intended to ensure better public understanding based upon familiar reference, particularly in situations where program and school building names differ. This information has been compiled by SPS staff from a variety of sources and is subject to change without notice. SPS makes no representations or warranties, expressed or implied, as to accuracy, completeness, timeliness, or rights to the use of such information. SPS shall not be liable for any general, special, indirect, incidental, or consequential damages including, but not limited to, lost revenues or lost profits resulting from the use or misuse of the information contained on this map. Any sale of this map or information on this map is prohibited. MapFile: K12\_20160909



# Building Excellence Capital Program Sites



**SEATTLE PUBLIC SCHOOLS  
BUILDING EXCELLENCE PROGRAM V (BEX V) CAPITAL LEVY  
PRELIMINARY PROJECT SUMMARY SHEET**

**BEX V PROPOSED BUILDING PROJECTS****CAPACITY PROJECTS**

June 2017 \$

## Elementary Schools

- R Alki Elementary School (+550 Students)
- R Kimball Elementary School
- R Lafayette Elementary School
- M/A McGilvra Elementary School
- M/A Monroe (Salmon Bay K-8) Elementary School
- M/A Montlake Elementary School
- R North Beach Elementary School
- R Northgate Elementary School
- R Rogers Elementary School
- R Roxhill Elementary School
- R Sacajawea Elementary School
- R Schmitz Park Elementary School

**Total Middle Schools**

## Middle Schools

- R Mercer Middle School (1,100 Students, 0 Added Capacity)
- R Washington Middle School (1,100 Students, 0 Added Capacity)
- R Whitman Middle School (1,100 Students, 0 Added Capacity)

**Total Middle Schools**

## High Schools

- N New Downtown High School w/Stadium
- M Ranier Beach High School



**Total High Schools**

## Short and Intermediate Capacity Management

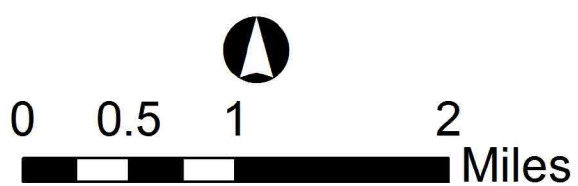
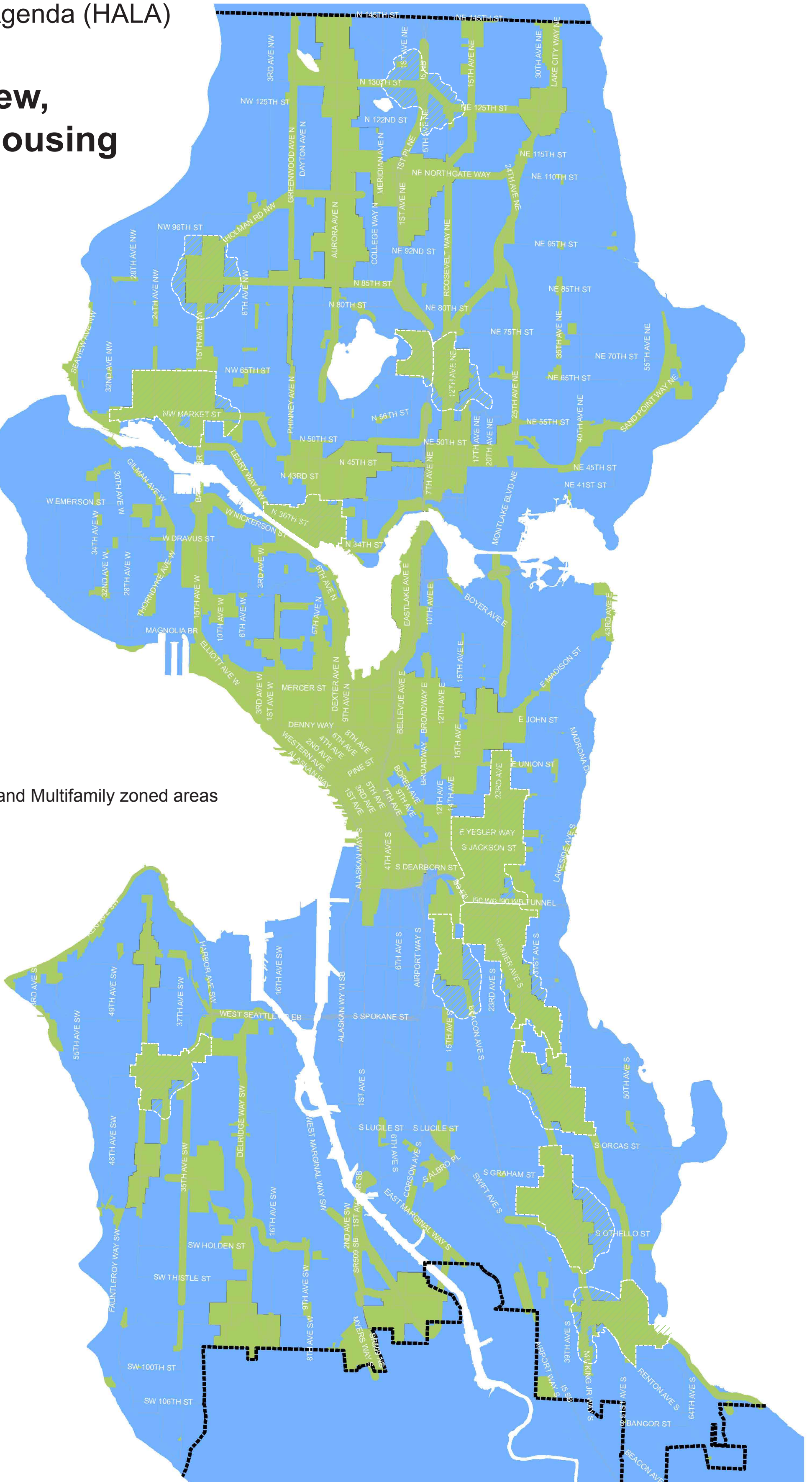
**TOTAL CAPACITY PROJECTS****PROPERTY ACQUISITION**

# Housing Affordability & Livability Agenda (HALA)

## Proposed Areas With New, Mandatory Affordable Housing

-  Green: Proposed zoning change. 16% of citywide land\*
  - Urban Villages
  - Downtown, Commercial, Seattle Mixed, and Multifamily zoned areas
  - Areas along major arterials
-  Blue: No proposed upzones. 83% of citywide land\*
  - Most Single Family areas
  - Major Institutions
  - Industrial areas
  - Parks and open space
-  Hatch: Possible Urban Village expansion. 1% of citywide land\*

\* Parcel acres not including right of ways. Planning level estimations bases on available information.





PETER STEINBRUECK

# SSNAP REPORT 2014

SEATTLE SUSTAINABLE NEIGHBORHOODS ASSESSMENT PROJECT

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Diane Sugimura, Director  
Department of Planning and Development  
700 5th Avenue, Suite 2000  
Seattle, WA 98124

September 26, 2014

Dear Director Sugimura,

Pursuant to DPD contract No. DC14U005, I am pleased to provide you with the Seattle Sustainable Neighborhoods Project (SSNAP) report. Research for the SSNAP report was conducted by the Steinbrueck Urban Strategies project team during the period March 1, 2014 to August 31, 2014.

It has been said, "We don't measure what really matters." The SSNAP project is a data driven study of the 20 year, 1994-2014 Comprehensive Plan to measure results and achievements of the plan through the lens of the city's Urban Village Strategy. The strategy was adopted in the benchmark year 1994 as the planning framework for directing urban growth and public investment into 32 designated urban villages. We find that the strategy has been largely successful in channeling most of the city's jobs and housing growth into designated urban villages. As a pilot study, the SSNAP project examined 10 representative urban villages distributed throughout the city, ranging in scale from the Downtown urban center to Rainier Beach residential urban village.

A number of cities in the U.S. use citywide and regional data as a means to benchmark and track results of urban policy and public investment over time, and more generally to inform community members on progress. What is unique about the SSNAP study is that it measures outcomes at the subarea/neighborhood level through a series of 22 sustainability indicators, which in many cases reveal wide disparities in outcomes between Seattle's neighborhoods and citywide averaged results. These findings are detailed in the report, along with analysis of each indicator and recommendations for the future. One of the biggest challenges encountered in the study was in the data collection process itself—including inconsistencies in tracking, data years, spatial parameters, lack of transparency, and lack of public access. Open data systems are essential to transparency, public accountability and innovation.

The SSNAP methodology, which uses a durable set of neighborhood level indicators, can be a powerful tool for policy makers and planners in charting a more equitable, prosperous and sustainable future. We hope you will find this report informative and its recommendations useful to the city's current planning effort, Seattle 2035, for successfully accommodating growth over the next 20 years.

Thank you for making this study possible.

Sincerely,

A handwritten signature in blue ink that reads "Peter Steinbrueck". The signature is fluid and cursive, with a small blue dot above the letter 'i' in "Steinbrueck".

Peter Steinbrueck, FAIA

## ACKNOWLEDGEMENTS

The SSNAP team gratefully acknowledges and thanks the City of Seattle Mayor's Office and Department of Planning and Development for providing direction, support, and resources that made this project possible. The SSNAP team would also like to thank the Department of Neighborhoods, Seattle City Light, Seattle Department of Transportation, Seattle Public Utilities, City of Seattle Budget Office, Office of Arts and Culture, Office for Education, Seattle Parks and Recreation, Seattle Police Department, Seattle Public Schools, King County Metro, Public Health Seattle and King County, Puget Sound Regional Council, Washington Employment Security Department, Washington Office of Superintendent of Public Instruction, Washington State Farmers Market Association, Pike Place Market Preservation and Development Authority, Neighborhood Farmers Market Alliance, Seattle Farmers Market Association, and the University of Washington Urban Ecology Research Laboratory for providing data and assistance through the course of the project. Without the support of these agencies, organizations, and their staff, this project would not have been possible.

### **A Special Thanks to the Following Individuals:**

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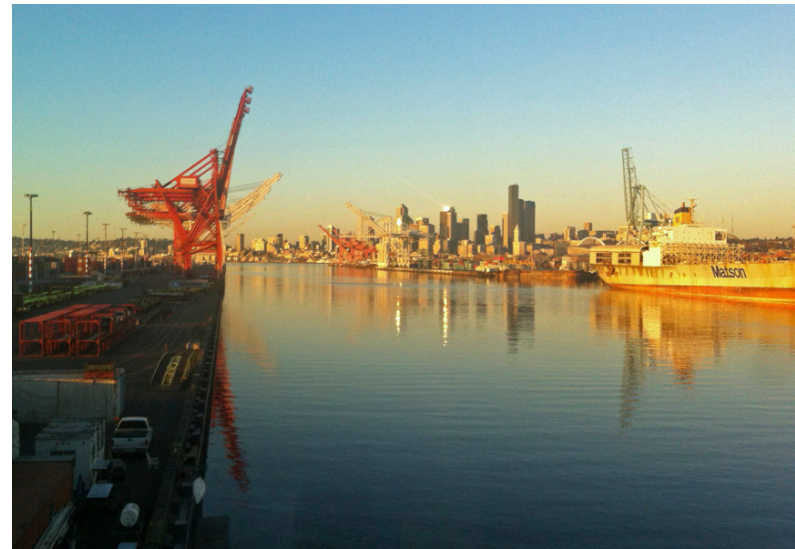
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# REPORT SUMMARY

**“We don’t measure what really matters.” – Robert Kennedy**

“Seattle’s unique neighborhoods are what make our city great. Neighborhoods experiencing rapid growth and change should have access to the tools to plan for it, and the resources and amenities necessary to support it.” – Mayor Ed Murray

Neighborhoods are the building blocks of great cities, providing a connection to people and place most intimately linked to day to day life. The concept of urban sustainability has emerged as a strategic vision for enhancing the cities in which we live. The evolution of neighborhood level data collection, engagement, and planning signifies an opportunity to inform and refine the way cities approach planning and development.

The Seattle Sustainable Neighborhoods Assessment Project (SSNAP) is a data driven pilot study to measure local trends, and to assess achievements and results of Seattle’s 1994-2014, 20-year Comprehensive Plan: Toward a Sustainable Seattle, and the city’s Urban Village Strategy for guiding growth. This project seeks to answer the following questions that contribute to the emerging community conversations about the relationship between neighborhoods and cities in the context of urban planning and sustainability:

**1) What is the role of neighborhoods in advancing urban sustainability?**

**2) How can neighborhood sustainability indicators inform comprehensive city planning?**

**3) With much more urban growth on the horizon, how can the city best plan for and accommodate future growth in a way that is just, equitable, healthy, prosperous, and sustainable?**

The Urban Village Strategy intends to direct housing and employment growth into 30 designated urban villages throughout the city.

## PURPOSE AND PROCESS

1. Evaluate the achievements of the 1994 – 2014 Seattle Comprehensive Plan and Urban Village Strategy
2. Develop a durable methodology to measure quality of life, sustainability, and growth of Seattle’s neighborhood based urban villages through a set of key indicators organized into four groups
3. Test the methodology by collecting empirical data from 10 urban village study areas that provide a representative sampling of the city
4. Assess urban village performance achievements and areas for improvement
5. Evaluate best practices for refining and advancing neighborhood and citywide planning, data collection systems, and sustainability indicators

## SSNAP SUSTAINABILITY INDICATOR OUTCOME GROUPS




- A. Resource Use and Conservation
- B. Healthy Communities
- C. Open Space and Development
- D. Shared Prosperity and Opportunity

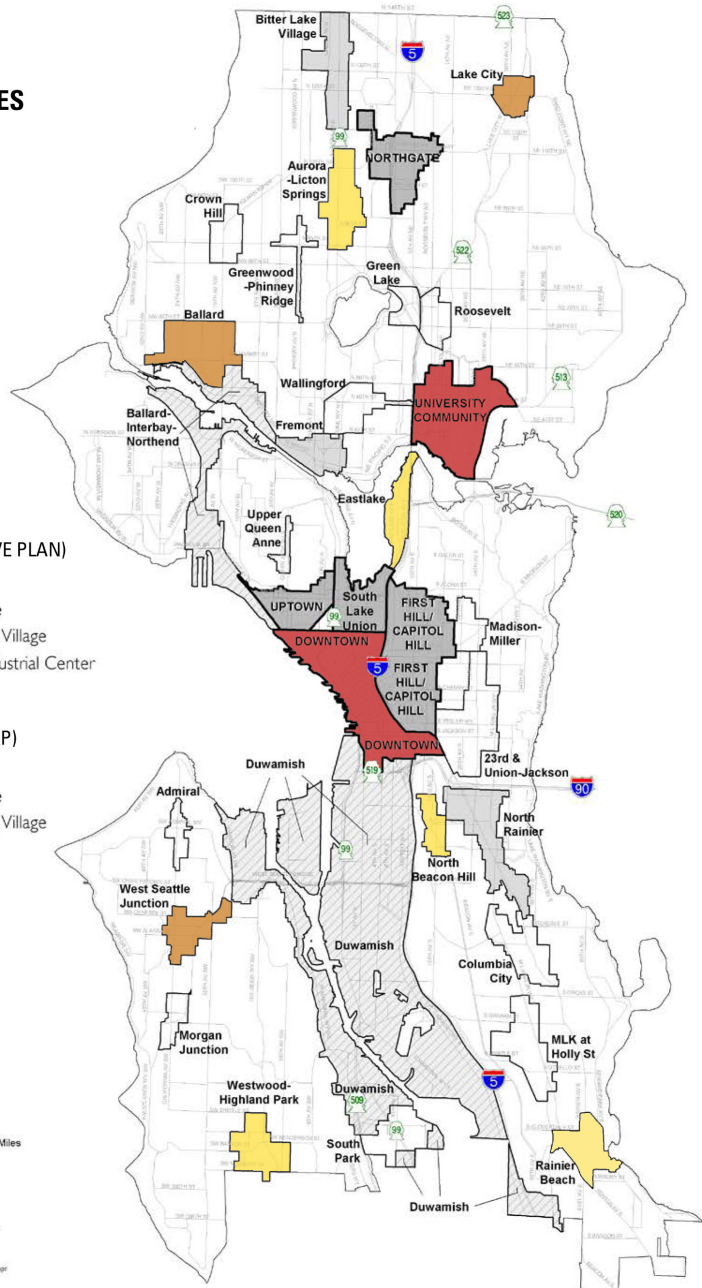
## SEATTLE URBAN VILLAGES

### URBAN VILLAGES (1994 COMPREHENSIVE PLAN)

-  Urban Center
-  Hub Urban Village
-  Residential Urban Village
-  Manufacturing/Industrial Center

### URBAN VILLAGES (SELECTED FOR SSNAP)

-  Urban Center
-  Hub Urban Village
-  Residential Urban Village



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## ACHIEVEMENTS OF THE 1994 – 2014 SEATTLE COMPREHENSIVE PLAN: Toward a Sustainable Seattle

### Planning for Growth

- The Urban Village Strategy is working - the plan's highest achievement: between 1994-2014, 75% of Seattle's total residential and employment growth has been directed into targeted urban villages through intentional city planning, as intended.
- The transportation system continues to evolve toward a seamless multi-modal system by providing alternatives that reduce car dependence. With significant increases in transit ridership in nearly all urban villages, the system is working to accommodate growth by helping to decrease car dependency.
- Environmental Stewardship as reflected through strong conservation programs is working successfully to nurture the city's natural environment, reduce landfill waste, and curtail consumption of energy and water.

### OPPORTUNITIES FOR IMPROVEMENT

- Social equity has not been achieved throughout the city. Seattle is not meeting primary goals for housing affordability across all urban villages, and some city neighborhoods are under-represented in opportunity, education, arts, incomes, and shared prosperity.
- Total 20-year employment growth was significantly less by over 74,000 jobs than projected, and more than half of the city's residents work outside of Seattle, creating a jobs/housing imbalance and an increased transportation burden.
- City investment in urban villages receiving disproportionate share of urban growth has been uneven, lacking strategic focus.

# SSNAP NEIGHBORHOOD SUSTAINABILITY INDICATORS

## INDICATORS

1. Transit Ridership
2. Vehicle Traffic Screenline Counts
3. Residential Energy Use
4. Residential Water Use
5. Municipal Landfill Waste
6. Historic Landmarks

### A. RESOURCES USE AND CONSERVATION

The six indicators in this group address a fundamental element of environmental stewardship—using resources more efficiently. Each indicator expresses an environmental resource impacted by neighborhoods and growth.

## INDICATOR FINDINGS

- Metro Transit Ridership, as measured by annual weekday bus boardings, is working to accommodate growth by helping to decrease car dependency. With a volume of riders now exceeding 300,000 per day in Seattle, it is a lifeline to Seattle’s transportation and mobility system. Eight of the 10 urban village study areas saw a significant increase in average weekday boardings per person per acre between 1994 and 2014, particularly in urban villages with highest growth, except for Downtown.
- Traffic Counts at arterials within or near most of the urban villages show traffic volumes within acceptable limits of volume to capacity. The exceptions are the city’s high through traffic corridors, including Aurora-Licton Springs, Downtown, and the University Community, where peak hour traffic volumes reveal heavy congestion close to or exceeding capacity.
- Residential Energy Use per capita decreased by 17% from 1993 to 2010.
- Residential Water Consumption per capita long-term trend shows an overall decrease across 8 of the 10 urban village study areas.

- Residential Landfill Waste citywide per capita has decreased from annual .27 tons per capita in 1990 to .19 tons per capita in 2010, a 42% reduction in solid waste.
- Designated Historic Landmarks in Seattle have increased by 180 historic landmarks over the past 20 years (from 166 in 1994 to 346 in 2014). Landmarks are unevenly distributed throughout the SSNAP urban village study areas. The Downtown Urban Center has the highest concentration of landmarks (84) representing approximately 24% of the citywide total.

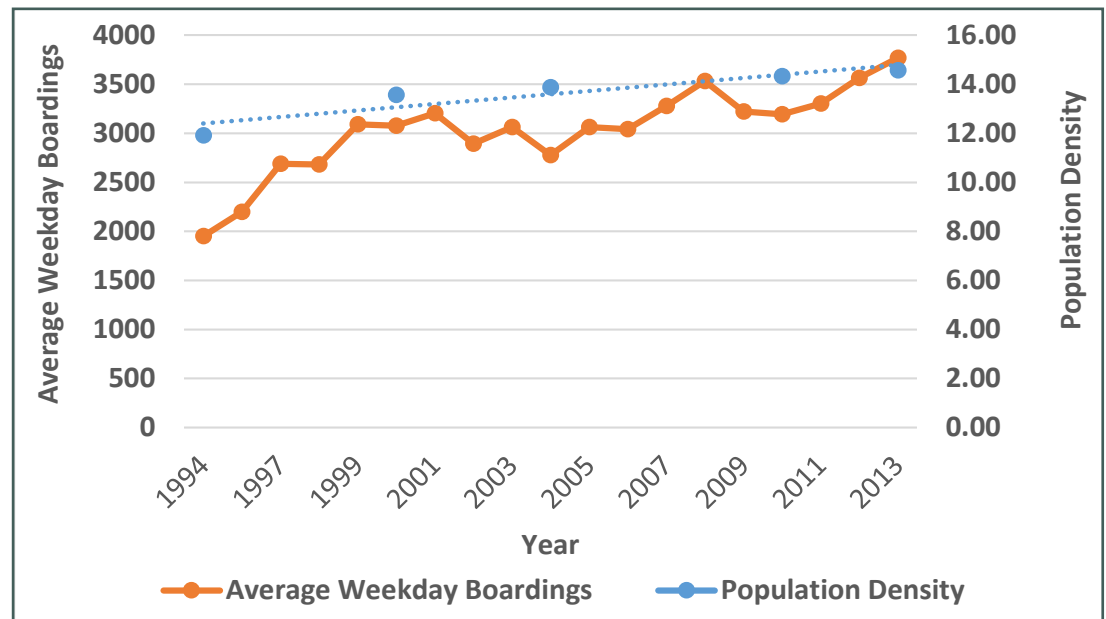


Figure 1. Average weekday boardings (1994-2013) and population density (1994-2013) for the Rainier Beach residential urban village

## B. HEALTHY COMMUNITIES

The six indicators in this group work together to encapsulate vital elements of a healthy community; safety, social cohesion, cultural experience, access to wholesome food, safety, health and wellbeing.

### INDICATORS

1. 911 Crime Related Calls
2. Arts and Culture Access
3. Farmers Markets
4. Community Gardens
5. Low Birth Weight
6. Life Expectancy

## INDICATOR FINDINGS

- 911 Crime Related Calls (vice, violent, and property related) per 1,000 residents were down by varying numbers in every urban village between the period 1994 -2014. In 2013, numbers of calls were highest in Downtown, Rainier Beach, and Aurora-Licton Springs, and lowest in Ballard and West Seattle Junction.
- Arts and Culture Access is unevenly distributed between urban villages, with Downtown providing by far the highest number of venues and public opportunities to experience arts and culture.
- Farmers Markets are increasingly popular, and expanding throughout the city. The farmers markets within the urban village study areas include approximately 460 farmers and vendors across 7 market locations, significant growth in number and variety of goods offered since 1994.
- P-Patch Community Gardens are in high demand everywhere, and in limited supply. The Department of Neighborhoods community gardens within the urban village study areas include approximately 4 acres and 315 plots, with an average wait time of almost 2 years.
- Low Birth Weight disparities are surprisingly high, irregular between urban villages, and with a worrisome upward trend upward in many of the urban villages. The two urban villages with the greatest increases in frequency of low birth weight between 1998 and 2012 were Lake City (3.7% to 5.96%, with a peak of 8% in 2005) and Ballard (4.4% to 7.5%, increasing steadily).
- Life Expectancy at birth has increased in all of the urban villages since 1999-2001, dramatically in some areas, including Downtown and Rainier Beach. Less positive, in 2010-2012 Life Expectancy varied by as much as five years between urban villages, with Eastlake highest, at 84.8 years, and Downtown the lowest at 79 years.

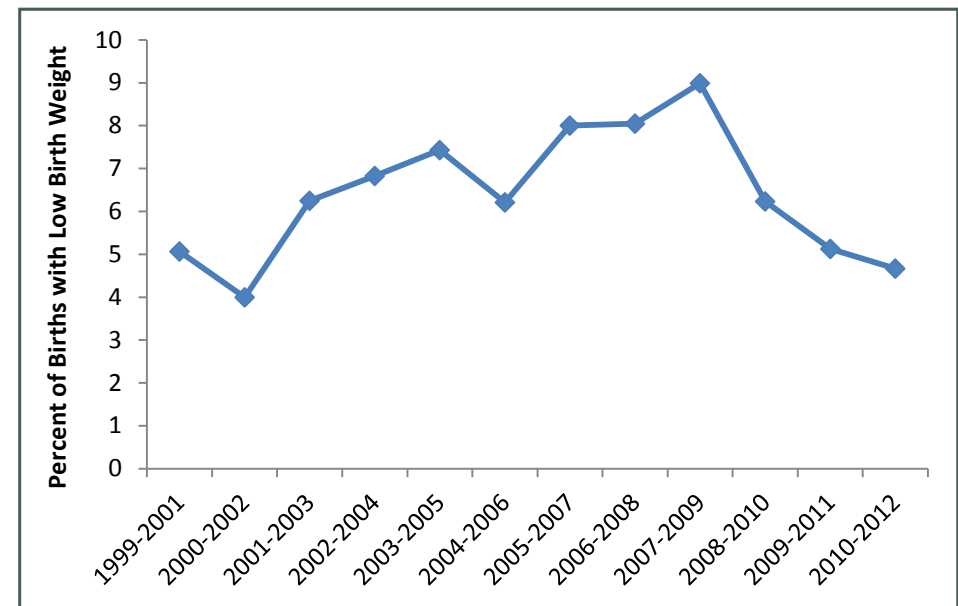


Figure 2. Three year rolling averages of percent of births with low birth weight in the Aurora-Licton Springs urban village (1999-2012)

### C. OPEN SPACE AND DEVELOPMENT

The four indicators in this group address four basic implications of concentrated growth and development on land use in the urban environment.

#### INDICATORS

1. Area of Parks and Open Space
2. Proximity to Parks and Open Space
3. Tree Canopy Cover
4. Percentage of Impervious Surface

### INDICATOR FINDINGS

- Parks Area for most urban villages is located outside of the urban village, but typically within one quarter mile of the urban village boundary. Four urban villages, including Ballard, University Community, West Seattle Junction, and Westwood-Highland Park lack sufficient internal park space area (1 acre per 1000 residents) to meet residents' needs.
- Proximity to Parks and Open Space for residents within a quarter-mile is provided for all the urban villages except for Westwood-Highland Park, Aurora-Licton Springs, and Ballard.
- Tree Canopy Coverage is complicated to assess over time due to measuring and statistical challenges. Canopy cover has increased within all urban villages in the study except Lake City, which has seen a small decrease. Ballard leads tree canopy coverage improvements with an increase of about 7% over the last 20 years.

- Impervious Surface percentages within the urban villages, where intensity of development is greatest, is higher than other areas of the city. Only negligible changes have occurred with small increases and decreases between urban villages over time.

\*Impervious surfaces include any surface that is impenetrable.

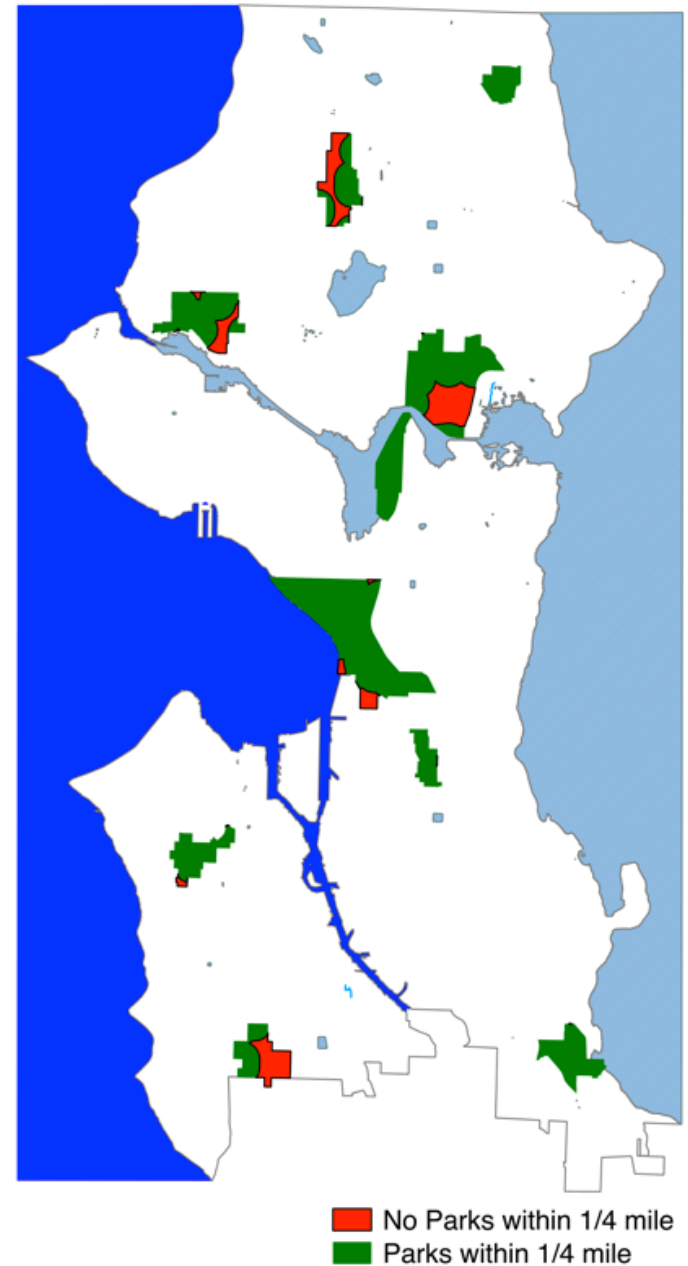


Figure 3. Proximity to Parks and Open Space map showing the area within each of the 10 urban village study areas that is within 1/4 mile of parks and open spaces, based on current City of Seattle Department of Parks and Recreation GIS data.

## D. SHARED PROSPERITY AND OPPORTUNITY

The six indicators together evaluate outcomes of in allocation of resources and services among individuals and communities to assess prosperity and equity between the city's urban villages.

## INDICATOR FINDINGS

- City Investment in Infrastructure varies widely across all the urban villages. For example, public investments in infrastructure and facilities in Downtown and Rainier Beach per capita have been the highest among all the urban villages between 2005 and 2014, and nearly 10 times what public investments have been made in Ballard and the University Community.
- Neighborhood Matching Fund award levels vary widely between urban villages and the city neighborhood districts, and do not appear to correlate in any way with population growth, geographic distribution, or level of community involvement. For example, Ballard (representing the Ballard Hub urban village) received only \$129,347 in Matching Funds between 1994 and 2014, while the Southeast neighborhood district (representing the Rainier Beach urban village) received \$7,430,810 over the same period.
- Academic Performance measured by fourth grade reading standardized test results show dramatic improvement in nearly every urban village in the study. Most strikingly, Aurora-Licton Springs and Lake City elementary schools have seen more than 50% increase in the number of students meeting the statewide standard. On the other hand, Rainier Beach saw only an 8% improvement in test scores over the 20 year period.
- Unemployment rates between 2000 and 2012 among urban villages show wide disparities. For example, for the most recent data (2008- 2012 ACS) unemployment in Rainier Beach (12.3%) is nearly three times higher than unemployment in West Seattle Junction (4.5%). Five of ten urban villages in the study show higher unemployment rates than the citywide average.
- Poverty rates range widely amongst the SSNAP urban villages between the 2000 to 2012 data years. At the high end, Rainier Beach had a 2012 ACS poverty rate three times higher (24.5%) than low end, West Seattle Junction (7.9%). Unemployment and poverty rates appear to correlate consistently among the urban villages over time in the study. Four of the urban villages in 2012 had higher poverty rates than the citywide average.

## INDICATORS

1. City Investment in Infrastructure and Capital Facilities
  2. Neighborhood Matching Fund
  3. Academic Performance
  4. Unemployment
  5. Poverty
  6. Housing Burden
- Housing Cost Burden (defined as households spending more than 30% of their income on their combined housing costs) is moderate to high in every urban village in the study, though not equally carried across all the SSNAP urban villages. Between 37% and 62% of all households in the study areas are spending more than 30% of their income on housing. Rainier Beach, University Community, Downtown, and Lake City rank on the higher end (higher housing cost burden), with Eastlake, Ballard, and West Seattle on the lower end (with lower housing cost burden) relative to all the urban villages in the study.



## DATA COLLECTION FINDINGS

1. Comprehensive planning, to be effective must be actionable and the results transparent - policies and goals must be implementable, tracked closely, with measurable outcomes reported publicly within a reasonable length of time.
2. Strategic subarea data collection is critical to improve city planning and allocation of resources.
3. The most notable data collection challenges encountered were in access to data, and in inconsistencies in geographic/spatial scale.
4. Understanding people, places, and the key role communities have in contributing to improved health, quality of life, and prosperity of cities is essential.
5. Further research is needed to better understand causal factors, their relationships to the urban village indicator results and to innovate effective solutions for the future.
6. The Department of Planning and Development lacks the resources and authority to fully implement a citywide data collection, benchmarking tracking system. This will require strong leadership, cooperation and coordination among all city departments responsible for delivering on the city's long-term comprehensive plan goals.

### QUICK FIXES

1. Select and benchmark a durable set of key indicators to be included in Seattle 2035 that track neighborhood/urban village and citywide performance consistently and systematically against Comprehensive Plan goals and policies.
2. Expand, and improve the content and accessibility of an open source database. Consider an independent non profit organization to collect, manage, and provide public access to data.
3. Report neighborhood level outcomes regularly to the public.

### LONG TERM STRATEGIC GOALS

1. Design and institutionalize an inter-departmental data collection system linked to key sustainability indicators, 2035 Comprehensive Plan, and the Urban Village Strategy.
2. Conduct annual or biennial urban village performance reports for key indicators to enhance the dependability and accuracy of data and availability of information for analysis.
3. Adopt a six year (3 biennial budget cycles) Urban Village Strategic Investment Plan across all departments.
4. Undertake a study similar to SSNAP, of Seattle's two designated Manufacturing and Industrial Centers – Ballard and Duwamish.

## CONCLUSION

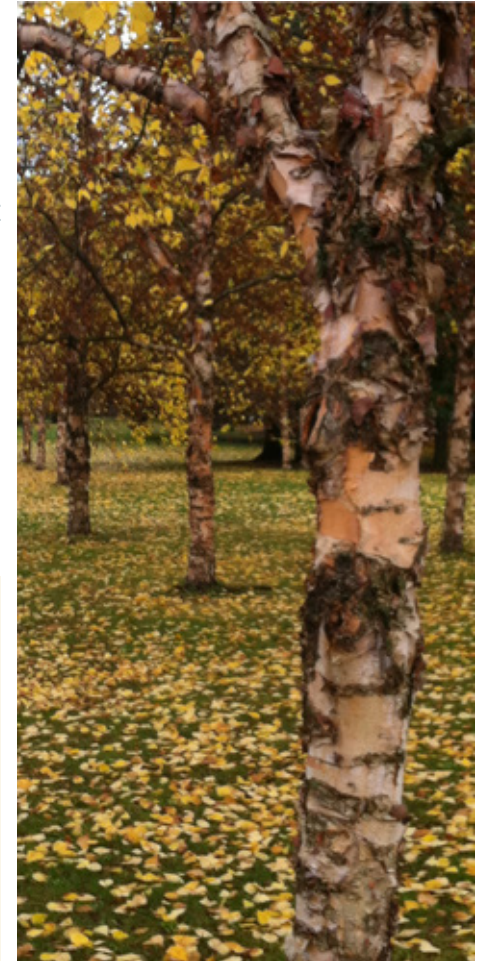
**The use of community indicators has great potential value in improving tracking and accountability, and informing outcomes.** Subarea indicators can serve to identify problems not revealed at larger scales, including disparities between neighborhoods, and to help policymakers set priorities and track results. Additionally, transparency and open source data is critical to comprehensive planning, community engagement, and innovating effective solutions. We hope the information and findings contained in this report will lead to more probing questions and additional research, and ultimately improve the city's ability to meet the needs of all neighborhoods, as part of a growing thriving city, more equitably, and sustainably.

## OPEN QUESTIONS FOR THE FUTURE

"The best way to predict the future is to plan for it." - Peter Drucker

- 1. What today, is our shared vision for the city of tomorrow, and how can we best accomplish it?**
- 2. As an urban innovator, can Seattle establish a new paradigm for what it means to be a truly sustainable city?**
- 3. Real progress toward a sustainable city can only be achieved through shared prosperity, community, and social equity—moving forward, how can it be assured?**

**STUDY LIMITATIONS:** SSNAP is a pilot study of limited scope, and relies primarily on empirical data available for the benchmark year 1994 to 2014. It was not within the project scope to cover all Seattle's urban villages, manufacturing and industrial centers, and other geographic areas of the city. The study did not attempt to assess goals, priorities and outcomes of the city's Neighborhood Plans adopted in the late 1990's. Wherever possible, we sought to collect the most reliable and accurate data, sourced from multiple public agencies and city departments. The scope did not include a performance review of land use code, zoning, quality of urban design, architecture, or design review. Opinion research, resident surveys, and anecdotal information, which can provide additional understanding about perceptions and outcomes as compared to evidence-based data, was not within the scope of this study.







# 1. INTRODUCTION

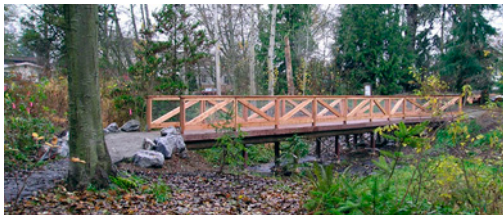
## Project Scope and Description

In March 2014 Steinbrueck Urban Strategies was tasked with two primary study objectives:

- 1) Develop and test a durable methodology to measure quality of life, sustainability, and growth of Seattle's neighborhood-based Urban Villages, and
- 2) Evaluate the achievements of the 1994-2014 Seattle Comprehensive Plan and Urban Village Strategy through a set of key indicators.

### What is the SSNAP?

The Seattle Sustainable Neighborhoods Assessment Project is a data driven pilot study for the City of Seattle conducted by Steinbrueck Urban Strategies to measure progress, and to assess achievements and results of Seattle's 1994-2014, 20-year Comprehensive Plan: Toward a Sustainable Seattle and Urban Village Strategy framework. Following a literature review, research into comparable studies and best practices by other cities in the U.S. and Canada, a set of 22 sustainability indicators was developed. Available data from the city and other local public agencies was collected for 10 representative Urban Villages distributed throughout the city. The findings and recommendations contained in this final report are intended to inform the city's next 20-year comprehensive plan, Seattle 2035.



The SSNAP study was divided into three phases.

#### Phase I – Establishing the Study's Parameters and Methodology

1. Establish a working definition of "sustainability," and seek a deeper understanding of how Seattle currently approaches this issue.
2. Examine the City of Seattle 1994-2014 Comprehensive Plan, Toward a Sustainable Seattle, and established growth policies, along with goal-setting, benchmarks, targets and projections, with particular emphasis on urban villages and neighborhoods.
3. Research best practices for city sustainability and community indicators, neighborhood assessments used by cities in the U.S. and Canada, including precedent studies, reports, current literature, and academic research.
4. Identify the range of empirical data and currently available data sources relevant to citywide and neighborhood level outcomes.



5. Review neighborhood level related work, such as the Capital Hill Eco District project, LEED for Neighborhoods and the STAR Communities Rating System.
6. Use established indicator criteria to select indicators that will demonstrate progress related to Comprehensive Plan benchmarks, goals and policies and are consistent with guiding principles of urban sustainability, including: environmental; resources; energy and waste; transportation; public safety; health; community; cultural; and economic measures.
7. Explore benchmarking tools such as GIS mapping technology, indexing software, evaluation and rating systems, community assessment tool kits, and visualization tools.



## Phase II – Data Collection and Analysis

1. Determine spatial criteria and selection of a limited number (10) of representative subareas of the city ranging in size, scale, and distribution throughout the city.
2. Collect discrete aggregate data for each urban village (or in some cases an approximation of the urban village boundaries) from the various data sources identified in Phase I.
3. Process, tabulate, and compile data into legible graphic form
4. Analyze indicator data to identify trends over-time and compare performance across the urban villages.
5. Examine neighborhoods based on characteristics, such as their Comprehensive Plan designation, size, location, and other demographics, to determine whether certain factors correlate to the levels of progress.
6. Consider evaluative characteristics for review such as grassroots approaches by individual

neighborhoods toward trying to achieve more sustainable communities.

7. Research neighborhood level data collection, tracking, and reporting systems used by cities throughout the United States and compare other cities' methods and approaches to Seattle's.
8. Provide an analysis of how Seattle measures, indexes, and tracks progress at the sub area level compared to model cities.

## Phase III – Findings and Final Report

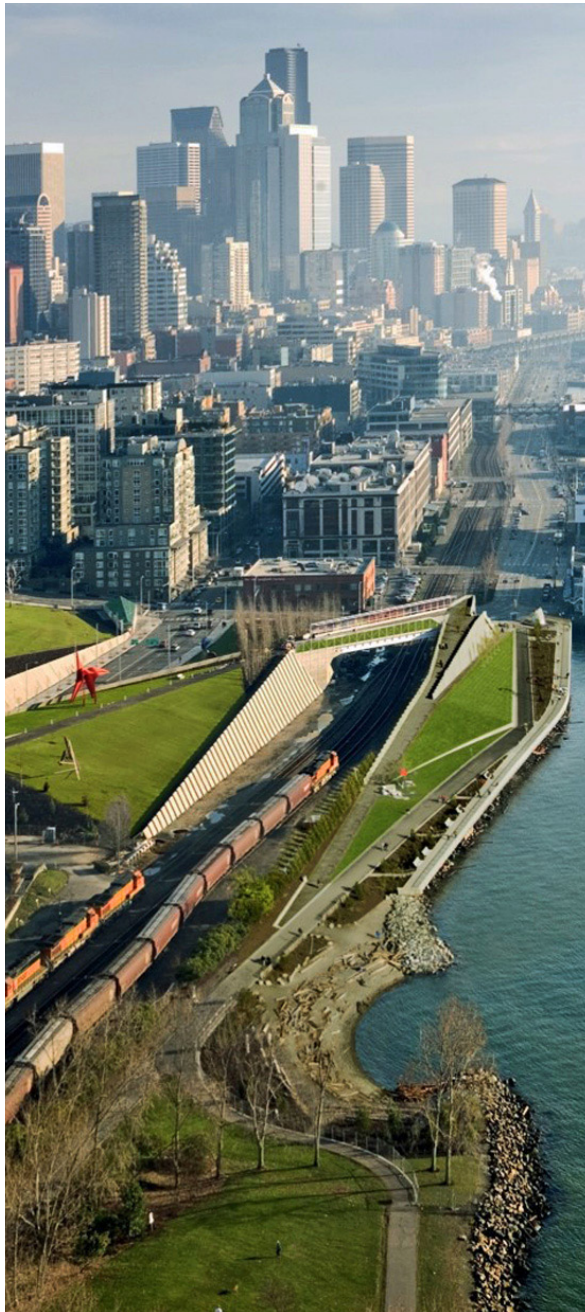
Prepare a report documenting what was learned from our methodology, the data collection process, and results of the indicators. Document what these findings reveal and how they inform future data collection and monitoring, the role of community members, the Urban Village Strategy, and the sustainability achievements in Seattle over the past 20 years of planning for growth and the next 20 years.

## Study Limitations

SSNAP is a pilot study of limited scope, and relies primarily on empirical data available for the benchmark year 1994 to 2014. It was not within the project scope to cover all Seattle's urban villages, manufacturing and industrial centers, and other geographic areas of the city. The study did not attempt to assess goals, priorities and outcomes of the city's Neighborhood Plans adopted in the late 1990s. Wherever possible, we sought to collect the best possible verifiable data, sourced from multiple organizations and city departments. The scope did not include a performance review of land use code or zoning. Nor did the study consider quality of urban design and the architecture of new development. Opinion research, resident surveys, and anecdotal information, which can provide additional understanding about perceptions and outcomes as compared to evidence-based data, was not within in the scope of this study.

## Seattle Profile 1994 - 2014

### A Time of Growth, Prosperity and Change



Seattle is blessed with a beautiful natural setting and mild climate. It's considered by many to be one of the best places on earth to live. Like many other cities, Seattle has entered a time of rapid urban growth. With over 640,000 people, Seattle is one of the fastest-growing major cities in the nation. Over the last 20 years, Seattle has seen one of the biggest construction booms in its 160-year history, with towers rising in the urban core, and full-block apartment developments transforming urban village neighborhoods like Ballard and West Seattle Junction. Infrastructure to support new residents and workers is growing too – with miles of new bike lanes, trails, pedestrian improvements, dozens of green buildings, libraries, fire stations, concert halls, tunnels, Rapid Ride, transit stations, tracks for Link light rail and streetcars, parks, ball fields, and playgrounds.

With the rapid growth of new rental housing through many parts of the city ranging from micro-units, townhouses, large full block mid-rise buildings, to downtown high rises street parking becomes a premium, traffic congestion increases, and for some longtime residents preserving neighborhood character is a continuing concern.

In housing affordability, Seattle ranks 17th least affordable among the nation's 25 largest cities. Home ownership rose briefly during the early to mid- 2000s but most of those gains were erased with the economic down turn of the Great Recession. Homeownership is at its lowest point since 1940, with more renters (52.7%) than owner occupied homes (47.3%)

in 2012. Renter occupied units have been increasing as a share of total housing stock since the 1960s, and just over half (51.9%) of Seattle's housing is now renter occupied. Seattle's average household size is 2.06 persons, and households with children continues to slowly decline (now at less than 18%).

Seattle is ranked as one of the best educated cities in North America, with 56.5% of the city's population over age 25 holding a bachelor's degree. Median household income for the Seattle in 2012 was \$63,470, the fifth highest in the nation. Still, 13.2% of Seattle's residents live with income below the poverty line (U.S. Census). Seattle ranks number two among metropolitan regions in the U.S. with highest wage and salary growth, with an 8.1% increase between years 2009–2012.

Despite two economic recession periods (2001 and 2007), forecasters expect sustained growth in the Seattle area. Solid employment trends continue in life sciences, healthcare, maritime, tourism, aerospace and manufacturing, education, financial and real estate services, and online retailing. In 2013 Seattle was considered by Fast Company, as "home to lots of sustainability innovation," and "quality hub for startups." In 2012 Seattle's entrepreneurial ecosystem was ranked fourth in the world by the Global Startup Ecosystem Index. In 2014 the international cruise industry named the Port of Seattle "Port of the Year." The Gates Foundation, the world's largest philanthropic organization, establishes Seattle as the global humanitarian hub.



The “big picture” story of the last 20 years in Seattle is one of growth, increasing wealth and prosperity, physical change, and changing demographics. There is increasing cultural and racial diversity, and a friendlier LGBTQ city (ranked “third most gay friendly city” Nerd Wallet in 2013). At the same time, there are fewer families with children, growing numbers of low-wage workers, persistent wage disparity for women, and stark income inequality, especially in Seattle’s communities of color.

Racial diversity is on the rise, and so is gentrification in some older neighborhoods. The Central District, historically home to Seattle’s black community, saw the percentage of black households drop from over 50% in 1990 to 21% by 2010 (U.S. Census). Property values and housing costs continue to rise, squeezing out low-wage workers – a worrisome trend suggesting the suburbanization of poverty (see Garr, Kneebone, *Suburbanization of Poverty: Trends in Metropolitan America, 2000 - 2008* Brookings). In Transportation, Seattle is one of only five among the 50 most populous cities in the U.S. where the majority of workers chose public transit, carpooling, walking, bicycling or other means traveling to work other than by car alone. Yet Seattle continues to be transportation challenged, ranking only 14th, for transportation efficiency, behind Dallas and Atlanta.

With new policies, initiatives and programs, Seattle’s transportation system continues to grow and evolve. As getting around by car becomes more challenging, the city is becoming more multi-modal, sup-

ported by large public investments in light rail, street cars, bicycle, and pedestrian improvements. There is a growing interest in safer neighborhood streets connecting people and places, whether by foot, bike, stroller, car, or wheelchair is reflected by the broad-based Seattle Neighborhood Greenways movement, now with 19 neighborhoods across the city represented. Transportation planning in Seattle now places greater emphasis on accommodating all travel modes through the city’s Complete Streets policy (balancing vehicular, transit, bike, and pedestrian modes). However, Metro Transit, which carries an estimated 300,000 riders per day in Seattle, faces a 17% service cut, and public transportation is still far from seamless or sufficient as a primary travel mode for many.

The Trust for Public Lands in 2013 ranked Seattle the 10th best city in the U.S. for its park system. Approximately 11% of the city’s land area is park land, and according to the Trust, there is a 92% chance there is a park within a 10 minute walk from where you live. The parks system includes over 6200 acres of land, 485 buildings, 450 parks, and 22 miles of boulevards. The recent voter approved Seattle Parks District, a permanent new dedicated source for funding, will augment acquisition, maintenance and improvements to the city’s parks system.

Seattle’s enduring interest in environmental sustainability is evident in its managed growth practices, strong climate policies, commitment to renewable energies, conservation goal-setting, and waste reduction and recycling programs, green building portfo-

lio, environmental advocacy and innovative practices, and community involvement. The measurable results in many areas of Seattle’s environmental achievement over the past 20 years has been nothing short of astonishing.

According to the U.S. Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD) study for 2011, 38.2% (106,443) of Seattle’s in-area labor force commute to primary jobs outside of Seattle. Conversely, 61.8% (172,123) of Seattle’s in-area labor force live and work in Seattle. Of the workers employed in Seattle (primary jobs), 62.0% (281,161) commute from outside of the city.\* Looking to the future, by 2035 Seattle is expected to add 120,000 more people (or about 60,000 new households) and 115,000 jobs within a tightly constrained land area of 84 square miles. Seattle’s ability to successfully accommodate future growth in a way that is equitable, prosperous, and sustainable, will require continued strong leadership, visionary planning, urban innovation, and engaged communities.

## References:

[http://www.seattle.gov/economicdevelopment/press\\_newsRankings.htm](http://www.seattle.gov/economicdevelopment/press_newsRankings.htm)

<http://quickfacts.census.gov/qfd/states/53/5363000.html>

\*Similar data in the American Community Survey table Place of Work for Workers 16 Years and Over indicates a slightly higher percentage of Seattle residents living and working in the city.

## Acronyms, Terms and Definitions

### ACRONYMS

- CCF** 100 cubic feet
- CIC** Community Indicators Consortium
- CIP** Capital Improvement Program
- DoN** Department of Neighborhoods
- DPD** Department of Planning and Development
- GHG** Greenhouse Gas Emissions
- GMA** Growth Management Act
- kWh** Kilowatt hour
- M&I** Manufacturing and Industrial Center
- NMF** Neighborhood Matching Fund
- NNIP** National Neighborhood Indicators Project
- PSRC** Puget Sound Regional Council
- SCL** Seattle City Light
- SPD** Seattle Police Department
- SPU** Seattle Public Utilities
- SSNAP** Seattle Sustainable Neighborhoods Assessment Project

- WAGDA** Washington State Geospatial Data Archive
- UV** Urban Village
- V/C** Volume-to-Capacity ratio is an indicator of demand for roads compared to the supply for roads
- VMT** Vehicle Miles Traveled



### TERMS AND DEFINITIONS

**American Community Survey (ACS)** is an ongoing survey that provides data every year -- giving communities the current information they need to plan investments and services (census.gov).

**Benchmark** Standard or reference point for comparison used to measure and track performance and assess progress.

**Comprehensive Plan**, Toward a Sustainable Seattle, is a 20-year vision and roadmap for Seattle's future. Our plan guides City decisions on where to build new jobs and houses, how to improve our transportation system, and where to make capital investments such as utilities, sidewalks, and libraries. Our Comprehensive Plan is the framework for most of Seattle's big-picture decisions on how to grow while preserving and improving our neighborhoods (Department of Planning and Development).

**Concurrency** the city must plan for financing the infrastructure necessary to support any new development, using both public funds and development fees, as required by the Growth Management Act (Seattle Comprehensive Plan)

**Geographic Information Systems (GIS)** is a computer system for capturing, storing, checking, and displaying data related to positions on Earth's surface. GIS can show many different kinds of data on one map. This enables people to more easily see,

analyze, and understand patterns and relationships (National Geographic Encyclopedia).

**Growth Management Act (GMA)** Washington State Legislature passed the GMA (RCW 36.70A) to guide local jurisdictions in land use decisions. The GMA orders planning for future growth by developing comprehensive plans and development regulations, including critical areas ordinances, to meet its intent and requirements. The goals of GMA include concentrating urban development to reduce sprawl, providing a range of affordable housing, ensuring that transportation infrastructure is coordinated between jurisdictions, and assuring property rights (ecy.gov).

**Indicator** “Indicators ... are presentation of measurements. They are bits of information that summarize the characteristics of systems or highlight what is happening in a system. Indicators simplify complex phenomena, and make it possible to gauge the general status of a system to inform action.” — Peter Berry (2002) Ottawa 20/20 Indicator Workbook.

**Land Use Code** is developed by the Seattle Department of Planning and Development planners to regulate the use of land in Seattle. The Land Use Code amendment process is designed to ensure that changes to existing regulations benefit the public while meeting the City’s design standards.

**Metric** A standard of measurement.

**Orthophotography** An aerial photograph.

**P-Patch** is the name given to community gardens that are managed by the Seattle Department of Neighborhoods P-Patch Community Gardening Program. The name, P-Patch, originated from its first community garden, Picardo Farm (Department of Neighborhoods).

**State Environmental Policy Act (SEPA)** provides a way to identify possible environmental impacts that may result from governmental decisions. These decisions may be related to issuing permits for private projects, constructing public facilities, or adopting regulations, policies, or plans (State of Washington Department of Ecology).

**Neighborhood Plans** aim to identify actions recommended by neighborhoods to ensure that they will continue to thrive and improve as Seattle grows over the next 20 years in ways that meet our commitments under the State’s Growth Management Act.

**Screenline** is a line drawn between two areas of the transportation model’s study area where traffic movement (volume) data can be collected on the roads that cross the screenline (PSRC).

**U.S. Census** is the official source of statistical data tracking operated under the U.S. Census Bureau (census.gov)

**Zoning** governs the use and development of land in Seattle. Zoning districts specify a category of uses (e.g., single-family residential, multifamily residential, commercial, industrial, etc.) and are applied by ordinance (Seattle Department of Planning and Development).





# SEATTLE SUSTAINABLE NEIGHBORHOODS ASSESSMENT PROJECT



## 2. CITY PLANS AND DEFINITIONS

## 1994-2014 Comprehensive Plan Overview and Background

With the passage of the Growth Management Act (GMA, RCW 36.70A), in 1990, the Washington State Legislature sought to create a method for comprehensive land use planning involving communities, counties, cities, and the private sector that would prevent uncoordinated and unplanned growth. The legislature found that this type of uncontrolled growth posed a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of Washington State. To address this threat, the GMA requires cities and counties of a certain size and growth rate, to adopt coordinated comprehensive plans and development regulations. Such plans and regulations are guided by 14 goals that include specific elements relating to land uses, transportation, housing, economic development, capital facilities, natural resources, and utilities.

### 1990-1992 Growth Management Act (GMA)

Concurrency is one of the 14 goals identified in the Growth Management Act (GMA – RCW 36.70A.20), and an important land use policy used by local governments. Concurrency means that “the city must have a plan for financing the infrastructure necessary to support any new development, using both public funds and development fees, as required by the GMA. The financing plan must be in place before construction can occur. The infrastructure must be in place within six years of the development having occurred” (2000 Comprehensive Plan).

Important to note also, that under GMA (RCW 36.70A.020 (13)) full concurrency is not mandated to occur simultaneously with development, and applies only to transportation facilities. Local governments are authorized to establish concurrency requirements in other areas such as schools, parks, and public services within constitutional limits (Thomas M. Walsh

and Roger A. Pearce, The Concurrency Requirement of the Washington State Growth Management Act, 16 Seattle U. L. Rev. 1025 1993).

### King County Countywide Planning Policies

Countywide Planning Policies (CPPs) are adopted and ratified by cities to address growth management issues in King County. The CPPs provide a countywide vision and serve as a framework for each jurisdiction to develop its own comprehensive plan, which, under GMA, must be consistent with the overall vision for the future of King County.

### City of Seattle Comprehensive Plan

The 1994 – 2024 Seattle Comprehensive Plan, Toward a Sustainable Seattle, was reviewed in depth to identify citywide goals and policies that inform sustainability goals, and align with our indicators. Each of the Neighborhood Plans were reviewed

Summary of the growth and change of the plan over the past 20 years.

1994	2014
7 Elements	11 Elements
118 Pages	360 Pages
Appendices	Appendices
151 Pages	155 Pages
269 Pages Total	515 pages total

and evaluated and recurring goals and policies noted that were consistent across all neighborhoods and that informed trends in Seattle neighborhood planning. Consistent, recurring goals revealed areas of importance and emphasis ascribed to Seattle’s neighborhoods.

Comprehensive planning is required under Washington state law by the Growth Management Act (GMA) in order to guide regional growth and coordinate land use and transportation goals and policies with King County and other jurisdictions. The plan is updated annually, and in 2004 the city completed full 10-year review of the plan. The Seattle Planning Commission in its citizen advisory role has stewardship responsibility for Seattle’s Comprehensive Plan.

The Seattle Comprehensive Plan has been amended and added to since its inception in 1994. The city of Seattle has made a deliberative and thorough effort to be inclusive and complete in the scope of the plan and the level of information it includes. Moving forward with the next edition of the Comprehensive Plan, the city of Seattle has an invaluable opportunity to refine and improve the plan for the upcoming 20 years.

# 1994-2014 Comprehensive Plan Policies and Definitions

The vision behind the Plan was informed through many public debates and community discussions that preceded its adoption in 1994. Four “core Seattle values” emerged, which guided development of the plan and are fundamental to its inception. Together, these four core values are the ultimate measure of the plan’s sustainability achievement. They are:

- Community
- Social equity
- Economic opportunity and security
- Environmental stewardship

## The Urban Village Strategy

The Urban Village Strategy has become a nationwide model for planning comprehensively, and for guiding and managing urban growth for a sustainable future. This approach directs growth strategically into established mixed-use neighborhoods, and is intended “to maximize benefit of public investments in infrastructure and services to promote collaboration with private interests and community to achieve mutual benefits” (Seattle Comprehensive Plan).

Specific overarching goals of the urban village strategy are to:

- Support growth in housing and jobs
- Strengthen neighborhoods
- Create compact business districts where transit can best serve
- Protect single family neighborhoods
- Provide efficient use of the city resources and public investments

A sustainable urban ecosystem, maintaining our community health, quality of life, viability and self-sufficiency, requires intentional thinking, planning, strategizing, and acting in a way that is inclusive across the delivery systems that serves all people and communities equitably. This mechanism should guide and support growth, and aims to concentrate development.

**The Urban Village Strategy** incorporates the consideration of long-term planning aimed to cultivate durable, resilient, and long-lasting neighborhoods and communities.

It recognizes the existing character of the city’s established, distinctive and well-formed neighborhoods, and identifies four categories of urban villages of different scale, uses, and level of activity where much of the city’s jobs and housing growth are intended to be directed. The goals and policies governing urban villages were outlined in the 1994 Comprehensive Plan.

**Urban centers** are the city’s densest urban neighborhoods. The 1994 Comprehensive Plan established five urban centers as regional centers in locations with a diverse mix of housing, businesses and employment, with transportation facilities that support and have direct access to a regional high capacity transit system. In the 2004 Comprehensive Plan update, South Lake Union was added to the list of urban centers, making a total of six in Seattle. Larger urban centers such as Downtown and Capitol Hill are further divided into urban center villages.

**Hub urban villages** are areas zoned for and providing a concentration of housing, services, and employment at some density, but at lower densities than those found in urban centers. These neighborhoods, such as Ballard, Lake City, and West Seattle Junction, serve communities outside the larger more centrally located urban centers. They may have a strategic location in relation to local and regional transit connections, and have at least one-third of the land area zoned for employment and/or mixed use. Provision of public open spaces in the immediate vicinity, and accessibility to major open spaces in the general area are expected. Hub villages are further characterized as having sufficient under-developed land and capacity to accommodate substantially more growth.

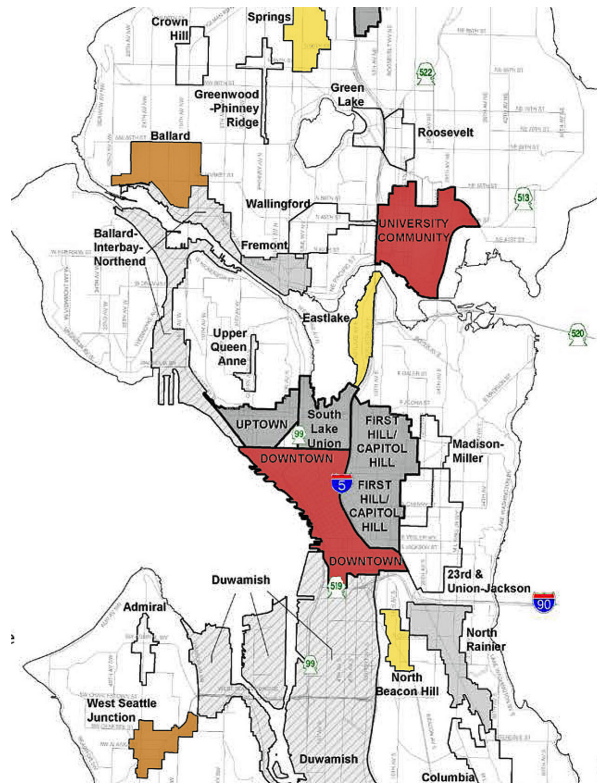
**Residential urban villages** are smaller neighborhood centers that are compact, primarily residential in character, support transit ridership, provide a range of housing choices, limited employment, and neighborhood-oriented businesses and services.

**Manufacturing and industrial centers** are areas set aside for primarily industrial uses. Regional Manufacturing/Industrial Centers are areas legally defined as having statewide importance under GMA While targeted for manufacturing/industrial job growth, these areas are not considered well-suited for housing or extensive commercial activity. Seattle’s two primary manufacturing/industrial centers are Duwamish and Ballard/Interbay.

**Areas outside of urban villages** are low density zones with a residential character. Limited amounts of development are allowed, consistent with their established low-rise single-family character and zoning. The comprehensive plan policies protect single-family areas of the city outside urban villages and disallow up-zoning of single-family areas unless they are brought into an urban village boundary through the neighborhood planning process. Over 69 % of the city’s developable land area is zoned exclusively for single family use, and may not be up-zoned to greater densities under current land use policy and zoning regulation.

**Neighborhood Plans**

Extract from the urban villages map



The comprehensive plan directs growth to areas zoned for it, with zoning changes made only after consulting with the affected neighborhood. As a way to coordinate neighborhood and citywide goals, neighborhoods were integrated into the planning process for accommodating growth. In turn, neighborhoods would receive public investments in transportation, infrastructure improvements, and amenities. A neighborhood plan validation process ensued in the late 1990s, representing thousands of hours of volunteer effort allowing neighborhood residents and community organizations to develop content, goals, policies, and priorities for the individual neighborhood plans, with coordination and staff support from the city. It was recognized that “the City’s decision to allow neighborhoods to do their own planning through the neighborhood Planning Program represented a [fundamental shift] in the way the City had conducted planning in the past, by moving the focus of control from a central planning function toward neighborhoods, from city staff to volunteer community members.” (Neighborhood Planning Program Evaluation, 1996).

Completion of the five-year neighborhood planning process resulted in:

- Inclusion of neighborhood plan policies and goals into the Comprehensive plan
- Recognition of each plan by a city council resolution
- Adoption of a work plan matrix for implementation of specific neighborhood plan priorities to be considered in decision-making and resource allocation by the city (“Neighborhood Planning and Vision of the City Update,” League of Women Voters, November, 2001)

The Department of Neighborhoods developed a team responsible for overseeing neighborhood plan goals and policy implementation. However, variabil-

ity and inconsistency of the neighborhood planning structure and priorities posed challenges for tracking the action items corresponding to goals identified in the neighborhood plans and corresponding matrices. Today, each plan reveals unique organization and structure, providing a valuable snapshot of past conditions, goals, and priorities for enhancing the neighborhood and surrounding community.

**Zoning and Land Use Regulation**

The Seattle Land Use Code contains five zone groups that regulate development in the city. They are Single Family Residential, Multifamily, Commercial, Industrial, and Downtown. There are a number of specific zones within each group, and most can be placed anywhere in the city where broad functional and locational criteria exist to support those zones. The underlying regulations in Seattle’s land use code are not isolated, stand-alone provisions. All land use regulation must be consistent with the applicable planning and land use polices in the comprehensive plan.

**Seattle 2035**

The city is now moving forward with environmental review (Environmental Impact Statement), and extensive community conversations about how Seattle should grow over the next 20 years and accommodate a projected 120,000 more people and 115,000 new jobs during that period. From these events, discussions, and ideas, the city will formulate a community inspired plan. Formal adoption of the new comprehensive plan is required by June 2015.

# 3. SSNAP RESEARCH METHODOLOGY AND INDICATOR SELECTION

## Sustainability Research

To prepare for our data-driven neighborhood sustainability assessment, we established through surveys, literature review, and other research, a working definition of “sustainability,” and sought a deeper understanding of how Seattle currently views and approaches issues of sustainability. Other city sustainability reports (see Appendix D: Sources and References) were reviewed to inform trends in how sustainability is communicated, reported on, and advanced. This research helped to answer the questions:

- How do other cities define and approach sustainability?
- What language is used when reporting on city sustainability efforts?

Preliminary review of precedent studies helped to reveal best practices and set the stage for sustainability reporting in the context of city planning. We assessed elements of the 1994-2024 Comprehensive Plan: Toward a Sustainable Seattle – its evolution, organization, framework and policies to glean what sustainability means for Seattle city planning specifically.

We also gathered information about sustainability goals from numerous local websites providing diverse perspectives of Seattle neighborhood and community groups, non-profit organizations, business representatives, planners, environmentalists, and social activists. Mission statements, stated goals, and current projects provided insight into what people care about when it comes to their community, and what issues are of importance in the city of Seattle. This research also shed light on the ways we in Seattle go about advocating, initiating

action, and motivating change.

### What is a “Sustainable City?”

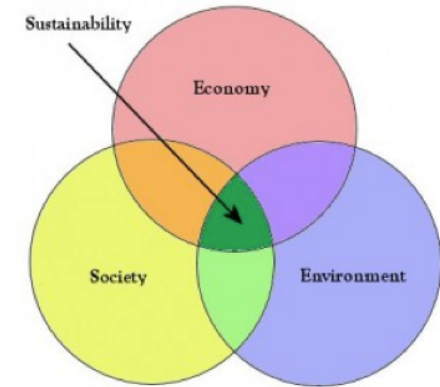
The most often sourced definition of “sustainable development” is from the 1987 Brundtland Commission’s report, *Our Common Future*, which defines sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. This is a useful definition to carry forward, combined with our locally expressed values. However, since Brundtland over 25 years ago, the term “sustainability,” suffers from indiscriminate and excessive use – synonymous with everything “green,” for instance.

The comprehensive plan approaches “sustainability” according to the original concept, where its pillars are community, social equity, environmental stewardship, and prosperity.

For purposes of the SSNAP study we sought to develop a working definition for “sustainability” reflective of these enduring core values—people, planet, and prosperity.

The 1994 Seattle Comprehensive Plan, *Toward a Sustainable Seattle*, states that sustainability is the common-sense (shared) notion that the health of our environment, our economy, our human health, well-being, and “our community as a whole, are not only closely linked, but dependent on one another.”

The plan describes a city as a system of many parts



S. Mann, *Computing for Sustainability* (2009)

requiring inputs (materials and human) and outputs (from material waste to economic opportunity). Neighborhoods are the most basic spatial increment of this system. Each unique neighborhood contributes to the system’s efficiency and functionality, possessing fundamental processes that interact to provide individuals with services and resources for daily life. The relative sustainability of a city is determined by the way in which resources are used, i.e., energy, water, land, civic commitment, and human potential.

“Communities exhibit all of the characteristics of a system (cyclical dynamics, stocks, flows, equilibrium, etc.); the insights offered by system dynamics can help us understand persistent community problems. Systems analysis can also point to effective strategies for meeting our needs in new sustainable ways”

G. Hallsmith, *The Key to Sustainable Cities* (2003)

The plan's Urban Village Strategy approach to managing growth and development consistent with the provisions of the state's 1992 Growth Management Act, aims to "deliver services more equitably, pursue a development pattern that is environmentally and economically sound, and provide a better means of managing growth and change through collaboration with the community in planning for the future of these areas." This strategy acts as a method for coordinating/matching growth with the unique and vibrant character of Seattle's neighborhoods, utilizing Seattle's neighborhoods, or urban villages, as the venue for sustainable development.

### SSNAP Sustainability Survey

To probe the question "what does sustainability mean to you?" a survey was conducted through e-mail and telephone interviews. The list of contacts comprised a diverse cross-section of individuals from sectors of sustainability thinking and practice, including business and corporate, non-profit, academia and community leaders. Limited context was given to minimize bias in their answering the following questions:

- In the simplest terms, how do you define sustainability?
- In a few sentences, how would you say Seattle best expresses its approach to advancing sustainability?

E-mail survey questionnaires were sent to 90 contacts beginning March 2014, and followed by a reminder e-mail within 3 weeks. Responses were received from 27 out of the 90 contacts via e-mail and/or phone interview. Interviewees were asked to state if they agreed to be cited in this report, which allows us to list some of their answers.

### What does "sustainability" mean to you?

"Working to sustain the character of our community and its legacy of industrial innovation."  
– Larry J. Reid, Georgetown Merchants Association

"A lens that is applied to decision making for land development, purchasing, waste management, energy consumption or any use of resources."  
– Chris Wilke, Puget Sound Keepers

"The management of environmental, social and economic needs/impacts. And how this all relates to place, time (long/short term), and experience."  
– Sustainable West Seattle Board

"An organic system that supports itself, using resources efficiently and does not negatively take away from the whole; rather it contributes to a continuous positive cycle."  
– Lisa Quinn, Feet First

"The ability of this generation to thrive and prosper, without compromising or sacrificing future generations – doing better so that other people can do/be better."  
– Kevin Wilhelm, Sustainable Business Consulting

"Working in the community sectors...meeting people where they are."  
– Becca Fong, Seattle Tilth

"Sustainability is mastering the balance of inclusivity... sustainability requires courage. Sustainability is both the masculine and the feminine in harmony. It is a natural source for guidance in creating exciting design that is original to its own surroundings."  
– Christine Lea, Cascade Community Activist

"Being able to use a resource in such a way that the resource is not depleted, but nurtured and maintained."  
– Chas Redmond, Sustainable West Seattle

### Sustainability...

- Is perceived by some to be an ambiguous, vague, jargon and over-used term, and meaningless in the absence of clear context and real metrics for measuring performance
- Emphasizes inclusiveness, and the importance of social equity, justice, and the fair distribution of services/resources
- Brings time into the conversation, incorporating short term goals and long term vision into strategic decision making and planning
- Requires meaningful connections to daily life, passions and interests
- Challenges us to work towards a closed loop system model for using and consuming finite resources that stimulate daily life and economic productivity
- Necessitates context and the use of strong metrics and tracking to push beyond aspirational goals
- Large-scale impact requires more than policy statements—requires active (and willing) community participation, for example: curbside recycling, lawn watering





## SSNAP Guiding Principles of Sustainability

### RESILIENCY

The ability for a community to absorb change, maintain life systems and functionality and spring back to a fully functional state: nature as our guide.

### SHARED PROSPERITY & OPPORTUNITY

Ensure equal and fair access to basic needs and services, so that all individuals can succeed and participate as members of the community.

### PRESERVATION & ENHANCEMENT OF THE NATURAL ENVIRONMENT

Cherish and protect natural ecosystems and resources in the neighborhoods in which we live. Reduce and eliminate sources of pollution.

### LIVING WITHIN MEANS

Make choices that result in efficient, wise use of resources: consume mindfully to eliminate waste.

### COMMUNITY & SOCIAL COHESION

Build strong positive relationships and connections to and between communities, and enhance quality of life and wellbeing through meaningful social interaction and the celebration of culture, diversity, and uniqueness of place.

### COMMUNITY HEALTH & HAPPINESS

Ensure the physical, mental and social strength and wellbeing of all people and communities.

### Approach

Seattle is progressive in ideas, aspirations, and goals, but timid in the implementation, and often experiences duplication of efforts – lacking effective and efficient coordination.

From the preliminary review we find that Seattle’s sustainability values are what we might expect: they are intimately connected to our culture, sense of place and “genus loci”, geography, natural environment, historical significance, economic position, people and communities as well as a strong global awareness of future challenges to people and planet.

Seattle is highly aspirational in its ambition, and visionary in outlook. It is part of our cultural DNA to take action and advocate for change. Personal connections and a deep commitment give rise to community groups, non-profits, programs, and neighborhood organizations that innovate and collaborate, creating solutions for making neighborhoods, communities, Seattle, and the world, better. (See Sanders, “Seattle and the Roots of Urban Sustainability”). For the purposes of this study, we then compiled a summary set of guiding principles reflecting Seattle values and universal sustainability principles.

## Selection of Indicators

Extensive research of community rating systems, precedent studies and reports, sub area evaluation frameworks, assessment strategies, and reporting tools from other counties, cities, and communities was conducted to compile a comprehensive and thorough collection of community indicators. National neighborhood/community indicator organizations such as the National Neighborhood Indicators Partnership (NNIP) and the Community Indicators Consortium (CIC) provided a hub of current resources for discovering neighborhood/community indicator efforts nationally and internationally.

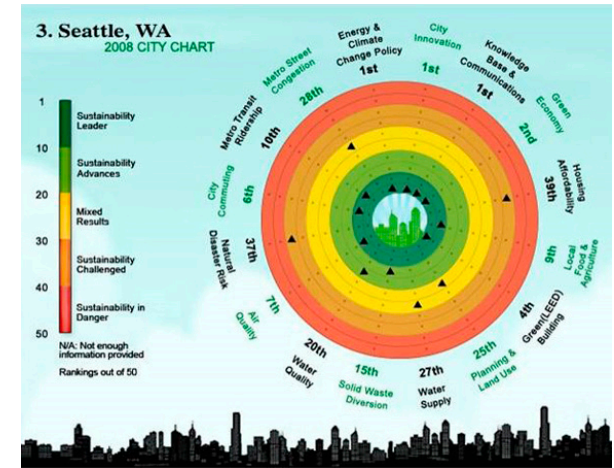
The non profit organization Sustainable Seattle pioneered the first ever sustainability indicator project in 1993. Comprehensive review of Sustainable Seattle’s effort and other past indicator projects and precedent studies informed best practices and lessons learned for selecting an effective and workable set of sub area indicators.

### Lessons Learned

- Gaps in data availability, especially at the neighborhood scale
- Extensive indicators lists were overwhelming—value lost because too much was being measured
- Indicators that require extensive community outreach, field data collection, and/or surveys are harder to implement for repetition in future years

### Best Practices

- Guiding principles establish a foundation and highlight the valuable components of the assessment within the context of community livability and sustainability, and the city, county, or region the report is covering
- Clear goals and vision establish distinctive meaning, value, and purpose
- Indicators that inform multiple outcomes are more meaningful and exemplify interdependent relationships between multiple factors, situations, decisions, processes, and systems
- Neighborhood demographics provide context for evaluating indicator results across sub areas
- Repetition on a consistent time interval improved quality of reports. Information must be concise and data complete for changes over time to be evaluated with greater certainty and significance (e.g. San Mateo County Sustainability Report).



### Selection Criteria

After exhaustive and comparative review, indicators were evaluated and selected based on the following criteria:







- Measurable
- Simple
- Robust
- Credible
- Enduring
- Actionable
- Informative for multiple outcomes
- Applicable to neighborhood scale







Each indicator was critically assessed to determine outcomes and rationale for context, meaning, and value. Indicators were then paired to specific Seattle Comprehensive Plan goals and policies to ensure relevance and importance to Seattle’s collective vision for guiding growth through its Urban Villages Strategy.

# SSNAP INDICATORS

“Define a simple sensible set of indicators that could be used by non-experts, with no specialized skills or tools, drawing from readily available information.”

Traditional Neighborhood Design (TND) Rating Standards, Version 2.2 (2005).

A. Resource Use and Conservation				
Label	SSNAP Indicator	Symbol	Metric	Data Source
A1	Transit Ridership		Annual average weekday boardings as a factor of population density	King County Metro
A2	Vehicle Traffic Screenline Counts		Screenline traffic counts volume to capacity (V/C) ratio	Seattle Department of Transportation
A3	Residential Energy Use		Annual residential kWh energy sales per capita	Seattle City Light
A4	Residential Water Consumption		Annual residential water consumption per capita (100 cubic feet)	Seattle Public Utilities
A5	Residential Landfill Waste		Annual residential tons of garbage to landfill per capita	Seattle Public Utilities
A6	Historic Landmarks		Count of designated historic landmarks	Department of Neighborhoods

B. Healthy Communities				
Label	SSNAP Indicator	Symbol	Metric	Data Source
B1	Crime-Related 911 Calls		Crime related 911 calls per 1,000 people	Seattle Police Department
B2	Access to Arts and Culture		Count of public art sites and cultural spaces	Office for Arts and Culture
B3	Farmers Markets		Count of farmers markets	Seattle Farmers Market Association Neighborhood Farmers Market Alliance Pike Place Market PDA
B4	Community Gardens		Count of community garden	Department of Neighborhoods
B5	Low Birth Weight		Percent of births with birth weight below 2,500 grams	Public Health Seattle & King County
B6	Life Expectancy		Years a newborn can expect to live if the current age-specific death rates stay the same for his/her life	Public Health Seattle & King County





The 22 SSNAP indicators are presented in section 4 of this report (“Data Analysis”). The organization of the indicators follows four main groupings:






- A) Resource Use and Conservation
- B) Healthy Communities
- C) Open Space and Development
- D) Shared Prosperity and Opportunity

Each indicator analysis section includes the outcome group, desired outcomes, responsible agency, determined associated policies and metric goals, format of data, data collection methods, data years, indicator figure, and data analysis write up, including data limitations. The intention of our analysis is to provide our data as an open source for others to explore, interpret and question.

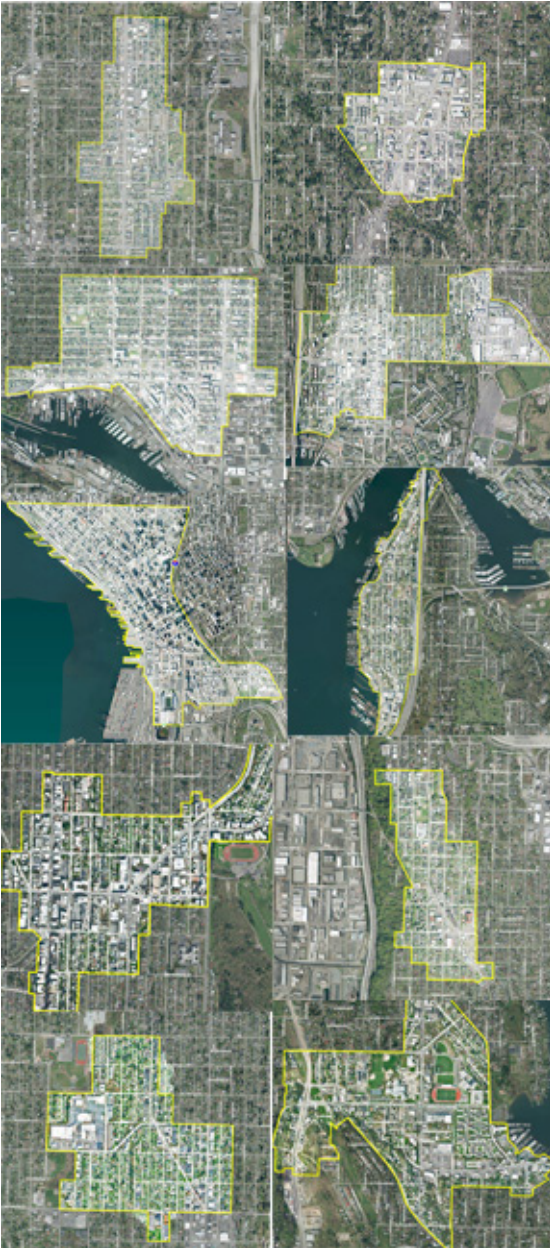
We did not attempt to speculate about systems of cause-and-effect related to the indicators.

Rather, the information and findings contained in this report should lead to more probing questions, additional research, and ultimately improve our ability to more equitably and sustainably meet the needs of all Seattle neighborhoods.

C. Open Space and Development				
Label	SSNAP Indicator	Symbol	Metric	Data Source
C1	Area of Parks and Open Space		Acres of parks and open space per 1,000 households	Seattle Parks and Recreation
C2	Proximity to Parks and Open Space		Percentage of population within one quarter mile from parks and open space	Seattle Parks and Recreation
C3	Tree Canopy Coverage		Percentage of tree canopy coverage	City of Seattle 1993 Orthophotography (WAGDA) and Google Earth
C4	Impervious Surfaces		Percentage of impervious surface	UERL Categorical Raster (1995, 2002) and National Land Cover Database Categorical Raster (2001,2011)

D. Shared Prosperity and Opportunity				
Label	SSNAP Indicator	Symbol	Metric	Data Source
D1	City Investments in Infrastructure and Capital Facilities		Capital Improvement Program (CIP) appropriations per capita	City of Seattle Budget Office
D2	Neighborhood Matching Fund		Neighborhood Matching Fund awarded amount	Department of Neighborhoods
D3	Academic Performance		Percent passing fourth grade reading standardized test in Seattle Public Schools	Washington State Office of the Superintendent of Public Instruction
D4	Unemployment Rate		Percent unemployed	U.S. Census Bureau
D5	Poverty Rate		Percent living in poverty	U.S. Census Bureau
D6	Housing Cost Burden		Percent of households spending over 30% of household income on housing	U.S. Census Bureau

## Selection of Urban Villages



The Seattle Comprehensive Plan designates 32 urban villages where there is an established high concentration of multiple uses and infrastructure supporting jobs, residents, and shops and services. Each Urban Village falls into one of four categories, including 6 Urban Centers, 6 Hub Urban Villages, 18 Residential Urban Villages, and 2 Manufacturing/Industrial Centers (MICs). We note that many of the original Urban Village boundaries have been adjusted and/or changed in size since the 1994 plan was adopted.

As was discussed early in the scoping process, M&I centers are not included in the SSNAP study because they are predominately industrial use and not targeted for mixed uses and residential growth.

The first step in the data collection process was to determine the spatial criteria and selection of a limited number (10) of representative subareas of the city. The number of subareas to examine was intentionally held to a minimum in order to manage the data collection process, and test the methodology and analytic tools.

Our initial goal was to select set of villages reflective of the city's diverse communities, with wide geographic distribution, and varying urban morphology. At the same time, we recognized that including some villages with similar demographic characteristics could reveal significantly different outcomes and influences.

The next step was to evaluate each Urban Village against eight criteria: urban village classification, size and scale; geographic distribution; population density; ethnic diversity; household income; predominant housing type (renter/owner occupied); growth rate in jobs and population. Our mapping and analysis resulted in the final selection of 10 Urban Villages:

### Urban Centers:

University Community  
Downtown

### Hub Urban Villages:

West Seattle Junction  
Ballard  
Lake City

### Residential Urban Villages:

Westwood-Highland Park  
Rainier Beach  
North Beacon Hill  
Eastlake  
Aurora-Licton Springs

For the purposes of this report, we excluded the University of Washington Campus from our assessment of the University Community urban center, except for in the case of transit ridership. Bus stops throughout the UW campus are included in the transit boarding data.



## Data Collection Process and Challenges

The data mining discovery process sought to comprehensively and exhaustively identify all potential data sources for citywide and sub area data for our working list of indicators. Format, spatial scale, time frame, and metrics were recorded and inventoried to inform accessibility, as well as divulge gaps and limitations in available data. Organizations and departments were contacted to discuss specific data needs. The data source list was then narrowed down to a final list of data sources, contacts, and format. Discrete aggregate data was then collected for each urban village, (or in some cases an approximation of the urban village boundaries as best we could obtain) from the various data sources. Data was then processed, tabulated, and compiled into legible graphic form for analysis.

### Data Collection Challenges

Availability and accessibility of past data:

Databases have changed and collection methods have evolved over the past twenty years with changing technology—from analogue to digital to GIS. Departments and agencies have transitioned to new database methods, complicating the accessibility of past databases that are no longer maintained or kept in an organized, useful form. For empirical studies such as SNNAP and longitudinal tracking, changes in format of databases can impact collection methodology, organization, and the specific information tracked.

Geographic scale:

Inconsistencies in the geographic/spatial area in which data is collected and tracked was acknowledged during Phase I and noted in Phase II as a large contributor to the delay of data delivery, and data processing and organization. Geographic inconsis-

tencies in available data complicated the comparability of sub area performance across multiple indicators. Also many Urban Villages themselves have had their boundaries changed, some dramatically.

Delays in delivery of data:

Some city departments and other agencies were slow to respond to our data requests, expressing concern over limited resource and pressing deadlines for other work programs. Departments also noted the time-intensive process required to pull the data in the form requested. In some instances, we had to be very persistent, with follow-ups and repeated check-ins in order to receive requested data.

Managing, organizing, and aggregating data to reflect Urban Village boundaries: Navigating and resolving inconsistencies in data across indicators once data was received proved to be a time intensive and challenging process.



### Qualitative Evaluations

Urban village street walking and windshield surveys provided additional observable characteristics not found in quantitative data and a measure of the completeness of “essential services” and amenities existing within each urban village study area. Street surveys were conducted using an ‘essential uses’ checklist and supplemented by visual observation of look, feel, and general character of each area. Notes were recorded to document reasonable walk time from end to end of each Urban Village boundary through the core mixed-use areas. We recognize visual assessments and walking surveys relying on visual/experiential information can be regarded as subjective, however, experiential observations contribute to fuller understanding of the community assets and deficits not necessarily revealed in quantitative data. The street surveys are used to inform our visual and spatial understanding of the area, and to identify range of essential uses, services and amenities that exist and that residents need within the Urban Village study areas.

We also reviewed in depth studies of Seattle’s neighborhoods and Urban Villages, including League of Women Voters’ “Neighborhood Planning and Vision of the City Update,” (2001); Seattle Planning Commission’s “Status Check: Seattle Citizen’s Assess Their Communities & Neighborhood Plans,” (2009); and UW Department of Urban Design and Planning’s “Planning for Success: Seattle’s Neighborhood Plans,” (2008).

# 4. DATA ANALYSIS



The City of Seattle Comprehensive Plan established a goal for distributing an additional 50,000 to 60,000 households and 131,400 to 146,600 jobs among the urban villages and other areas of the city. The plan further called for distribution of growth and the establishment of specific growth targets for each urban village, and to guide the increases in density over the life of the plan, as a means of accomplishing the goals of the Urban Village Strategy.

The plan also called for monitoring development activity annually to identify conditions where rate of growth deviates from anticipated growth targets for each urban village and citywide. For the city's designated Urban Centers, the plan further established 20-year distribution targets for percent of expected jobs (65%) and household growth (45%) intended for the urban centers.

No targets were set for the residential urban villages or outside the urban villages.

It should be noted that citywide 20 year housing and job growth estimates are assigned to the cities through the Puget Sound Regional Council's regional growth planning process (Vision 2040).

Actual citywide employment growth over the 20 year period fell considerably short:

Of the 20-year growth estimate of 131,400 to 146,600 new jobs expected, only 56,500 new jobs were actually created (1995 – 2012).

This job growth represents about 43 % of the more conservative estimate of 131,400 jobs.

## 1994-2014 Growth Projections Distribution of Jobs and Households

*"A strong and stable economy offers long-term economic opportunity and social equity to its residents and is an essential part of a successful city. Fostering a vibrant economy is a critical goal of our Comprehensive Plan and, by directing services and facilities to areas that support job growth, aligns with our urban village strategy." –Seattle 2035 Roadmap (<http://2035.seattle.gov/category/seattle2035/>).*

### The 1994 Comprehensive Plan Goals for the Distribution of Households and Jobs

G31 Distribute the additional 50,000 - 60,000 households (52,500 - 63,000 dwelling units) and 131,400 - 146,600 jobs called for in this plan among the various areas of the city as follows:

Land Use Figure 7  
GROWTH TARGETS

#### DISTRIBUTION OF GROWTH INSIDE AND OUTSIDE CENTERS AND VILLAGES

Category	% of Citywide Residential Growth	% of Citywide Employment Growth
Urban Centers	45% (22,500 - 26,700 hshlds)	65% (85,410 - 95,500 jobs)
Manufacturing/Industrial Centers	No housing target	10% (13,140 - 14,660 jobs)
Urban Villages	30% (15,000 - 18,000 hshlds)	No Target for Residential Urban villages Hub Urban Villages Only: 15% (19,700 - 21,990 jobs)
Remainder of City	25% (12,500 - 15,300 hshlds)	No Specific Target
<b>Totals</b>	<b>50,000 - 60,000 hshlds</b>	<b>131,400 - 146,600 jobs</b>

Table 4.1. Summary of growth targets for residential and employment growth, inside and outside urban centers and villages.

Source: 1994 City of Seattle Comprehensive Plan

	Target New Jobs	Target Percentage of Employment Growth	Actual Number of Jobs Added	Actual Percent of Total Employment Growth
Urban Centers	85,410	65%	37,036	65.4%
Hub Urban Villages	19,700-21,990	15%	2,680	4.7%
Residential Urban Villages	N/A	N/A	4,048	7.2%
Industrial Centers	13,140-14,660	10%	1,409	2.5%
Outside Villages	No Specific Target	No Specific Target	11,421	20.2%
<b>Total</b>	<b>131,400-146,600</b>		<b>56,594</b>	

Table 4.2. Overview comparison of target new jobs, target percent distribution, actual added jobs, and actual percent distribution across the urban village categories.

Source: 1994 Comprehensive Plan and the Employment Growth Report, prepared by Seattle Department of Planning and Development

## Employment Growth and Distribution

The distribution of jobs in the Urban Centers, with the absorption of 65% of the citywide total, was accurately predicted. The actual result was 65.4% new jobs within the Urban Centers. Outside the urban villages and Manufacturing/Industrial Centers, 20.2% (11,421) new jobs were created in the last 20 years. The 20.2% increase in jobs outside the urban village and Manufacturing/Industrial Centers was more than double the expected distribution, though no target was set for those areas.

Surprisingly, three urban center villages, Capitol Hill, Downtown Commercial Core, and University District Northwest and the Uptown urban center experienced a net loss of jobs over the 20-year period. South Lake Union, which was not designated an Urban Center until 2004, nevertheless took 38.6% (14,319 jobs) of all new urban center jobs in the city. Much of this occurred in the 2000's, during an unprecedented building boom where over 5 million square feet of new, mostly, commercial buildings was added.

City planners predicted with some accuracy the distribution of jobs across urban villages. However, job growth and business expansion in the city, took a beating with the economic downturn in 2000. In just two years during the dot.com collapse from March 2000 - March 2002, Seattle lost 31,082 of its covered employment, a 6.1% decline (*Economic Update, Seattle Finance Department, 2003*). Seattle is no stranger to boom bust cycles, most notably the "Boeing Bust" of the late 1960s when Seattle was dominated by just a few industries, and Boeing shed more than 60,000 workers. Economic downturns are inevitable. The city's current planning effort, Seattle 2035, the city's planning effort now underway for the next 20 years, anticipates a robust job growth of over 115,000 new jobs, a 23 % increase over today.

Does Seattle's business climate match Seattle's attraction as a place to live? Does the city have the tools to achieve a better balance between job growth and housing? Will Seattle's spirit of optimism, enterprise and diversified economy buttress it against the kind of massive job losses seen in recent past? These are critical questions for policy-makers to consider.

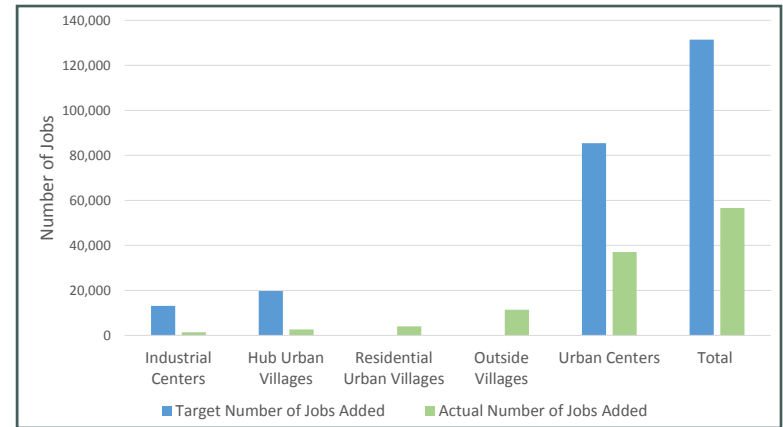


Figure 4.1. Comparison of job targets to actual number of jobs added for the urban centers, urban villages, and outside of the villages.

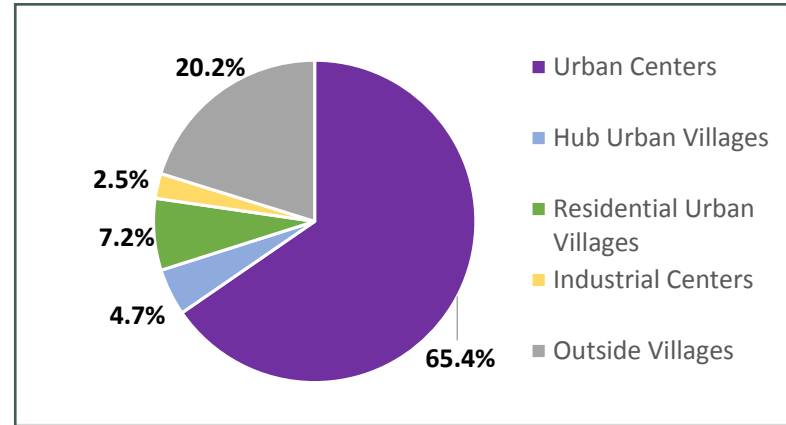


Figure 4.2. Actual percent distribution of jobs added between 1995 and 2012.

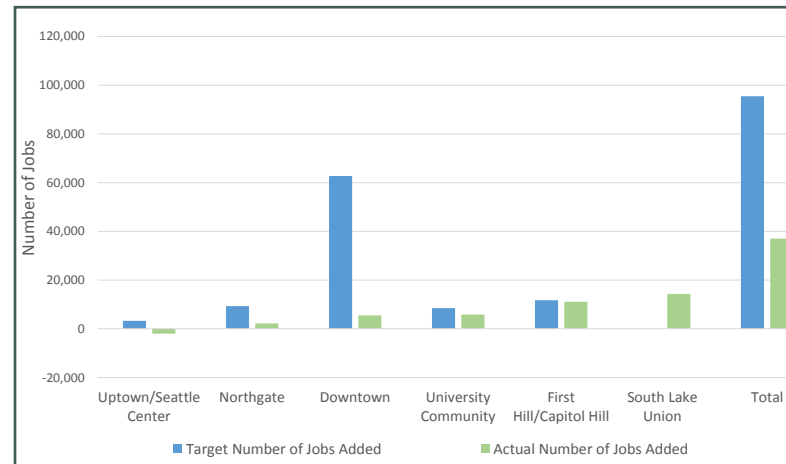


Figure 4.3. Comparison of job targets to actual number of jobs added in the urban centers.

South Lake Union was established as an urban center in 2004 so did not have a target set in the 1994 Comprehensive Plan. The Uptown/Seattle Center urban center lost jobs.

### The City's Targets and Actual Residential Growth over 20 Years (1994 – 2014)

The city's actual growth of new housing units from 1994 to 2014 was astonishingly close to targets set in the 1994 Comprehensive Plan. In total, 60,524 new housing units were produced throughout the entire city. In addition, of the 60,524 new housing units built, 74.7% were directed within the city's urban villages. More specifically, the Urban Centers were predicted to accommodate 45% of citywide residential growth, and over the past 20 years, 43% of new units distributed to the urban centers.

### Housing Growth and Distribution

The distribution of new housing units added by individual urban village is where the actual growth deviates from the city's projected targets. The residential growth targets for each of the urban villages were updated and changed during the 2004 Comprehensive Plan update process. The new numbers and revisions to the targets for distribution among urban villages have created a perception that absorbing a disproportionate share of citywide growth has unduly impacted some neighborhoods.

The 20-year results diverged widely from the original and updated targets for distribution, leaving a perception for some observers that the planning missed the mark, and certain urban villages have absorbed far more than their share of the targeted growth. In fact, some urban villages have received very little growth, especially in comparison to established growth targets.

	Target New Housing	Target Percentage of Housing Growth	Actual New Housing Units Added	Actual Percent of Total Housing Growth
Urban Centers	22,500-26,700	45%	25,873	43%
Hub urban villages & Residential urban villages	15,000-18,000	30%	19,029	32%
Industrial Centers	No Target	No Target	(37)	N/A
Outside Villages	12,500-15,300	25%	14,834	25%
<b>Total</b>	<b>50,000-60,000</b>		<b>59,699</b>	

Table 4.3. Overview comparison of target new housing units, target percent distribution, actual housing units added, and actual percent distribution across urban village categories.

Source: 1994 Comprehensive Plan, Seattle Department of Planning and Development Permit Data

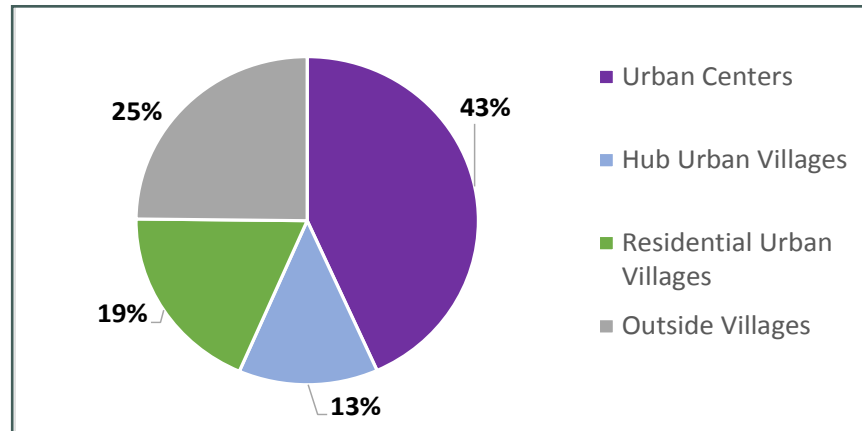


Figure 4.4. Actual percent distribution of housing units added.

Source: Seattle Department of Planning and Development Permit Data

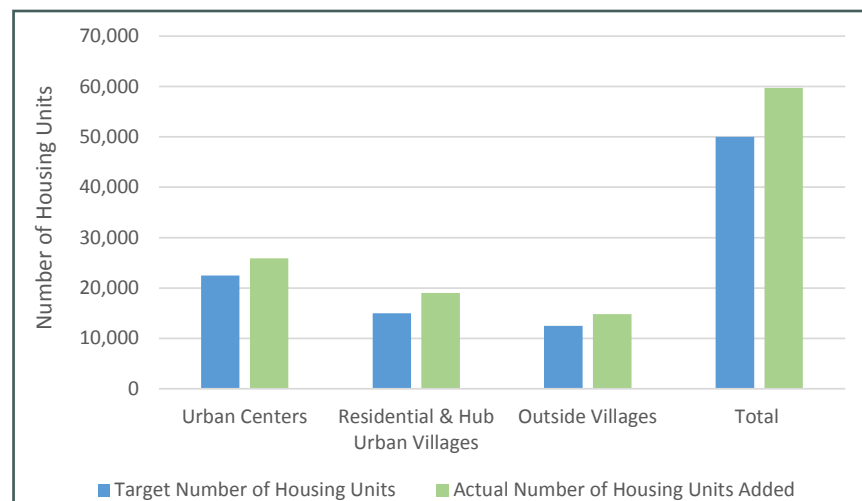


Figure 4.5. Comparison of housing growth targets and actual housing units added (1995 - July 2014).

Source: Seattle Department of Planning and Development Permit Data

## Balancing Jobs and Housing

The 1994 Seattle Comprehensive Plan did not establish a ratio for balancing jobs with household growth but the 2005 Seattle Comprehensive Plan sets a goal (UVG7) for accommodating the city's current and future housing needs in balance with job growth, so that by 2024 there is a citywide ratio of 1.8 jobs per household maintained. The current jobs to housing ratio for the city of Seattle is 1.5 (see figure below). The plan goal (UVG20) for most of the city's urban centers, where employment is concentrated, is for achieving a ratio of jobs per household of approximately four jobs per household.

The period 1994 - 2012, which saw an influx of new households and far fewer new jobs, shifted the jobs per household downward, from a ratio of 1.71 jobs per household in 1994, to 1.56 jobs per household in 2012. By these numbers then, if Seattle is to achieve the jobs-to-housing balance called for in the comprehensive plan, and the desired citywide ratio is 1.8 jobs per household by 2035, the city will need to add 180,000 more to jobs balance the 60,000 new households projected.

Regional growth management implies that there be a good balance between the number of jobs and households provided within cities or employment centers. It brings people and the places of work into closer proximity to reduce commutes, transportation burdens, and ultimately to curb sprawl.

The 2011 U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) finds that 38.2% (106,443) of Seattle's in-area labor force commute to primary jobs outside of Seattle. Conversely, 61.8% (172,123) of Seattle's in-area labor force live and work in Seattle. Of the workers employed in Seattle (primary jobs), 62.0% (281,161) commute from outside of the city. (See Appendix B Table B.1)

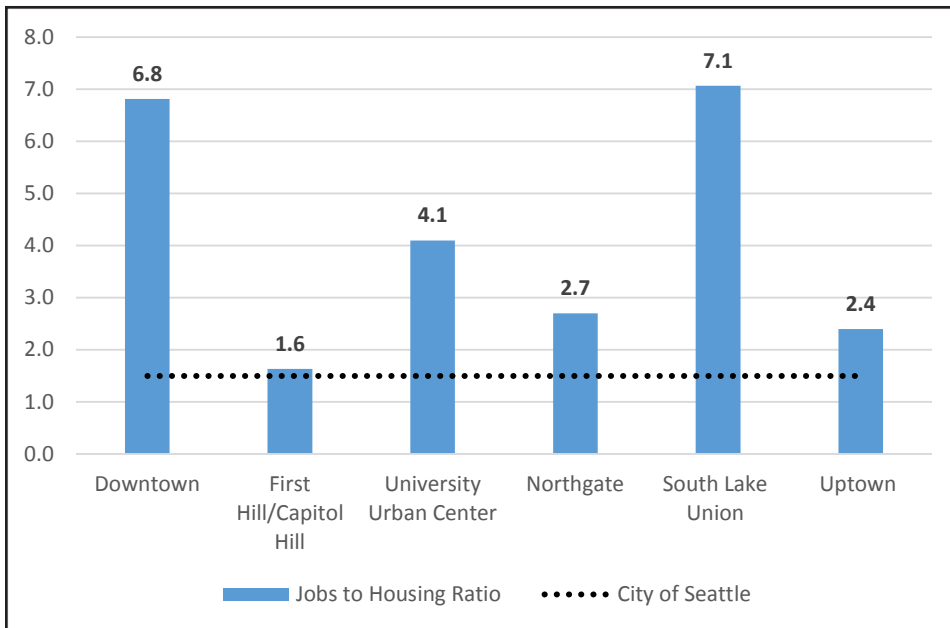


Figure 4.6. Jobs to housing ratio in the urban centers and the city of Seattle for 2010.

Source: Washington State Employment Security Department and Puget Sound Regional Council Covered Employment Report (2010) and 2010 Census

The Seattle 2035 plan projects 115,000 new jobs and approximately 60,000 new housing units. This outcome, if achieved, would establish by 2035 a ratio of approximately 1.6 jobs per household—well short of the city's policy goal for adequately balancing the number of jobs and households. To achieve the plan goal of 1.8 jobs per household, 180,000 new jobs would need to be added over the next 20 years, 65,000 more jobs than are projected to be added. Frequent and reliable transit service in corridors between urban villages and job centers can help to offset the imbalances.



## Findings and Policy Implications

The Urban Village Strategy makes clear that robust job growth is not just expected, but must be fostered. How can the city reverse the growing imbalance between job and household growth in Seattle? Will increasing numbers of people make Seattle their lifestyle choice and home, and yet work outside city? The policy considerations for Seattle 2035 are to either: 1) curtail growth of new households; 2) dramatically increase job growth (given the record of the past 20 years, this would appear to be a very difficult proposition), or 3) let things fly, and deal with consequences in the future.

**The notion of curtailing new household growth may be appealing to residents in some areas of the city feeling their neighborhoods afflicted by new development and rapid growth, but the idea of restricting development is anathema to others concerned with jobs, the local economy and housing affordability in Seattle.**

The Urban Village Strategy of setting growth distribution targets at the macro level between urban centers and villages, and limiting growth in single-family zoned areas outside the urban villages has proven highly successful as a distribution method at the macro level over the past 20-year plan period. This distribution has been achieved largely through Seattle's effective planning policies and zoning regulations. Less successful has been the city's intention, by setting growth targets for each urban village, to try and equitably channel growth by measured amounts

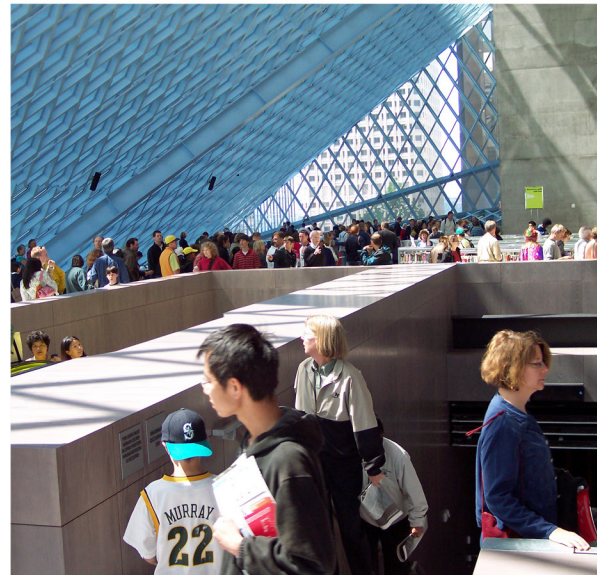
to various urban villages based on a determination of development potential and zoned capacity.

The uneven distribution of residential growth over the past 20 years (1994 - 2014) across all urban villages in the city reflects many factors influencing demand, such as market trends and location, incomes, neighborhood quality and character, changing demographics and lifestyle preferences, home prices, perceptions about public safety, quality of schools, and access to transit.

It is a given that, once the underlying zoning for an area has been established, market forces take over and will largely determine the rate of growth and where it occurs. Construction permits cannot be denied if an urban village reaches or exceeds its intended growth target over a period of time. Growth targets were not intended to set upper limits on growth, another possible misconception.

It may be best to discontinue the practice of apportioning a share of the city's growth to each of the urban villages individually. Instead, efforts should be focused on the overarching Urban Village Strategy goals of channeling growth to urban centers and villages collectively. Tracking results and assessing progress of channeling growth will help support the intent of the Urban Village Strategy "to maximize the benefit of public investments in infrastructure and services to promote collaboration with private interests and community to achieve mutual benefits" (Seattle Comprehensive Plan Urban Village Element).





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4. DATA ANALYSIS

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## Urban Villages Neighborhood Profiles

### DOWNTOWN

Downtown is lively, rich, and diverse in character, and home to many well-heeled as well as worn-soled urban dwellers. With the highest concentration of jobs in the region, Downtown's employment population of 201,899 (2012) represents 42% of all Seattle jobs. The Downtown urban center comprises five urban center villages: Denny Triangle, Commercial Core, Pioneer Square, Belltown (formerly Denny Regrade) and Chinatown/International District. It is the state's largest urban retail destination, and music/theater/arts/food and cultural mecca. Downtown also has a high concentration of homeless people, very low income residents, and social service agencies.

Despite its many steep hills, downtown is considered the "most walkable" district in Seattle. Within 5 minutes, people can walk to as many as 70 restaurants, bars and cafes in downtown. Biking downtown is a challenge. But a new cycle track planned for Second Avenue should significantly improve bicycle safety through the central business district.

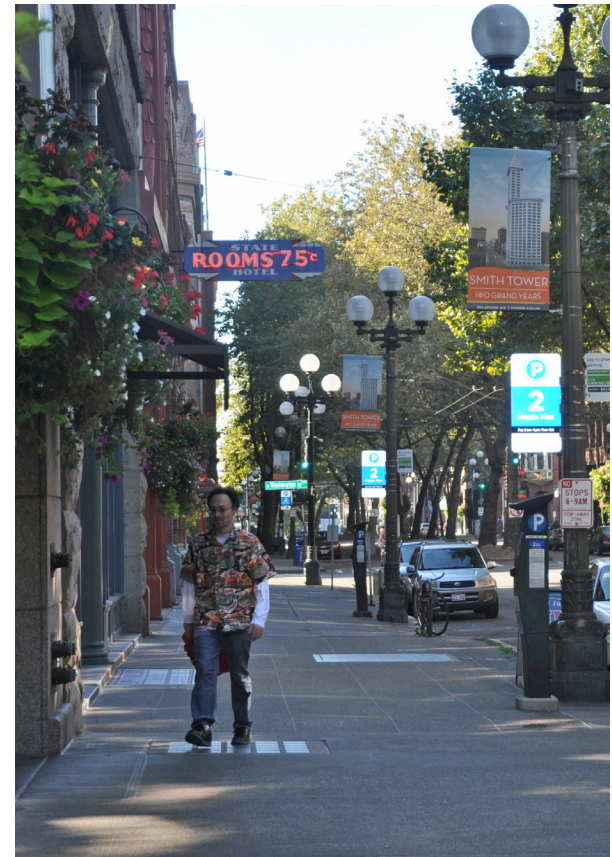
Belltown, downtown's residential annex, is the fastest growing urban neighborhood in the city, and is the densest population in the state. Many of the city's transit routes pass through downtown where connections to most areas of the city and beyond can be made. Westlake Mall is the heart of the retail core, where Nordstrom's flagship department store along with dozens of other local retailers and national outlets are located. There are about 775 restaurants, bars, and coffee shops in downtown.

Downtown boasts three historic districts, including Pike Place Market, Pioneer Square and Chinatown/International District. Seattle's famous Pike Place Market, situated on an overlook above Elliott Bay in the Commercial Core is the nation's "oldest, continuously operated farmer's market" (since 1909). The market is the state's number one visitor destination, popular with both locals and tourists alike, drawing an estimated 10 million visitors annually.

Pioneer Square, a national historic district, is Seattle's oldest downtown neighborhood. As a result of the 1889 Great Fire, Pioneer Square, highly walkable, with an array of small shops, cafes and pubs, boasts a well preserved multi-block set of distinguished late 19th century buildings of stone and brick (built immediately after the fire). With Stadium Place, the long awaited redevelopment of the old Kingdome north lot into a "modern community where you live, work and play without the need to leave the neighborhood," (<http://www.northlotdevelopment.com/overview.html>) and the recent announcement of Weyerhaeuser's plans to move its headquarter to Pioneer Square, Seattle's original business district and historic town center is rebounding from an extended period of economic stagnation.

Just east of Pioneer Square is another of Seattle's oldest centrally located neighborhoods, Chinatown/International District. The culturally rich historic district where Chinese, Southeast Asians, Filipino, Vietnamese, and Japanese Americans work and reside together, offers a unique mix of specialty shops, Asian

groceries and restaurants, boutique hotels, galleries, small parks and heritage sites. Summertime Night Market, annual festivals and cultural events including Dragon Fest, and the Lunar New Year Celebration, are popular attractions for many thousands of locals and visitors alike.



## UNIVERSITY COMMUNITY

The University Community is a designated urban center under the city's comprehensive plan. The University Community consists of three urban center villages: the University District, Ravenna, and the University of Washington Campus. Located on a rise above Portage Bay, the University Community is bounded the University of Washington (UW) campus and Union Bay to the east, Interstate 5 freeway to the west, and Cowen/Ravenna parks to the north. The University Community is served by two distinctive commercial/retail zones, "the Ave", which serves as student-centered pedestrian zone offering an array of retail services, bars, and fast food dining options, and Roosevelt Way NE, which is a more auto-oriented commercial strip. Modest one and two story older single family houses line the Roosevelt corridor with many converted to low rent boarding houses for college students.

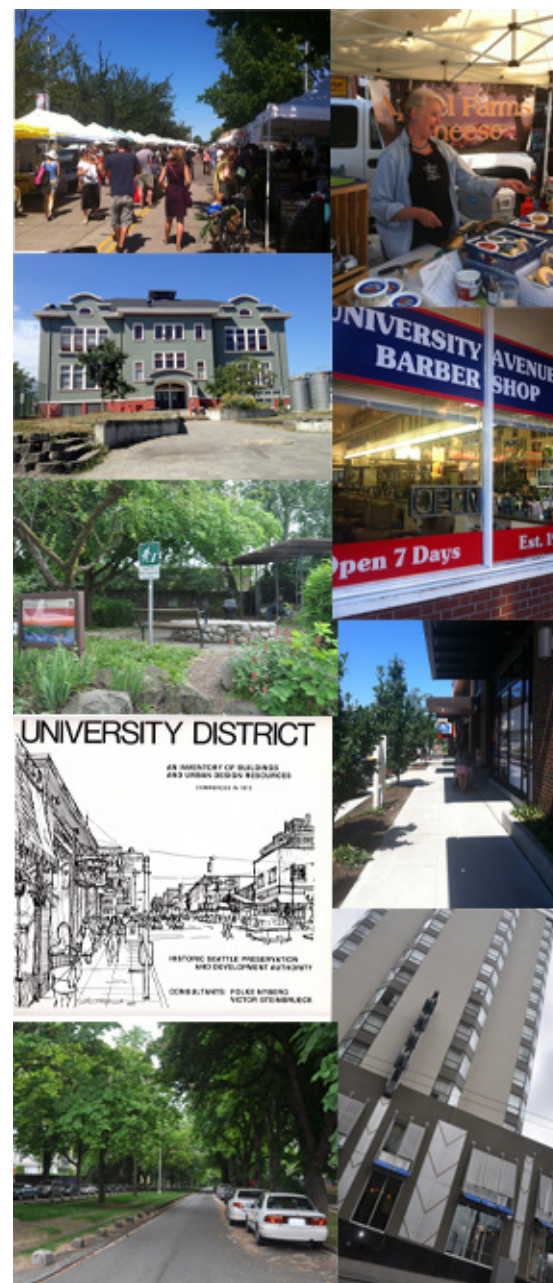
Just north of the UW campus are the sorority and fraternity houses of Greek row. The imposing facades are architecturally eclectic and dominated by red brick. Seventeenth Avenue connects to Ravenna Boulevard, a wide, tree-lined with grassy center median that is a part of the Olmsted legacy boulevards and parks system. A departure from the otherwise lower scale of the University Community are three high rise towers of different ages, the University Plaza condominiums, UW Tower (formerly Safeco offices) and Hotel Decca (formerly Meany tower). East of the University District and below is Union Bay, and the ever expanding University Village shopping mall, a popular retail destination with a wide variety of restaurants, coffee houses, shops, and boutiques catering to Laurelhurst and oth-

er surrounding single family neighborhoods. To the north, University Park and Ravenna neighborhoods transition into lower density, predominately older single-family homes and attractively landscaped gardens.

University Heights Community Center, a former elementary school, serves as is the University District's community gathering place and little "town hall." Over 200 community-based groups are based, and the facilities and grounds and draw over 225,000 visitors per year. Recently, Seattle Parks and Recreation purchased a portion of the south lot of University Heights to create a multi-use public space, including plaza for public performances, festivals and events, rain gardens, a P-Patch and other amenities. University District Farmers Market, recently moved from the University Heights parking lot to the Ave, is open Saturdays year round. The hugely popular farmers market provides a venue for more than 60 growers and producers, along with locally sourced processed foods, and arts and crafts, all from within the state.

The University Community is highly walkable, bikable, and well served by transit. The future Link Light Rail station at 43rd Northeast and Brooklyn is expected to draw up to 12,000 daily riders and as a transportation hub, will undoubtedly establish a new and lively focus for transit centered activity and development.

\*The SSNAP report excludes the University of Washington Campus from the analysis in all cases except tree canopy and impervious surface data.





## WEST SEATTLE JUNCTION

Fauntleroy Way West serves as gateway to Alaska Junction and the West Seattle hub urban village, framed by new and very large full block apartment buildings, with an entry node looking much like Ballard at Market and 15th Avenue NW. The “Junction,” considered to be the heart of West Seattle, sits high atop the West Seattle peninsula, geographically remote and cut off from other parts of the city by steep terrain and water bodies. The character of the Junction is insular, giving West Seattle, itself a collection of diverse neighborhoods, unique identity as a town within a city. West Seattle, like Ballard was originally incorporated in 1902 as its own municipality. It was annexed to the City of Seattle in 1907.

The Junction business district, “where it’s at!” offers a wide variety of small specialty shops and dining opportunities, where just about every need, from clothing, jewelry, groceries, health and electronics, to cafes and pubs can be found within a short walking distance. Arts West Playhouse and Gallery provides West Seattle with an exceptional arts and cultural venue that is centrally located within the walkable core.

The Junction and other neighboring parts are graced with stunning territorial, mountain, and city skyline views prominent from many east-west street corridors and high end residential view properties along 41st Ave SW. The 1975 Urban Resources Survey of the Alki/Admiral neighborhood (includes California Avenue and the Junction) lists dozens of architecturally significant, and possibly historic buildings and residences of varying ages and style. The Junction’s walkability is compromised in some areas by high speed traffic, although daily errands are easily accomplished by foot as distances are short between shops and services. On a sunny day, sidewalks are lively and active, with large numbers of pedestrians, sitters, and outdoor diners.



## BALLARD

The Ballard hub urban village is bordered by the Lake Washington Ship Canal and Salmon Bay. Its topography is low sloped to flat. Once an independent town, Ballard still retains the look and feel of a compact, small city. Its Scandinavian heritage is commemorated each year with May 17th Norwegian Constitution Day Festival at Bergen Place Park. Market Street and Ballard Avenue between 24th and 15th Avenues Northeast form a compact, walkable town center. Ballard’s gentle terrain and compactness make getting around on bike or foot relatively easy, although the “Missing Link” to the popular Burke-Gilman trail through the Salmon Bay maritime industrial corridor remains unresolved.

The Ballard Avenue Historic District recalls “Old Ballard,” with red brick commercial buildings, shops, seamen’s taverns, and modest itinerate worker apartments dating to the late 19th century. With a bar on nearly every block, and hugely popular Sunday Farmers Market, Ballard Avenue has seen an urban renaissance, and is a popular nightspot for young hipsters and old timers alike.

In just 10 years, the population of the Ballard Hub Urban Village has increased by 24% between 2000 and 2010. With growth and new development has come many improvements. Market Street, Ballard’s central business district, offers a wide variety of small shops, bars cafes, and services, and bustles day and night with people and activity. The additions of a new public library, community center and full block park just north of Market Street is the new town center, contributing to Ballard’s high livability quotient.

# LAKE CITY

Despite its rapid growth, Ballard still retains some of its gritty working class character, with an active commercial fishing and maritime industrial zone along Shilshole Avenue and the shores of Salmon Bay. While Ballard’s core redevelopment has achieved many of the Ballard neighborhood plan goals, Ballard residents are concerned about increasing traffic congestion, limited parking, public safety, scale and character of new buildings, and housing affordability.

In Seattle’s far northeast region, the Lake City hub urban village is centered along the State Route 522 highway corridor and Thornton Creek watershed between two prominent hills. Lake City includes a clustering of several smaller surrounding neighborhoods of Victory Heights, Meadowbrook, Cedar Park, and Olympic Hills which are more residential in character. In 2006, the Lake City branch library was expanded and re-opened. The bustling Lake City business district has an older working class feel, with full array of small shops, cafes, neighborhood bars, auto dealerships, and professional services. Newer infill of multi-family development of larger scale is occurring, which is altering the low rise character and scale, and creating more density. According to Seattle Planning Commission’s Status Check (2009), along with growth, Lake City residents support more attention given to compatibility of design with neighborhood character, crime prevention, and more “green infrastructure,” including mini-parks, trails and trees. Improved intra-city transit service is also a high priority of residents.

The pedestrian zone is fairly compact, inviting (though linear, like most neighborhood business districts in Seattle), and centered at 125th and Lake City Way. Fred Meyer on the outskirts of the business district, provides the largest source for full service groceries and other household needs. Lake City Park, at the heart of Lake City was recently refurbished as a paved plaza with limited amenities for public enjoyment. Trees and landscaping have yet to mature, but should eventually provide welcome relief to hard paved plaza. Lake City has a pleasing variety of public art displayed in the parks, median strips, and sidewalk paving. Lake City Way is curiously both auto-oriented and pedestrian friendly, with a walkable pedestrian core, and only a few mini-strip malls. The ever popular Dick’s Drive-in reflects the era of the automobile. The walking experience overall has a friendly, small scale “Main Street” quality in regards to streetscape amenities, public art, people and activity, green landscaping, and safe crossings. At times fast speeds along SR 522 can pose traffic congestion issues and high traffic speeds can create safety concerns for pedestrians and bicyclists.



## WESTWOOD-HIGHLAND PARK

Located near White Center in the far southwestern part of Seattle are the neighborhoods of Westwood and Highland Park. The two neighborhoods have a different look and feel. Highland Park has at its center a multi-cultural, highly walkable business district with a wide array of independent small businesses, ethnic groceries and cafes, butcher shops, small restaurants, and services. Nearby, is a contrasting shopping experience-the Westwood Village Mall, a large, regional shopping destination with national chain big box retail, boutiques, cafes, art, landscaping and attractive outdoor public spaces. Large single family residential areas divide the two neighborhood business districts, as does the hilly terrain to the west.

To the northwest, is the Southwest Teen Life Center and adjoining playfields, and southwest is Roxhill Elementary School, Roxhill Park (headwaters of Longfellow Creek), playfield, and skate park, not far and just across the city line, is a large casino complex.

The tallest landmark in Westwood is Westwood Heights, a senior housing complex owned and managed by Seattle Housing Authority. The properties were formerly the decaying and problem-beset Roxbury House and Village. In 1998, Seattle Housing Authority redeveloped the properties under a federal Hope VI grant to revitalize the neighborhood and create a safer more attractive environment.

Highland Park, in the south Delridge valley, is a diverse blue-collar community with a unique multicultural vibe. Edging upto White Center, homes are modest and affordable, with close proximity to Boeing, Downtown Seattle, and SeaTac airport, making the neighborhood attractive to young working class families. Adding to the attraction is the 81-acre Westcrest Park featuring a playground, picnic area, and miles of hiking trails.



## RAINIER BEACH

The Rainier Beach neighborhood is diverse, multi-cultural, and family oriented with a high level of community pride and activism. Its natural setting, spectacular parks, and views of Mt. Rainier are its unique physical assets. Despite many changes since the 1990s, it remains one of the few Seattle neighborhoods where gentrification has yet to reach, with development occurring more slowly than other parts of the city. Homeownership remains low, new businesses slow to incubate, and with multi-family housing being developed mostly outside the urban village near or on major arterials.

Kubota Garden, a public park located just outside the urban village, is a regional attraction and hidden treasure of 20 acres of beautifully landscaped gardens combining Northwest native plantings with Japanese inspired design. Other notable parks and recreational areas include Be'er Sheva, Lakeridge/Deadhorse Canyon Natural Area, and Fred Hutchinson Playground. Rainier Beach has a small, somewhat scattered historic business district at Rainer Avenue S., S. 57th Street, and Seward Park Avenue intersect, where there is a variety of "mom and pop" shops and services. Two large full service chain supermarkets just outside the commercial core are the dominate shopping centers. Rainier Beach residents in a 2012 update to the 1999 neighborhood plan, expressed a desire to see more of a range of shops, restaurants, and services, with an improved, transit connected pedestrian shopping experience. "Pearls" of Rainier Beach identified by residents are Beach Square, the historic Business District, the light rail station, and Rose Street.

Beach Square is the civic core where public facilities clustered near the business district include the Rainier Beach Branch library, community center, high

## NORTH BEACON HILL

school, performing arts center, and Dunlap Elementary school. The Rainer Beach Light Rail Station at MLK Jr. Way S. and S. Henderson, is the neighborhood’s major gateway, yet it is distant from, and somewhat disconnected from the business district, and there has been little new private development surrounding the station. Rose Street at Rainier Avenue S. shows promise as “a stand out community node,” where there is a growing concentration of diverse cultures, including an Ethiopian Community Center, small ethnic businesses, and Buddhist monastery.

North Beacon Hill is seeing a big resurgence. The landmark 16-story Pacific Tower, former home to Amazon.com and the Pac Medical and Veterans Medical Centers sits prominently above the urban core, overlooking Downtown Seattle, and at night glows with light as a beacon on the hill. Of note, the American Planning Association (APA) named Beacon Hill in 2012 one of 30 Great Places in America for its fine, sustainable neighborhood qualities, multi-modal transportation, urban design, community involvement, aesthetics and physical character—quite an accolade!

“Spend some time on Seattle’s Beacon Hill and you’ll find a dynamic and engaged community where your neighbors are just as likely to be Chinese, Japanese, or Vietnamese as they are to be black, white, or Hispanic. This diversity is exemplified by North Beacon Hill, a neighborhood-scaled commercial node with stores providing goods for many cultures and restaurants serving Asian, Hispanic, and other ethnic foods and where nearly three-fourths of residents are people of color, almost half are foreign born, and 60% speak a language other than English at home, according to 2000 census data. Modest housing, nearby jobs, a streetcar to Downtown Seattle, and restrictive covenants in other parts of the city all helped to draw immigrants and people of color, especially Asian-Americans, to Beacon Hill in the 1950s.” (APA, 2012, Connects, “30 Great Places”).

Beacon Avenue is the main traffic corridor that runs the length of Beacon Hill, and through the BH residential urban village. Many changes are coming to North Beacon, in part as a result of the new Link light rail Station at its center, where there is a concentration of businesses, library, community center, grocery markets, and infill development. Together El Centro de le Raza, ST Beacon Station, and Library create sense of town center with short pleasant walking distances between small shops, restaurants, services, and park. Roberto Maestas Festival Street, was named in honor of Roberto Maestas, El Centro de la Raza (Center for People all Races” founder and prominent Seattle civil rights leader.



## EASTLAKE

The Eastlake urban village serves as a busy traffic corridor with strong edges bordered by I-5 freeway, connecting the University District through Eastlake, to the Cascade neighborhood and South Lake Union. The compact Eastlake neighborhood rises steeply above the banks of Lake Union, providing many residences along the hillside with panoramic views of the lake, city skyline, and Olympics. The former red brick Seward Elementary school stands atop the hillside as a local landmark, and has become TOPS, an alternative K-8 public school open to students from all over the city.

Eastlake neighborhood combines a mix of older and newer apartment buildings, condominiums, townhouses, floating homes, and along Eastlake Avenue East, the community “main street” are located a variety of inviting small shops, bars, cafes, bakeries, offices and a few professional services. The Eastlake Zoo is a popular ‘60s era neighborhood tavern. Although the sidewalks are narrow in most areas, the walking experience in the core pedestrian zone is pleasant and active, with a variety of small scale buildings and storefronts of different eras. Small shops and businesses are more concentrated at Eastlake and Lynn Street. At the north and south ends of Eastlake Avenue East, the pedestrian zone feels more stretched out and discontinuous.

The Eastlake community is graced with a multitude of small to large parks, ranging the central commons of Rogers Playfield, to a string of lovely mini-street end and viewpoint parks, a hillside P-Patch garden. The Cheshiahud Loop Trail recalls Seattle’s native past along the shores of Lake Union. The trail is still in development, and lakeshore access is not continuous.

## AURORA-LICTON SPRINGS

The Licton Springs neighborhood, sandwiched between busy Aurora Avenue North on the west, and Interstate 5 on the east, transitions from low-rise multi-family to into single family residential and is served by the Aurora Avenue business district. Licton Springs has its origins in what was once part of a natural system of spring, bogs, and marshes where abundant mineral waters and reddish mud provided a place of healing and spiritual importance to the local Lushootseed-speaking Salish Indians. Today, Licton Springs Park is the center of this family oriented community, offering a beautiful natural setting for strolling, play, and picnicking. Indian Heritage School at Wilson Pacific, with spectacular wall murals by Indian artist Andrew Morrison, continues the native presence in the neighborhood.

Aurora North (SR 99) is the closest shopping district to Licton Springs community, and is a busy, high speed traffic corridor lacking adequate pedestrian amenities, and deteriorated and/or impassable sidewalks, safe crossings and ADA compliant sidewalks. Most goods and services are not available within easy walking distance, nor is walking between long auto-oriented blocks a pleasant experience. However, a limited variety of retail shops and services is available at Oak Tree Plaza shopping mall, including a cinema, and Asian-oriented grocery. Various goods and services in the Aurora corridor include auto supplies, equipment rentals, adult entertainment, marijuana dispensaries, hair and nail salons, fitness center, movie theatre, gas stations and several fast food outlets. The Oak Tree Plaza is a family gathering place for summer festivals. The Aurora-Licton Springs urban village does not have a community center, library, full service bank, or health center. On the northern edge, Washelli Cemetery provides a large collection of significant trees, and vast areas of grassy open space, but with limited public use.



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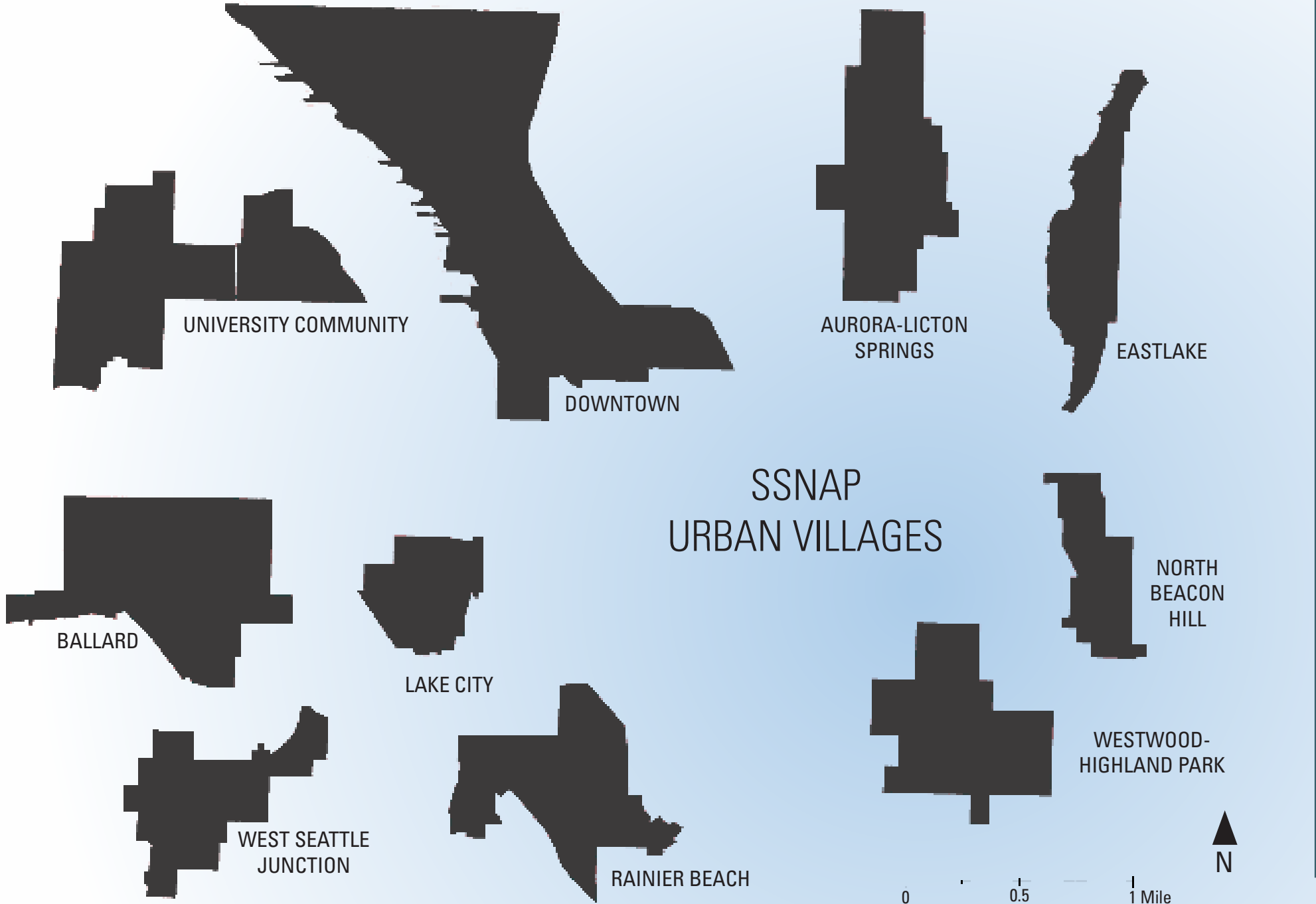
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4. DATA ANALYSIS

5

6

7



## Urban Village Demographics

Demographic data is represented in the following figures for each urban village area. City of Seattle numbers are included where applicable to reveal the urban village demographics within the context of the city of Seattle as a whole. An understanding of demographic trends is vital to developing the social context in which the indicators themselves exist.

Note that most demographic data for the city and urban villages shows only a few data points over the entire period studied; this means that any fluctuations in the gaps are not recorded, and may play a role in the dynamics of the indicators.

Demographic data is sourced from the U.S. Census Bureau and was compiled for each urban village area by the City of Seattle Department of Planning and Development. Changes within the measurement instruments (the Decennial Census and American Community Survey) means that we are restricted to current data in some instances.

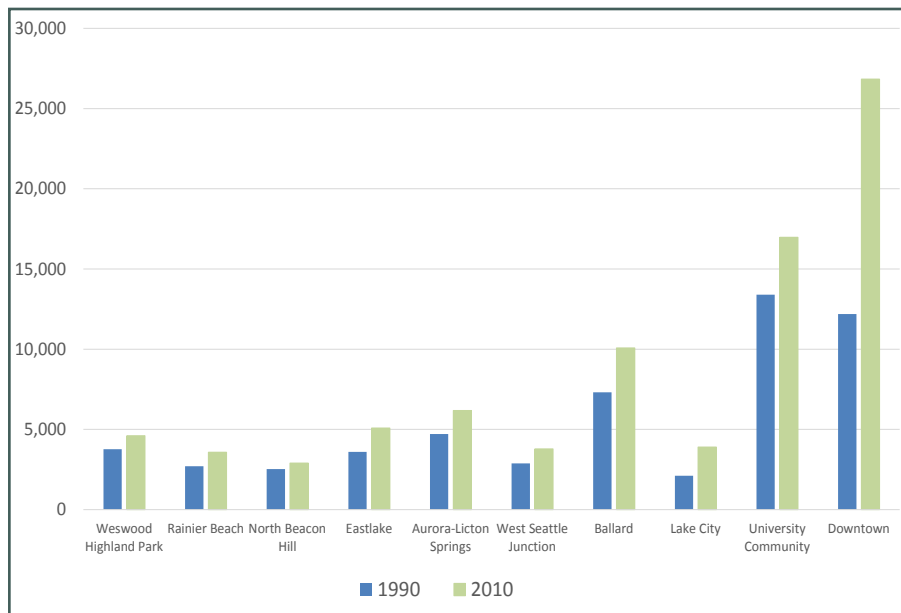


Figure 4.7. Urban village population

Data prepared by the City of Seattle Department of Planning and Development from the U.S. Census Bureau Decennial census 100% Count Data for 1990 and 2010

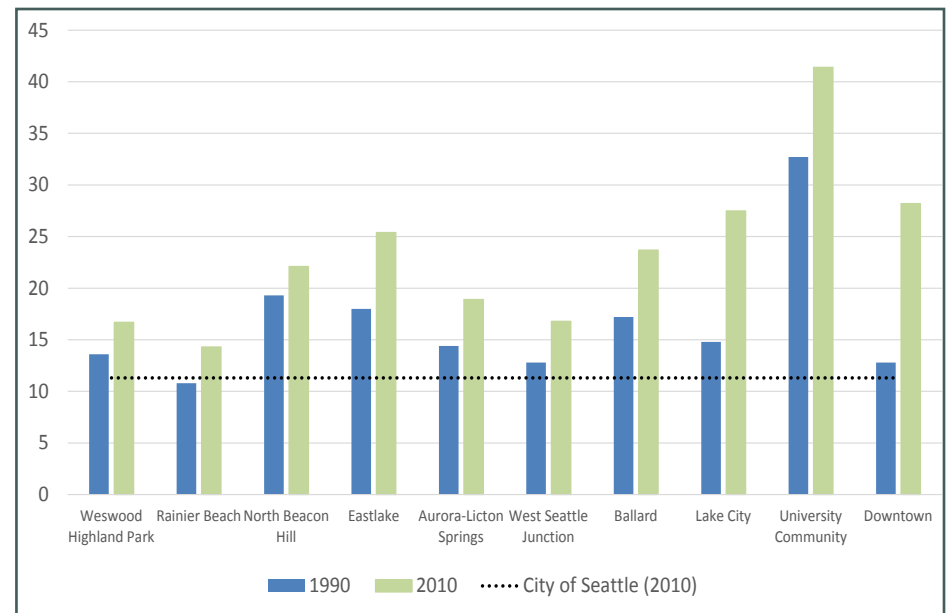


Figure 4.8. Urban village population density

Data prepared by the City of Seattle Department of Planning and Development from the U.S. Census Bureau Decennial census 100% Count Data for 1990 and 2010

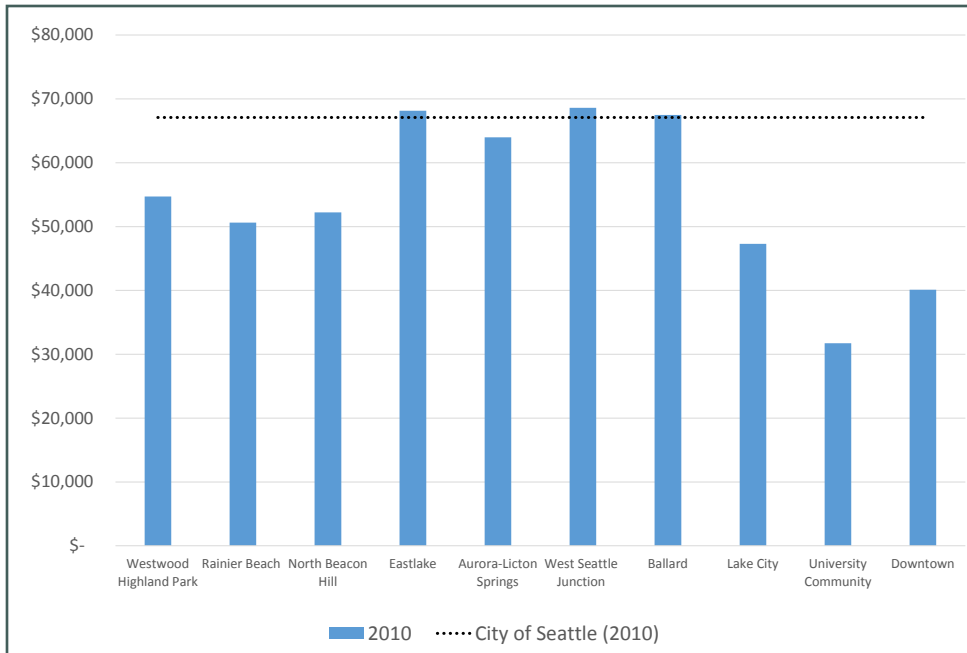


Figure 4.9. Median household income

Data for census tracts corresponding to the 10 urban Village assessment areas, and for the City of Seattle. Data is sourced from the 2008-2012 American Community Survey 5-Year Estimates

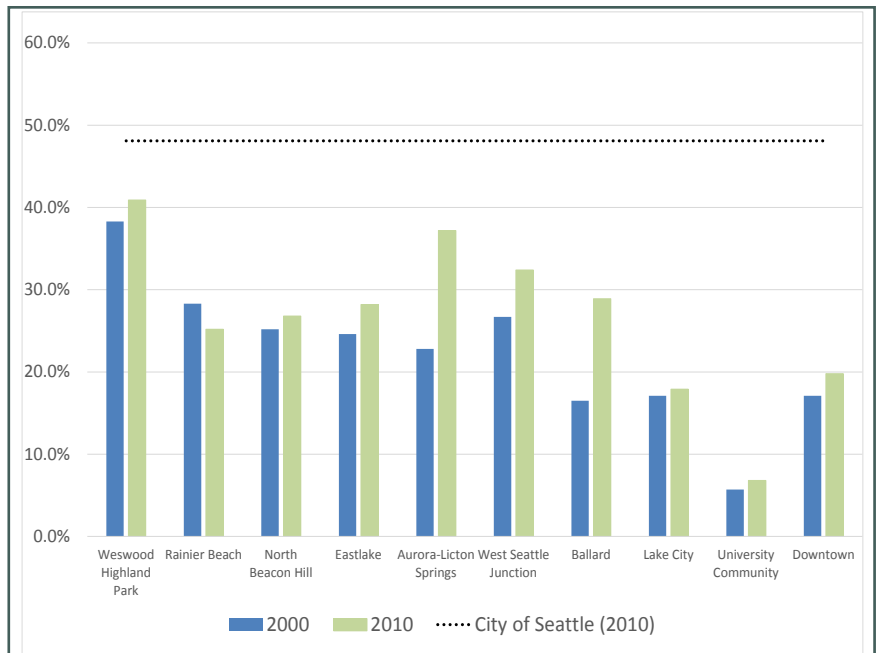


Figure 4.10. Percent owner-occupied properties

Data prepared by the City of Seattle Department of Planning and Development from the U.S. Census Bureau.

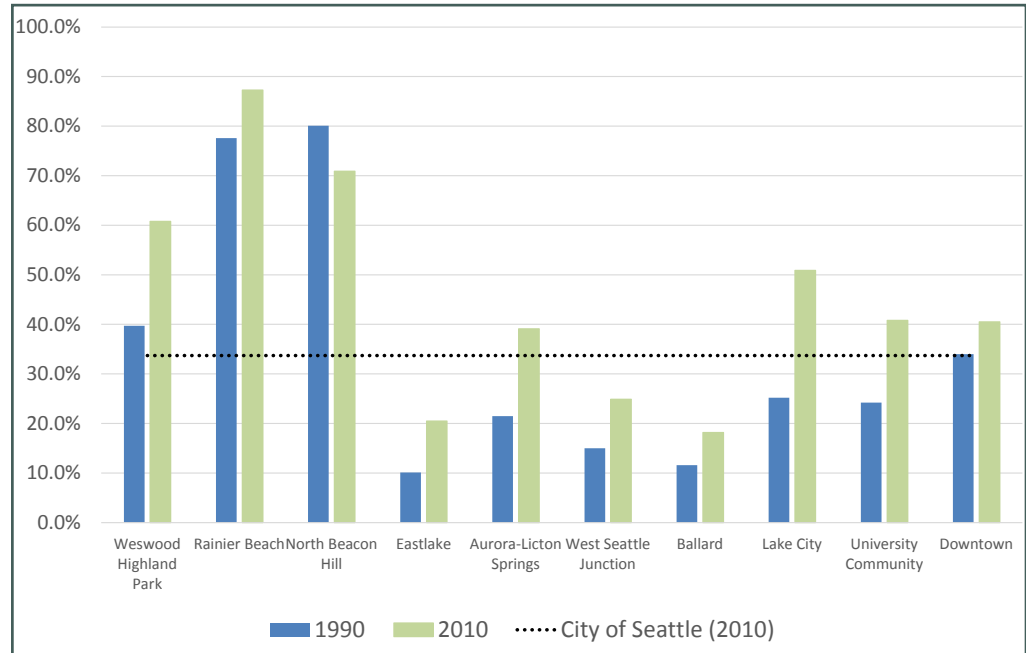


Figure 4.11. Percent persons of color

Data prepared by the City of Seattle Department of Planning and Development from the U.S. Census Bureau. Persons of color data includes people of Hispanic or Latino ethnicity and/or race other than White alone (for 1990: and/or other than white).

Changes in the structure and methods of the Decennial Census may affect comparability of 1990 and later Census data.



## Indicator Data Notes

**The starting point for the data mining process** was the Seattle.gov and department websites with the intent to **evaluate the accessibility and ease of data collection** for Seattle's designated urban villages. The SSNAP indicators attempt to rely on publicly available data that does not require extensive time or expertise to compile.

**Population data for the urban villages** is sourced from the U.S. Census and aggregated by the Department of Planning and Development for the years 1990, 2000 and 2010 for Seattle's urban villages. Population estimates for intermediate years were calculated by assuming stable growth in population overtime.

### Indicator Analysis Organization

Each indicator contains several groupings of information:

- **Outcome Group:** Four outcome groups; Resource Use and Conservation, Healthy Communities, Open Space and Development, and Shared Prosperity and Opportunity. Each indicator is assigned to one of the four outcome groups. The following data analysis section is organized by the outcome groups
- **Desired Outcomes:** The list of desired outcomes identifies specific positive outcomes of each indicator
- **Responsible Agency:** the agency, organization, or department that oversees performance for the specific indicator
- **Format:** Basic organization and type
- **Data Source/Collection Methods:** Where and how data was collected and organized
- **Data Years:** Years of data represented
- **Associated Policies:** Related policies or goals

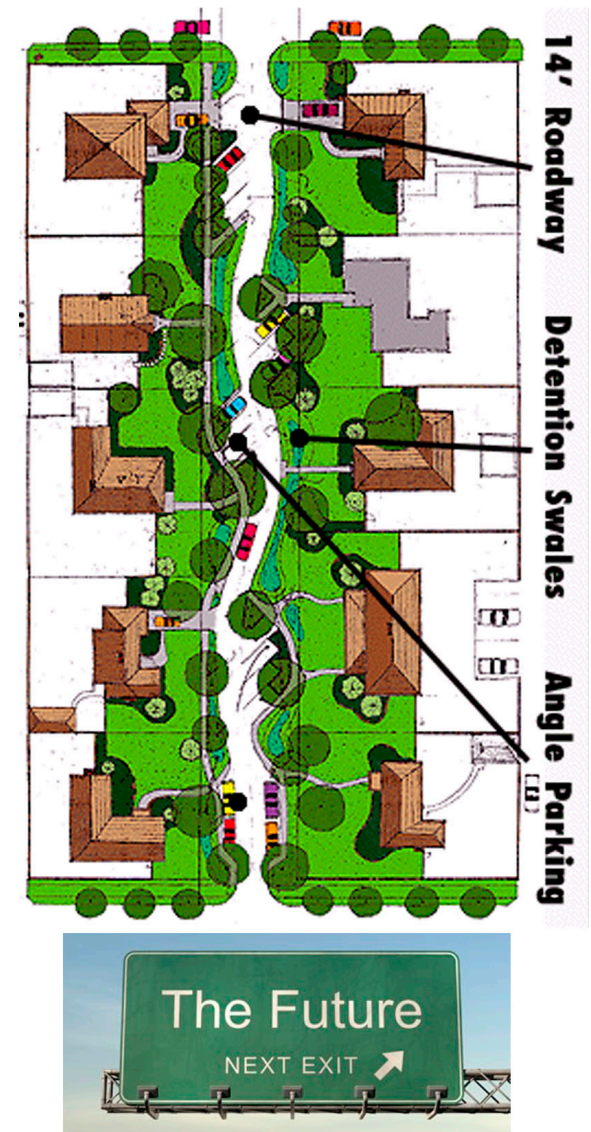
in the Seattle Comprehensive Plan or related planning documents

- **Metric Goals:** Any set goals and/or targets
- **Background Information:** Any supplementary information that provides context and informs interpretation of data analysis section
- **Data Analysis:** Analysis of data provided
- **Notes and Limitations:** Commentary and limitations provided by data source contacts
- **Recommendation:** Recommendations for the future based on data analysis

**Data Years** vary across indicators. For some indicators, 1994 data was not available. The SSNAP team obtained the earliest available data to be used as the benchmark for assessing trends over time.

Transit Ridership	Urban Village
Vehicle Traffic Screenline Counts	Urban Village
Residential Energy Use	Citywide
Residential Water Consumption	Urban Village
Residential Landfill Waste	Citywide
Historic Landmarks	Urban Village
Access to Arts and Culture	Urban Village
Farmers Markets	Urban Village
Community Gardens	Urban Village
Low Birth Weight	Census Tract
Life Expectancy	Census Tract
Area of Parks and Open Space	Urban Village
Proximity to Parks and Open Space	Urban Village
Tree Canopy Coverage	Urban Village
Impervious Surfaces	Urban Village
City Investments in Infrastructure and Capital Facilities	Urban Village
Neighborhood Matching Fund	Neighborhood District
Schools and Academic Performance	Urban Village/Surrounding Neighborhood
Unemployment Rate	Census Tract
Poverty Rate	Census Tract
Housing Cost Burden	Census Tract

Table 4.4. Geographic area of indicator data



[A]  
RESOURCE USE AND  
CONSERVATION

This group of indicators focuses on community resources understood as the inputs and outputs of urban livelihood. Car dependency is often identified as a critical problem in the metropolitan area, and reducing car traffic and increasing transit use are the main goals for the city and the county. This first section includes transit ridership and traffic congestion indica-

tors. Moreover, energy, waste, and water consumption patterns are analyzed as measures of resource use and conservation. Demolition and construction debris are also large contributors to waste generation, therefore, preserving historic sites indicates the ambition to make the best use out of existing resources and embodied energy.

[B]  
HEALTHY COMMUNITIES

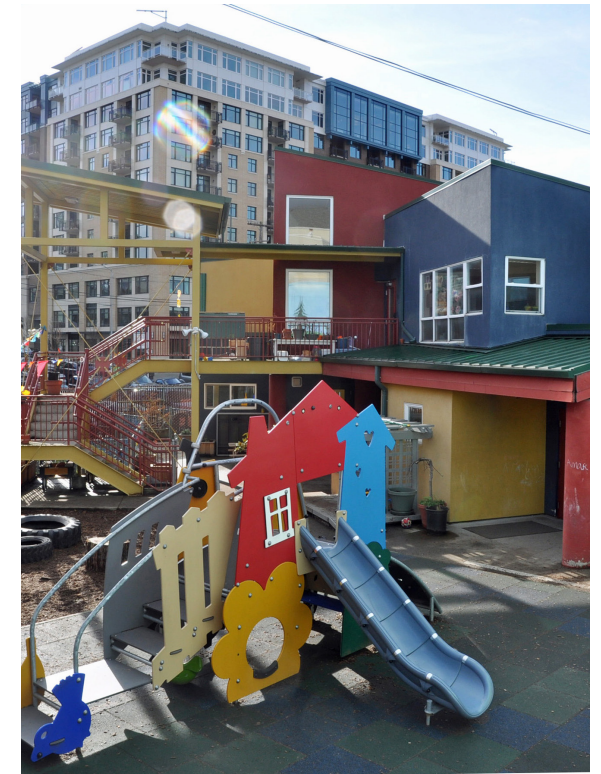
Healthy communities ensure public safety, cultivate community cohesion and connection, provide venues for positive social interaction, and perpetuate healthy lifestyle choices. The indicators included in this section characterize mental, emotional, and physical health for residents and the community as a whole.

[C]  
OPEN SPACE  
AND DEVELOPMENT

One of the main visions of the Seattle Comprehensive Plan and Urban Village Strategy is to direct and accommodate growth and development, while supporting, maintaining and enhancing quality of life in Seattle's neighborhoods. The open space and development indicators evaluate the trajectory of the city's densest areas to ensure that Seattle's parks, open space, and tree canopy are not threatened.

[D]  
SHARED PROSPERITY  
AND OPPORTUNITY

The city of Seattle strives to be not just a prosperous place filled with opportunity, but a place where prosperity and success are evenly shared among all residents. The foundation for community success is the fair equitable distribution of resources for services and infrastructure that support community needs. Financial stability, an education, and a place to live are



at the foundation for individual success. Cumulatively, the group D indicators evaluate how resources and services are allocated to individuals and community to assess the level of equity in Seattle.

# [A] RESOURCE USE AND CONSERVATION



## A1 TRANSIT RIDERSHIP

### Desired Outcomes

- Mobility, access, and connectivity
- Reduced traffic congestion
- Pollution reduction
- Transit accessibility

Responsible Agency: King County Metro

### Format

Average weekday (Mon-Fri) boardings per person per acre.

Data source/data collection methods: Average weekday boardings data is sourced from the King County Metro database and is representative of King County Metro bus routes ridership (see Appendix B for more information).

Average weekday boardings data was converted to average weekday boardings as a factor of population density and is represented in Figures 4.13 & 4.14. Average weekday boardings was divided by the popula-

tion density (people per acre) for each urban village. This shows change in average weekday boardings over time given change in urban village population density.

Figure 4.12 shows Downtown average weekday boardings and population density separately to demonstrate how the two variables interact overtime. The other urban village graphs showing average weekday boardings and population density separately are included in Appendix B.

The urban centers are shown on a separate graph (Figure 4.13) from the residential and hub urban villages (Figure 4.14) to account for the significant difference in scale of average weekday boardings in the urban centers compared to the hub urban villages and residential urban villages.

Data Years: 1994-2013

### Associated Policies

King County Metro Vision for Public Transport:  
Goal 2: Provide equitable opportunities for people from all areas of King County to access the public transportation system.

Goal 4: Environmental/greenhouse gas reduction

Metro Performance Measures:

- Population within a 1/4 mile walk transit station
- Increase Transit Mode by Market
- Reduce Per Capita VMT
- Increase Transit Mode Share

Seattle Comprehensive Plan:

T9: Designate a transit network to maintain and improve transit mobility and access compatible with transportation infrastructure and surrounding land uses.

T4: Provide sufficient transportation facilities and services to promote and accommodate the growth this Plan anticipates in urban centers, urban villages, and manufacturing/industrial centers while reducing reliance on single occupancy vehicles.

SDOT Transportation Strategic Plan (2005):

T5 Policy: Establish multi-modal hubs providing transfer points between transit modes in urban villages and urban center villages and urban centers.

SDOT Metrics & Performance Measures:

- “SDOT management and staff recognize the need to have, and report on, meaningful performance measures in order to communicate more effectively to the public, elected officials and agency partners...”
- Many of the SDOT’s current reporting measures are output measures—they indicate production, but do not chart progress towards an established goal.”
- “Improving the environment and supporting the urban village land use strategy are two main considerations that are addressed in many of the measures in each category. Some of the measures listed on the following pages are currently tracked and reported on, many are still in development ... Once the system is defined and a baseline established, SDOT will report on progress made towards meeting the target” (2005).
- 2020 Target: 14% reduction VMT (compared to 2008).



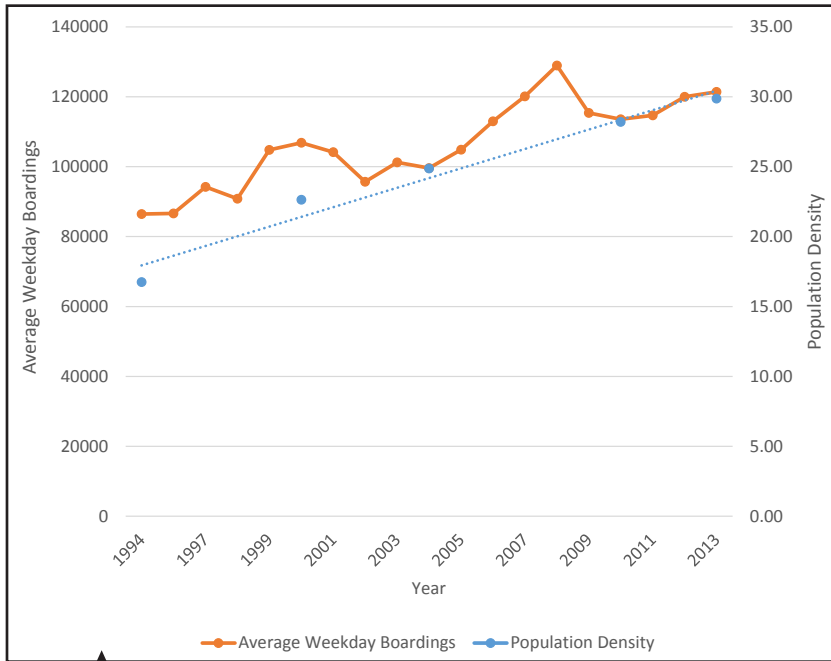


Figure 4.12. Downtown average weekday boardings and population density. Source: King County Metro

King County Metro identified 2005 as the most reliable benchmark year for comparison due to greater consistency in data collection methods between 2005 and 2014.

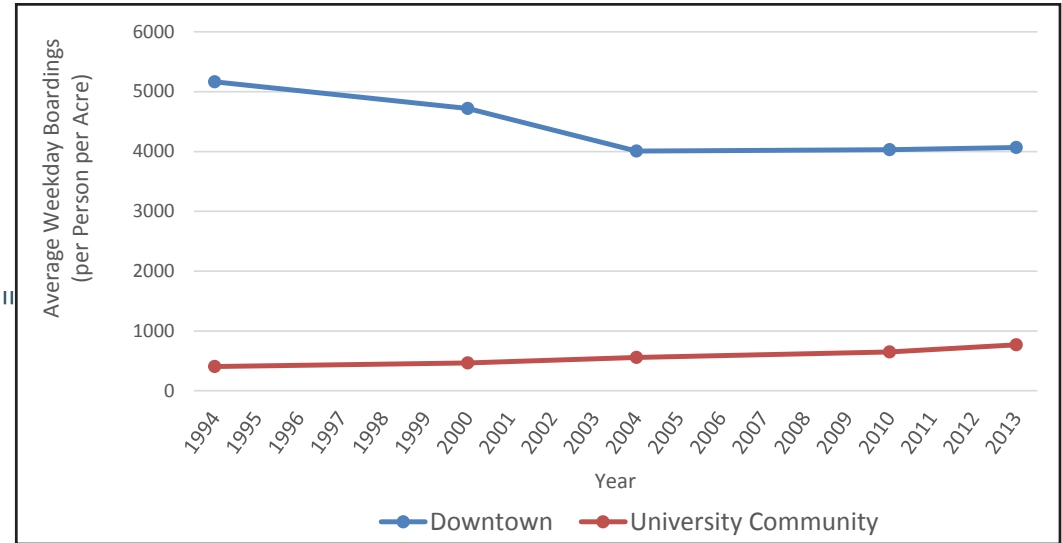


Figure 4.13. Average weekday boardings as a factor of population density for the Downtown and University Community Urban Centers. Source: King County Metro

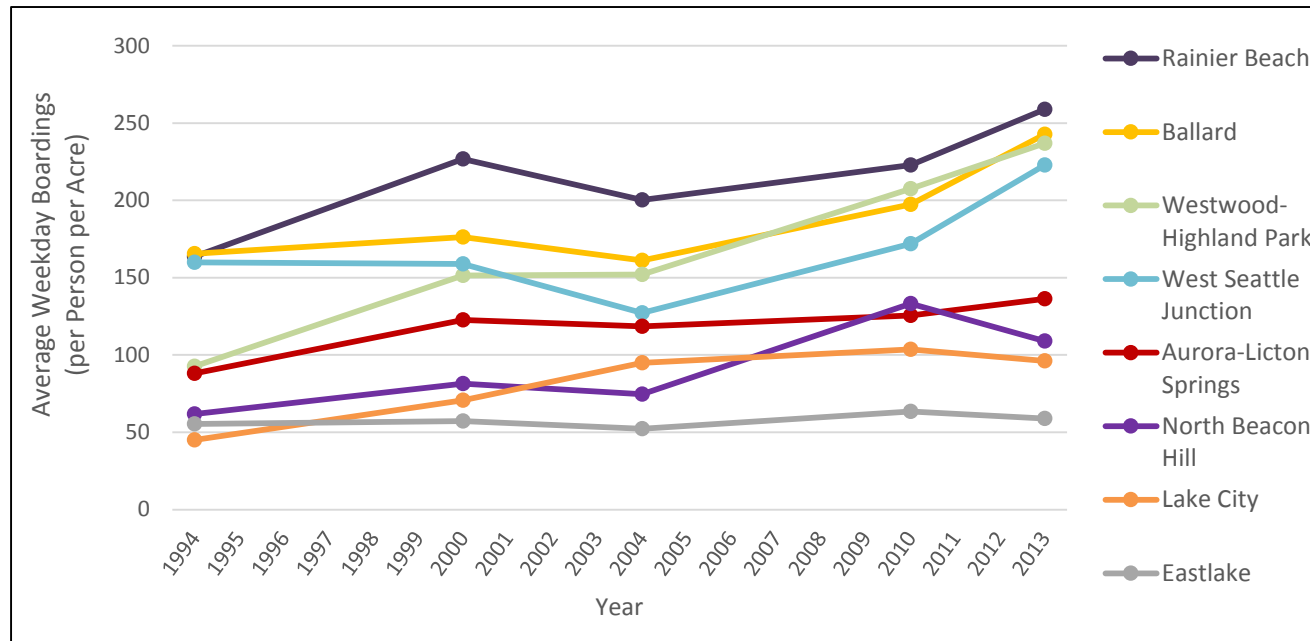


Figure 4.14. Average weekday boardings as a factor of population density for three hub urban villages; Ballard, Lake City, and West Seattle Junction and 5 residential urban villages; Aurora-Licton Springs, Westwood-Highland Park, Eastlake, North Beacon Hill and Rainier Beach

Source: King County Metro

## Analysis

Annual boardings for the King County Metro service area are tracked consistently each year to measure transit ridership and evaluate progress towards doubling current ridership by 2040. Average weekday boardings data was separated into two figures due to the substantially higher ridership in the urban centers. Downtown ridership exceeds the University Community by a large margin as well. Peak ridership as a factor of population density in the University Community was approximately 770 boardings per person per acre. Comparatively, in 2013 Downtown experienced 4,065 boardings per person per acre. Weekday boardings have increased in all of the selected urban villages except for the Downtown and Eastlake urban villages. This indicates a steady, growing demand for bus service, and expanding of the ridership base within the city.

One of the missions of the urban village strategy is to direct population growth into designated urban village areas and to support growth by providing adequate and accessible services to these areas. Public transportation is critical to reducing dependence on single occupancy vehicles, reducing traffic congestion, and increasing mobility throughout the city, especially as population and employment density increases. In the 10 urban village study areas, both average weekday boardings and population density increased between 1994 and 2013. For the SSNAP transit ridership indicator, urban village average weekday boardings per person per acre for 1994, 2000, 2004, 2010 and 2013 was calculated to demonstrate a relationship between change in transit ridership and change in population density.

In Downtown Seattle, the overall rate at which population density has increased may account for why average weekday boardings as a factor of population

density has decreased. This suggests that increases in density Downtown are not contributing to dramatic increases in metro transit ridership. This may be partly due to the fact that the Downtown functions as a transit hub, with a large number of users that do not live in the urban village. The data provided also include only boardings on Metro-operated buses and Sound Transit Routes that Metro operates. Sound Transit Routes operated by Community Transit or Pierce Transit are not included in the data, neither are Link light rail or Sounder commuter trains. Alternative transit services such as the light rail may contribute to decreases in metro bus ridership.

Since 2004, there has been a very subtle increase in average weekly boardings per person per acre. In contrast to Downtown, all other urban village areas except for Eastlake have experienced an increase in average weekday boardings per person per acre between 1994 and 2013. Average weekday boardings per person per acre in Eastlake have remained relatively stable over the 20-year time period.

Rainier Beach has the highest average weekday boardings per person per acre of any of the residential or hub urban villages. This suggests Rainier Beach residents are more dependent on transit than in other areas. Eastlake has the lowest average weekday boardings per person per acre. This is likely due to the fact that Eastlake acts as a transit corridor for express routes from the University District to Downtown. During peak hours especially, express routes do not stop at any bus stop within the urban village boundaries, creating potential limitations for transit use by Eastlake residents. Overall, the trends are positive as transit boardings increase at a faster rate than population density. See Appendix B for individual urban village graphs showing raw average weekday boardings and population density (1993-2012).

## A1 RECOMMENDATION

Fast, frequent and reliable transit access is a key component of the Urban Village Strategy. With future growth in population and employment in the urban villages, the Metro bus system will need to extend ridership service hours and routes throughout the city, and especially in heavy transportation corridors, to accommodate increased demand.

### Notes/Limitations

It is important to note that this indicator does not inform the distribution or proportion of transportation modes. As population increases, it cannot be assumed that an increase in transit ridership suggests a decrease in the use of cars throughout the city.

The goal of the APC system is to collect between three and five observations from every scheduled trip, which certainly does not always occur. Trips with minimal to no valid APC data available make the data more prone to be skewed by non-typical observations. The accuracy of the data in providing information district- or system-wide will be much more accurate than a "slice" of the data which is more likely to be skewed by non-typical data. The APC system does not collect any data on subcontracted services. It is important to also note that the 1990 stop level data is less reliable. The Automatic Vehicle Location (AVL) system was less accurate causing some ridership data to be inaccurately attributed to stop numbers. A major rewrite of Metro's APC system occurred in 2005, increasing the reliability of data for recent years.



**A2**  
**VEHICLE TRAFFIC**  
**SCREENLINE COUNTS**

**Desired Outcomes**

- Community health
- Car dependency reduced
- Traffic congestion reduced
- Greenhouse gas emissions reduced

Responsible Agency: Seattle Department of Transportation (SDOT)

**Format**

GIS data

Data source/data collection methods:

SDOT Screen line location data tracks average daily traffic volume, average weekday traffic volume, 8 busiest hours of traffic, peak hour AM traffic volume, and peak hour PM traffic volume. Screen line locations are partially dictated by the Seattle Comprehensive Plan, some locations are included as part of annual flow count map, and some locations overlap with federal count locations.

Screenline GIS data were filtered to remove special traffic studies, aggregate studies, and non-surface street studies. The remaining studies were used to generate a Volume/Capacity ratio for the AM and PM peak hours during the study, following King County procedure (King County Benchmark Program). The V/C ratio is an indicator of demand for roads compared to the supply for roads. A capacity of 1,000 cars per hour per lane was used to calculate the ratio. The data was summarized and plotted in R 3.0.2.

Data Years: 2000, 2012

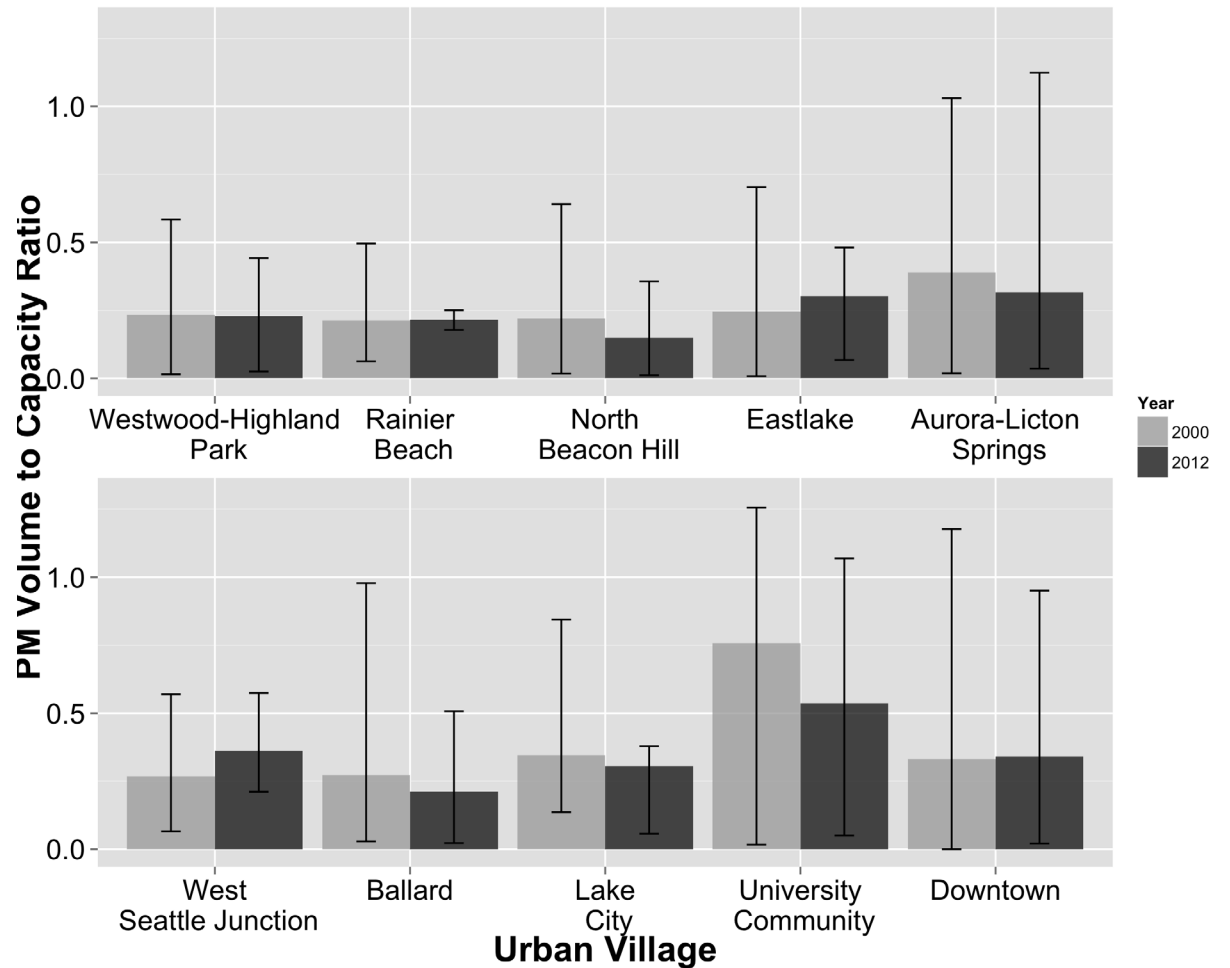


Figure 4.15. Volume-to-Capacity ratios for PM peak hours in the selected urban villages for the year 2000 (top) and 2012 (bottom). The height of the bar represents the average V/C ratio, while the whiskers indicate the minimum and maximum V/C ratios observed in the urban village. See Appendix B Table B2 for number of screenlines used to produce the data for each urban village.

Source: Seattle Department of Transportation (SDOT)

## Associated Policies

Seattle Comprehensive Plan:

T4: Provide sufficient transportation facilities and services to accommodate anticipated growth...reducing reliance on single occupancy vehicles.

## Analysis

High levels of congestion and traffic has been shown to have many negative impacts on health and well-being in the public (Levy et al., 2010; Künzli et al., 2000; Hennessy & Wiesenthal, 1999). The distribution of screenline data suggests a handful of major arterial roads experience severe congestion during peak hours. Traditional methods of dealing with congestion would be to increase capacity, however research shows that adding capacity eventually leads to more congestion as new roads fill back up (Litman, 2001).

Without additional data on mode choice, it is difficult to comment on whether or not the City is meeting its goal in terms of reducing reliance on single occupancy vehicles. However, some clear trends do appear in the data. The mean performance of surface streets in all of the urban villages is quite good, with only the University District crossing the 0.5 threshold into minimal congestion in the PM. The mean does not really represent the dynamic of traffic present, however, the range of the data has been included in the figure. Peak congestion values for most villages have decreased, with Aurora-Licton Springs the sole urban village to see max congestion increase. In contrast, the peak V/C ratio in Ballard has fallen from around 1 to around 0.5, a very large improvement.

The high peak values show clearly that the most congested streets in the high-traffic urban villages (Aurora-Licton Springs, Downtown, and the Univer-

## A2 RECOMMENDATION

Consistent with the transportation policies and goals in the comprehensive plan, the city's preferred alternatives to increasing vehicle capacity should continue the emphasis on commute trip reduction and alternative travel modes, including public transit, car sharing, biking and walking.

sity District) are extremely congested, with values approaching (or even exceeding) one, while the least congested have essentially no traffic during the same period.

All other urban villages show a much narrower range, and peak values below 0.7 in 2012, with most at or below 0.5 volume-to-capacity (V/C). This suggests that much of the traffic congestion may be associated with major traffic corridors driven by commuters who are not residents in the urban village. This peak congestion may impact residents in a minor way, as they are able to shift to less congested streets once they are close to home.

## Notes/Limitations

The V/C ratio was computed based on traffic counts at all screen lines within the urban village, which varied across the 10 urban village study areas. There was also many more screenlines in the 2000 data than in the 2012.

The data was not adjusted for seasonality nor changes in roads and/or lane configurations.

## References

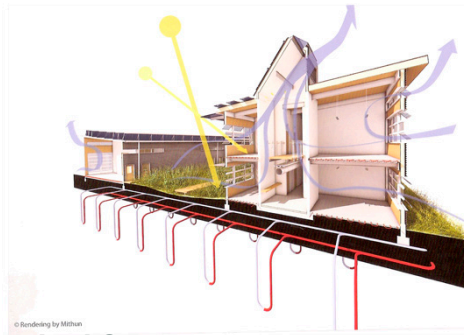
- Hennessy, D. A., & Wiesenthal, D. L. (1999). Traffic congestion, driver stress, and driver aggression. *Aggressive Behavior*, 25(6), 409–423.
- Künzli, N., Kaiser, R., Medina, S., Studnicka, M., Chanel, O., Filliger, P., Sommer, H. (2000). Public-health impact of outdoor and traffic-related air pollution: a European assessment. *Lancet*, 356(9232), 795–801
- Levy, J. I., Buonocore, J. J., & von Stackelberg, K. (2010). Evaluation of the public health impacts of traffic congestion: a health risk assessment. *Environmental Health : A Global Access Science Source*, 9(1), 65
- Litman, Todd. "Generated Traffic; Implications for Transport Planning." *ITE Journal* 71.4 (2001): 38-47. Web.







**A3  
RESIDENTIAL  
ENERGY USE**



**Desired Outcomes**

- Resource efficiency
- Consumption behavior
- Ecological footprint
- GHG emissions

Responsible Agency: Seattle City Light

**Format**

kWh Sales for Residential Standard and Residential Assisted per Capita for the city of Seattle

Data source/data collection methods: City of Seattle annual residential kWh energy sales was provided by Seattle City Light, and supplemented by residential kWh energy sales data by zip code+4 digit code for the years 1994 to 2013.

Data Years: 1993-2012

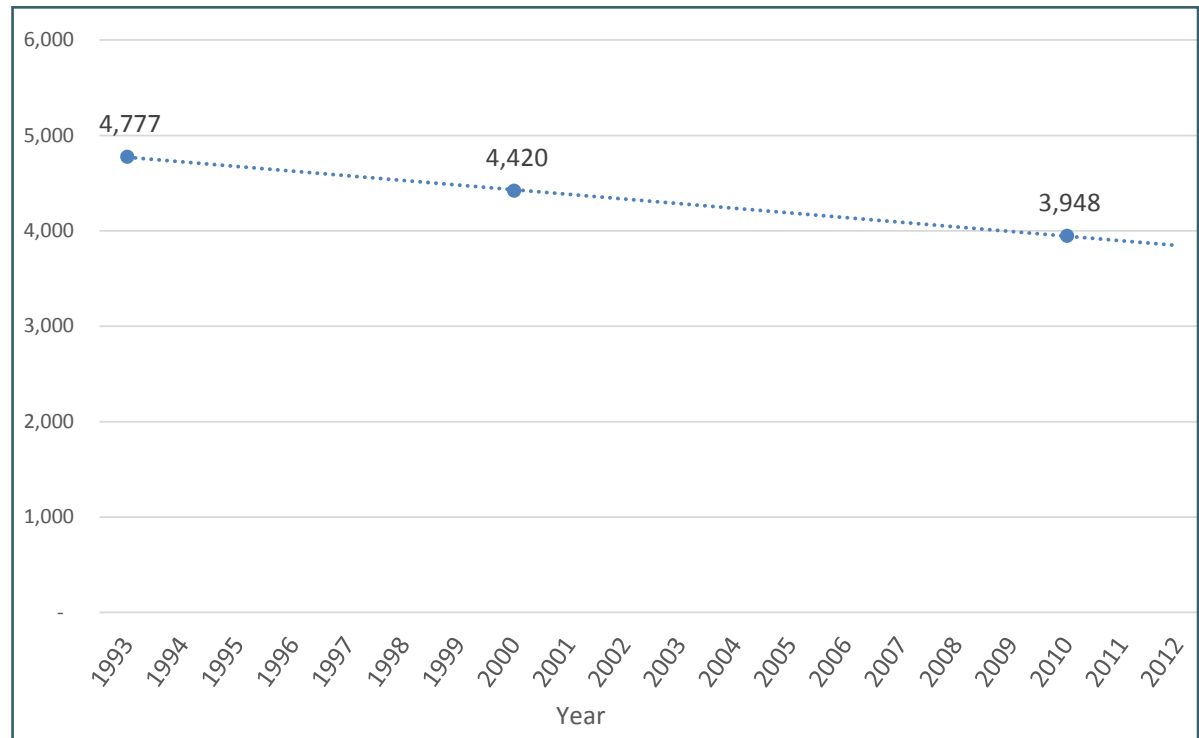


Figure 4.16. City of Seattle per capita residential energy consumption (kWh)  
Source: Seattle City Light

**Associated Policies**

Seattle Comprehensive Plan:

UG3: Maximize the efficient use of resources by utility customers.

U7: Promote environmental stewardship in meeting City utility service needs and the efficient use of water and energy resources by utility customers through education, technical assistance and financial incentives.

U10: In meeting the demand for electric power, strive for no net increase in City contributions to greenhouse gas emissions by relying first on energy efficiency, second on renewable resources.

Metrics Goals: 2014 Comprehensive Plan Environmental Element: 8% reduction in residential energy use between 2008 and 2020 and a 5% reduction in commercial energy use between 2008 and 2020.

## Background

Seattle City Light:

“Continue Conservation and Environmental Stewardship Leadership reflecting the values of its community and customer-owners. Seattle City Light has a rich tradition of environmental stewardship, including fish-friendly operation of its hydroelectric projects and achieving climate neutrality since 2006. Since the late 1970’s, energy conservation has been the utility’s first-priority resource for meeting customers’ electricity needs. Current power demand forecasts show City Light can meet expected demand through at least 2020 without purchasing new year-round generating resources through a combination of conservation, efficiency improvements, flexibility of current power contracts, and market purchases. Conservation levels assumed in the Strategic Plan are designed to ensure compliance with I-937, meet customer expectations, and support City Light’s legacy of environmental stewardship. Because of prior investments and strong environmental leadership, meeting objectives in this area does not require a substantial change from baseline investments.”

## Analysis

Seattle City Light has a remarkable record of reducing energy usage within the user base through aggressive long-term strategies to balance capacity with load, reduce demand, and conserve energy. In the City of Seattle, residential energy sales decreased from 4,777 kWh in 1994 to 3,948 in 2010 per capita. This represents a 17% reduction that is confirmed by Seattle City Light’s status as the nation’s first carbon neutral utility since 2005.

SCL’s commitments to conservation combined with Seattle’s environmentally aware customers have contributed to dramatic decreases in energy use. Despite

population growth and large amount of commercial development that has taken place in last 20 years, Seattle’s built environment has helped to keep energy use down too.

Currently, 32% of all commercial properties in Downtown Seattle are LEED certified and 44% are Energy Star Rated. Seattle is moving towards dramatically reducing energy use and reducing carbon footprint.



## References

<http://www.seattle.gov/light/conserve/>

## A3 RECOMMENDATION

Seattle City Light should continue its long-term strategies to balance capacity with load, reduce demand, and conserve energy. To accommodate future growth while maintaining the city’s aggressive energy conservation and carbon reduction goals, more in-depth analysis of energy usage by subarea would help in developing new strategies.

## Notes/Limitations

We were unable to obtain customer data aggregated to reflect our urban village study areas. Data was provided for zip code+4 digit code areas, but due to the large geographic zip code area and variation in the 4 digit code areas, data could not be geographically identified to areas that were remotely close to our urban villages.



**A4  
RESIDENTIAL  
WATER CONSUMPTION**



**Desired Outcomes**

- Resource efficiency
- Improve consumption behavior
- Conserve water reserves
- Protect In stream flows, fish habitat
- Reduce ecological footprint

Responsible Agency: Seattle Public Utilities

**Format**

Water Consumption data in CCF (100 Cubic Feet) aggregated by urban village boundary.

Data source/data collection methods: Urban village (10 total) GIS polygon layer, DAP (Discrete Address Layer) GIS point layer, Account Level Water Consumption data from CIDS extract 2004 – 2014. Water consumption data was extracted from the customer database using GIS to intersect meter locations with urban village polygon layer to identify only the records within each urban village.

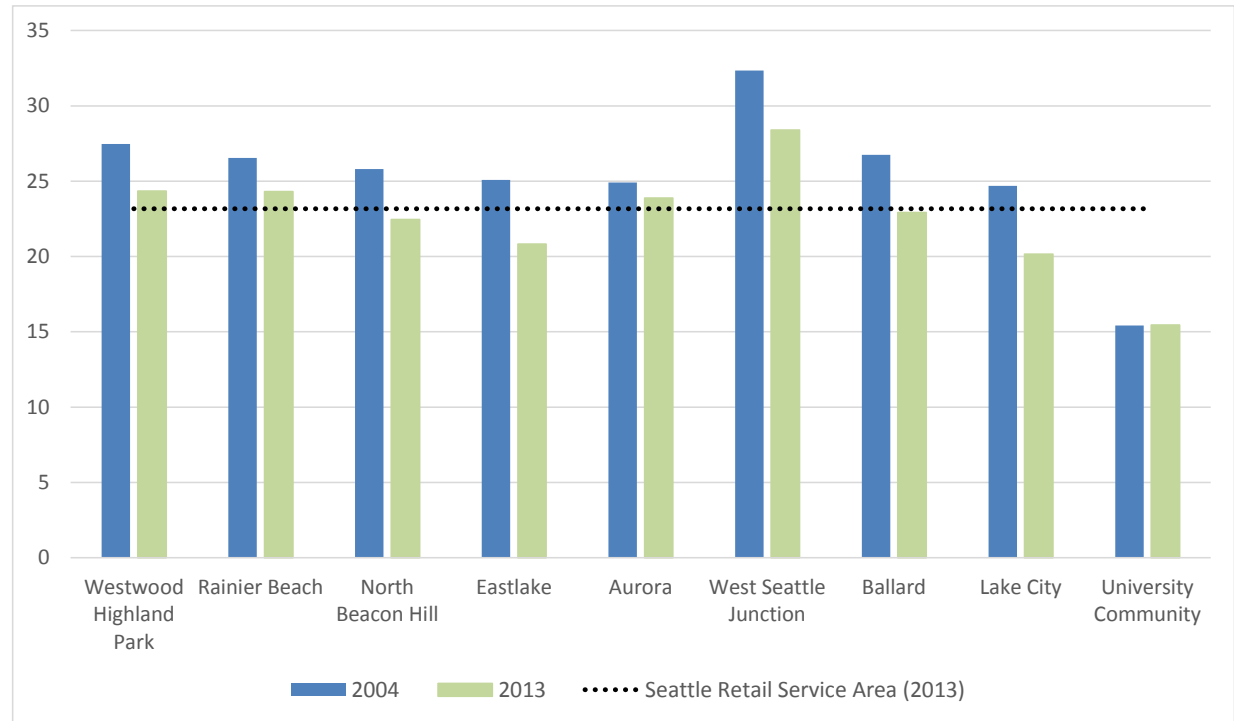


Figure 4.17. Urban village per capita residential water consumption measured in 100 cubic feet (CCF) aggregated from residential customer data for the years 2004 and 2013. City of Seattle per capita data (black dotted line) includes residential population within the Seattle city limits plus Shoreline West of I-5) Downtown data not included—data for the Downtown urban village did not accurately reflect residential water consumption due to the dominance of mixed-use buildings that were subject to coding errors.

Source: Seattle Public Utilities

Queries on the appropriate rate codes were performed, and the consumption history for each code was produced, allowing the calculation of Total Residential Actual CCF for each urban village, by year.

Data Years: 2004-2013

**Associated Policies**

Seattle Comprehensive Plan:  
UG3: Maximize the efficient use of resources by utility customers.

U7: Promote environmental stewardship in meeting City utility service needs and the efficient use of water and energy resources by utility customers through education, technical assistance and financial incentives.

## Background

Seattle Public Utilities (SPU) Stewardship:

SPU provides water to over 450,000 households in the Seattle-King County area. Most of these households (64%) are within the Seattle city limits, receiving their water directly from SPU (Seattle customers). The remaining 36% of households receive their water through seventeen water utility districts that purchase wholesale water from the City of Seattle (Wholesale customers). SPU and its Wholesale customers comprise the Saving Water Partnership (SWP), sponsors of the 1% Water Conservation Program (1% Program). The 1% Program's goal is to keep water demand steady between 2000 and 2010, despite population and economic growth in the region.

The Saving Water Partnership (SWP), with the support of residential, commercial and institutional customers, completed the eighth year of the 1% Program (2000- 2010). Regional per capita use is continuing to decline when normalized for variation in weather conditions. In 2008 the 1% Program achieved 0.75 million gallons per day (mgd) of savings, for a cumulative total of 8.4 mgd. (2008 report 1% Water Conservation Benchmarking Survey).

## References

Tourbier, J.T. & Wetmacott, R.N. (1981) Water resources protection technology: A handbook of measures to protect water resources in land development. Washington DC: Urban Land Institute.

## Analysis

Overall, Seattle residents have decreased their water consumption over the past 10 years. Analysis at the urban village level reveals variations in per capita water consumption between different areas and over time. The general long-term trend is toward decreased per capita water consumption in most of the selected urban villages. Of note, water consumption per capita is significantly less in the University Community urban center, and varies between urban villages. Downtown as noted, was not included because varied building typologies and mix of uses make a statistical comparison for per capita water consumption unreliable. This suggests a higher proportion of single-family units in areas like West Seattle Junction and Westwood-Highland Park may contribute to the difference in residential per capita water consumption.

Downtown, University Community, North Beacon Hill, Rainier Beach, Westwood-Highland Park and West Seattle Junction have seen small decreases from 2004 to 2013. Lake City, Eastlake and Ballard have decreased by around 5 CCFs per capita over the ten-year time period.

See Appendix B for individual urban village water consumption graphs (2004-2013).

## A4 RECOMMENDATION

To accommodate future growth while maintaining the city's water conservation goals, Seattle Public Utilities should explore more in-depth analysis of water usage by subarea to help in developing new strategies. The city's ratepayer-based internal data collection could provide better analysis of water usage.

## Notes/Limitations

Downtown is all multi-family mixed-use buildings. Coding of mixed-use buildings is challenging because it can be arbitrary whether a building is coded as residential or commercial. Some of the buildings have apartment coding, but not all. Given the small residential water consumption data and the large Downtown population, SPU hypothesizes that a significant proportion of mixed-use residential buildings are coded as commercial, and therefore the Downtown water consumption data is not accurate. Due to these limitations, Downtown data was omitted from this indicator. It is possible these limitations may have influenced data in other urban villages, most of which have some amount of mixed-use development.



**A5  
RESIDENTIAL  
LANDFILL WASTE**

**Desired Outcomes**

- Waste reduction
- Recycled and reused materials
- Efficient consumption behavior
- Surface emissions
- Toxic pollutants
- Public health

Responsible Agency: Seattle Public Utilities

**Format**

Tonnage tracked by category for collection day boundaries that are distributed across the city between Waste Management and CleanScapes.

Data source/data collection methods: Citywide residential garbage tonnage for all years 1994 to 2014 compiled from the Seattle Public Utilities Solid Waste Report Archives Garbage Reports. These reports provide detailed data regarding tonnage for Residential self-haul, CleanScapes and Waste Management City Stations, single family, multi-family and total, as well as commercial garbage tonnage for CleanScapes, Rabanco, Waste Management, and totals. Archived Solid Waste Reports also include Recycling Rate Reports, Organics Report, Construction Demolition and Land clearing (CDL) Reports.

Data Years: 1990-2013

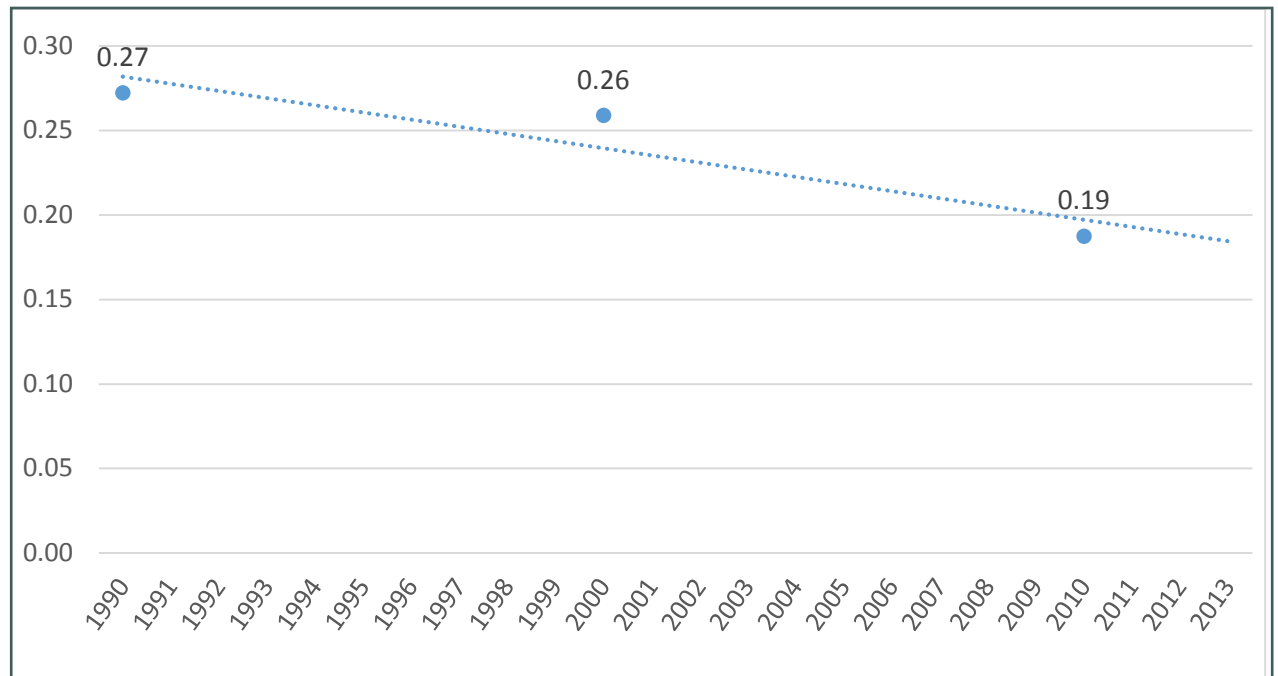


Figure 4.18. City of Seattle per capita residential solid waste tons  
Source: Seattle Public Utilities annual garbage report archives.

**Associated Policies**

Seattle Comprehensive Plan:

U11: Encourage waste reduction and cost effective reuse and recycling by residents...through education, incentives, and increased availability of recycling options.

U12: Pursue the long-term goal of diverting 100% of the city’s solid waste from disposal by maximizing recycling, reducing consumption, preventing

food waste, and promoting products that are made to be reused, repaired, or recycled back into nature or the marketplace.

Metrics Goals: 2014 Comprehensive Plan Goal Increase diversion rate (recycle) to 69% by 2020.

## Background

Seattle's 1998 Comprehensive Solid Waste Management Plan was one of the earliest solid waste plans in the United States to adopt a curbside recycling program and the conservation principle of Zero Waste. The City continues to be a leader in innovative implementation of waste prevention, recycling, and composting programs.

Seattle City Council Resolution 27871 implemented the Solid Waste Management Plan that established a goal of recycling 60% of the waste produced within the City's 1998 and 2004 Solid Waste Plans. Adopted Council Resolutions 29805 and 30750, respectively, reaffirmed the 60% goal. The substantial recycling progress to date has been slower than expected causing the timeframe for reaching the 60% recycling goal to be incrementally lengthened from 1998 to 2010.

"The 1998 Seattle Solid Waste Comprehensive Plan: On the Path to Sustainability" provided a policy framework of sustainability and stewardship, adopted "zero waste" as a guiding principle, and identified programmatic goals. The 1998 Plan also described various programs designed to achieve the goals in a manner that balanced the values of public and environmental health, cost-effectiveness and system efficiency, and customer and community needs.

## Analysis

By any measure, Seattle has been highly successful in their citywide goals for recycling and solid waste. The previous Comprehensive Plan set a goal of 69% recycling by 2020. The fact that recycling and composting has grown nearly 10% in the last 5 years and 13% over the last decade suggest that the city will not only reach their goal, they will likely surpass it. Seattle's population has grown by more than 120,000 people

since the original Comprehensive Plan was written in the early 1990s. Despite the dramatic increase in population, Seattle landfill waste tons per capita has decreased from .27 tons per capita in 1990 to .19 tons per capita in 2010—a remarkable achievement.

Due to collection processes and contract collection day boundaries susceptible to frequent changes, there is no way to calculate landfill waste tonnage at the neighborhood scale. This raises the question—how do we know that increased diversion of landfill waste is being experienced everywhere in the city? Citywide data communicates a uniform trend across the entire city. While landfill waste diversion may be improving everywhere in the city, it is also possible some areas are improving, while others are stagnant or even getting worse.



## A5 RECOMMENDATION

A restructuring of waste collection service area data to allow analysis of waste volumes by urban village – where the greatest urban growth is occurring – could provide information useful to developing new strategies for reducing landfill waste and increasing recycling rates.

## Notes/Limitations

Sub-area residential tonnage data is nearly impossible to track consistently over time due to the fact that collection routes and contractors change. Sub area data is collected by collection day boundaries established in solid waste collection contracts between the City of Seattle and the collection and transfer companies. Collection day boundaries are subject to change with new or refined contracts. Currently, the Waste Management contract covers Northwest and South Seattle, and the CleanScapes contract covers Northeast and Central Seattle.

## References

<http://www.seattle.gov/util/Documents/Reports/SolidWasteReports/index.htm>



**A6  
HISTORIC  
LANDMARKS**



**Desired Outcomes**

- History
- Resource conservation
- Sense of “place” character, & identity
- Community cohesion
- Social interaction
- Urban fabric and cultural vitality
- Quality of life
- Enjoyment

**Format**

Data Source/data collection methods: Historic Landmarks Preservation Board provided the landmark board designation date which indicates when the landmarks Preservation Board approved the landmark nomination. Landmarks were separated by urban village, and then in order of the landmark board designation date.

Data Years: 1994-2014

	Landmarks Added 1994 to 2014	Total Landmarks 2014
City of Seattle total	<b>180</b>	<b>346*</b>
<b>Urban centers total</b>	41	93
Downtown	36	84
University Community	5	9
<b>Hub urban villages total</b>	4	7
Lake City	2	2
Ballard	1	4
West Seattle Junction	1	1
<b>Residential urban villages total</b>	2	7
Rainier Beach	1	1
North Beacon Hill	0	1
Eastlake	1	5
Aurora-Licton Springs	0	0
Westwood Highland Park	0	0
*A number of the landmarks have multiple components. The estimated Seattle total of 346 does not include a count of each individual landmark component. The estimated total count including each individual landmark component for the City of Seattle is 400.		

Table 4.5. Designated historic landmark sites counted from the Landmarks Preservation Board Official City of Seattle Landmarks (April 2014). This list does not include Historic or Landmark Districts.

Source: Landmarks Preservation Board

**Associated Policies**

Seattle Comprehensive Plan:  
EDG10: Recognize Seattle’s cultural resources including institutions, art organizations, traditions, historic resources and creative people as important contributors to the city’s economic vitality.

CRG6: A city that celebrates and strives to protect its cultural legacy and heritage, to preserve and protect historic neighborhoods and to preserve, restore and re-use its built re- sources of cultural, heritage, architectural, or social significance in order to maintain its unique sense of place and adapt to change gracefully.

Metrics Goals: None that we know of. Potential exists today to identify eligible landmarks.



## Background

Historic landmarks include individual sites, buildings, vessels, vehicles and street clocks that have historic and architectural significance. The Seattle Landmarks Preservation Board defines an eligible historic landmark as a building, object, or structure more than 25 years old that fits one or more of these categories:

- It is the location of or is associated in a significant way with an historic event with a significant effect upon the community, city, state, or nation
- It is associated in a significant way with the life of a person important in the history of the city, state, or nation
- It is associated in a significant way with a significant aspect of the cultural, political, or economic heritage of the community, city, state or nation
- It embodies the distinctive visible characteristics of an architectural style, period, or a method of construction
- It is an outstanding work of a designer or builder
- Because of its prominence of spatial location, contrasts of siting, age, or scale, it is an easily identifiable visual feature of its neighborhood or the city and contributes to the distinctive quality or identity of such neighborhood or city.

## Analysis

In the city of Seattle there are approximately 346 landmarks (excluding Historic or Landmark Districts), 180 (45%) of which have been designated in the past 20 years. Of the 10 urban village study areas, Downtown has by far the most designated historic landmarks, with 84 total. Aurora-Licton Springs and Westwood-Highland Park stand out with no designated historic landmark sites. This is not to say there are no eligible landmark sites, including homes and other buildings in these neighborhoods.

Designating a site for historic preservation is dependent on the historical and architectural significance of the site, and aims to protect cultural and historical legacy. Restoring historically significant buildings not only preserves a unique sense of place of a given area, it also builds upon existing resources, which is arguably a more efficient and environmentally conscious process. To accurately assess progress of designating historically significant sites in Seattle's unique neighborhoods, it's critical that each area has an inventory of eligible sites. In 2007, a historic resources inventory survey was conducted for the Downtown area. Of the 94 inventoried eligible landmark sites, 16 have been designated as historic landmarks since completion of the inventory in 2007.

This level of analysis is helpful and informative when evaluating how well Seattle is doing in regards to historic preservation. Due to inadequate resources, there has not been a complete and consistent inventory conducted for all areas of the city.

## A6 RECOMMENDATION

Seattle's inventory of eligible sites for landmark designation is spotty and incomplete. The city should continue to inventory potentially eligible sites citywide, giving priority to urban villages. The comprehensive plan for Seattle 2035 should include stronger policies and more specific goals for strengthening the city's commitment to cultural resources and historic preservation.

## Notes/Limitations

Westwood-Highland Park and Aurora-Licton Springs do not have any designated historic landmarks. Some areas of the city, including the University District, Fremont, and Downtown Seattle have undergone a systematic Historic Resources Survey process, where preservation consultants have inventoried older buildings (50 years or more in age), and identified eligible landmark sites. Due to limited funds and resources, there is a lack of consistency in the areas where these inventories have been conducted. This may inform recommendations for the future in regards to neighborhood surveys, database changes and tracking.

## References

<http://www.seattle.gov/neighborhoods/preservation/landmarks.htm>



[B]  
HEALTHY COMMUNITIES



B1  
CRIME-RELATED  
911 CALLS

**Desired Outcomes**

- Public safety
- Community cohesion
- Identify risk factors

**Format**

Computer-Aided Dispatch data (CAD) for 911 calls.

Data source/data collection methods: CAD data includes dispatched calls for service, officer initiated on-views, follow-up reports, etc that can be separated by Type Code, MIR (Final Case Type assigned by officer) and the DISP (description of the action taken) The Seattle Police 911 Center has used two different CAD systems during the last 16 years. The first CAD historical database ranges from March 30, 1998 - June 2, 2009, and the second from June 2, 2009 to present. This data was obtained from either, or both, of these two systems. Census tracts corresponding to SSNAP urban villages for 1998 and 2013 were used to sort data. Data was sorted by type code, which is assigned by the call-taker or dispatcher when the call is received. Type codes were grouped into three categories: Drug Crime Calls, Violent Crime Calls, and Property Crime Calls for each urban village study area.

Data Years: 1998-2013

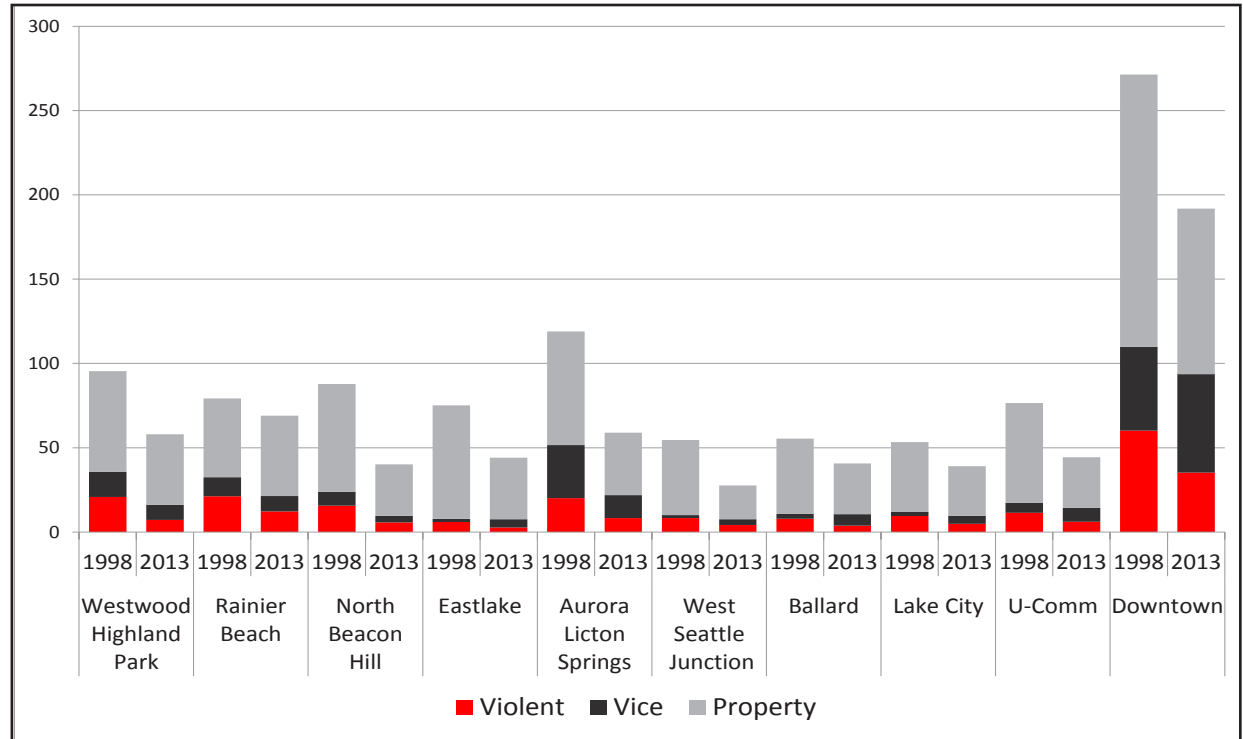


Figure 4.19. 911 crime related calls per 1,000 residents. The geographic area of this data sorts 911 calls by census tract(s) corresponding to SSNAP urban villages. Population counts for this indicator were also aggregated by census tract so the geographic areas used to compile the 911 calls data and population data were consistent.

Source: Seattle Police Department

**Associated Policies**

Seattle Comprehensive Plan:

UVG11: Increase public safety by making urban villages places that people will be drawn to at all times of the day.

HD27: Encourage a policing strategy that works in partnership with the community to reduce crime through prevention, education and enforcement, and encourages communities to build block-by-block networks to prevent crime, develop social networks, and solve common problems.

HD30 Make public safety a consideration in design and management of public spaces to prevent crime and fear in public facilities and gathering places, streets and parking and shopping areas.

HD36.1: Periodically report on crime statistics and the public perception of safety to guide future decisions about programs and resource allocation that can help control crime and make Seattle residents feel safer in the city.

SPD Strategic Plan: SPD's mission is to "Prevent Crime, Enforce the Law, and Support Quality Public Safety by Delivering Respectful, Professional, and Dependable Police Services," and its vision is to "enhance public safety throughout the city of Seattle." SPD has not established quantitative measures or goals for reducing incidence of crime in the city, except for certain "hot spots" as directed by command staff and/or the executive. However, the 2004 SPD Strategic Plan does set of goal to enhance "crime fighting results" by "improving monitoring and tracking of operational results in preventing and fighting crime."

#### Metrics Goals:

SPD Strategic Plan Goal 3, Accountability Measures

- Develop and provide analytical reports to SPD commanders on bi-weekly basis
- Achieve case clearance rates that compare favorably with those of other jurisdiction
- Reduce calls for chronic behaviors/incidents by at least 10 % after SPD emphasis operations
- Reduce calls for service to "hot spots" by at least 25 % after SPD emphasis operations

### Analysis

Past studies have used 911 calls as measurements of crime and fear of crime (Sherman, Gartin & Buerger, 1989). Fear of crime has been linked to neighborhoods where there is little cohesion and trust (Clampet-Lundquist, 2010), and to areas where buildings are deteriorating and the environment is littered with garbage and wrecked objects (Rountree, Land & Miethe, 1994). Crime rates have been shown to increase in areas with high levels of income disparity (Hipp, 2007), and in neighborhoods undergoing gentrification (Van Wilsem, Witterbrood & De Graff, 2006). Crime is also expected to increase to some degree simply with the increase of population (Bettencourt et al, 2010). While raw numbers of total 911 calls increased

in every area, the total number of calls per 1,000 residents decreased in all areas, with the largest decrease seen in Downtown. The large increase in population density in the Downtown area may account for the decrease observed in the data.

There are interesting differences in the data, however. The distribution of calls between violent, property, and vice crimes is similar, in most areas, but not in all. Aurora-Licton Springs shows a much larger proportion of calls related to vice crimes. Eastlake, Ballard, Lake City, and West Seattle Junction all had very low incidence of vice-related calls in 1998, but saw increases in this category in 2013 (Downtown also saw an increase in vice-related calls). In contrast, only Rainer Beach saw an increase in the population-weighted number of 911 calls related to property crime, and no area experienced an increase in violent crime-related calls per thousand residents.

It may be worthwhile to explore factors influencing these outcomes and patterns. Past studies have linked collective efficacy (Morenoff, Sampson & Raudenbush, 2001), residential stability (Crutchfield, Geerken & Gove, 1982), and inclusive social networks (Beyerlein, Carolina & Hipp, 2005) to low levels of crime. "Collective efficacy" describes a neighborhood-level process that is important to understanding variation in crime rates across neighborhoods. Collective efficacy involves both the willingness of individuals in a neighborhood to work together toward a common goal, such as neighbor- to-neighbor crime prevention, community policing, and mutual trust.

### References

Bettencourt, L. M. A., Lobo, J., Strumsky, D., & West, G. B. (2010). Urban scaling and its deviations: revealing the structure of wealth, innovation and crime across cities. *PLoS One*, 5(11), e13541

## B1 RECOMMENDATION

Further analysis is necessary to understand why the 911 call rates for certain types of criminal activity have increased in some urban villages and decreased in others. Using a best practice "micro" or community policing model, the city could consider an urban village or neighborhood level data analysis of crime related activity, and then establish performance goals for crime prevention in high activity areas.

### Notes/Limitations

There are challenges to making a comparison of the prevalence of crime by category due to changes in the way crimes are identified and tracked by the police. Such challenges include changes in category name type, addition of sub-categories, and refined tracking methods. Police resources directed at crime prevention are not likely to be represented in 911 calls.

Clampet-Lundquist, S. (2010). "Everyone Had Your Back": Social Ties, Perceived Safety, and Public Housing Relocation. *City & Community*, 9(1), 87-108

Crutchfield, R. D., Geerken, M. R., & Gove, W. R. (1982). Crime Rate And Social Integration The Impact Of Metropolitan Mobility. *Criminology*, 20(3-4), 467-478.

Hipp, J. R. (2007). Income Inequality, Race and Place: Does the Distribution of Race and Class within Neighborhoods Affect Crime Rates? *Criminology*, 45(3)

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**B2  
ACCESS TO ARTS  
AND CULTURE**

**Desired Outcomes**

- Sense of place & identity
- Community cohesion
- Social interaction
- Cultural vitality
- Quality of life
- Enjoyment

Responsible Agency: City Office of Arts and Culture, King County 4 Culture

**Format**

Existing Public Arts Sites and Cultural Spaces Inventory data was sorted by urban village. The cultural spaces inventory counts every theater, gallery, arts office, rehearsal room, library, music club, museum, and cinema in Seattle. The results of this ongoing inventory are available through the city’s open data portal. The Office of Arts and Culture has proactively sought out and surveyed organizations to obtain a comprehensive and complete inventory of Seattle cultural spaces.

Data Source/data collection methods: Office for Arts and Culture.

Data Years: 2013

	Public Art Sites Within Boundary	Cultural Space Inventory	Total Art and Cultural Spaces	Ratio of a Public Art Site or Cultural Space to Number of Acres
<b>City of Seattle</b>	<b>112</b>	<b>427</b>	<b>536</b>	<b>1 for every 99 acres</b>
<b>Urban centers</b>				
Downtown	81	104	185	1 for every 5 acres
University Community	3	31	34	1 for every 12 acres
<b>Total</b>	<b>84</b>	<b>135</b>	<b>219</b>	
<b>Hub urban villages</b>				
West Seattle	0	17	17	1 for every 13 acres
Lake City	5	3	8	1 for every 17 acres
Ballard	11	17	28	1 for every 15 acres
<b>Total</b>	<b>16</b>	<b>37</b>	<b>53</b>	
<b>Residential urban villages</b>				
Eastlake	2	1	3	1 for every 66 acres
North Beacon Hill	2	5	7	1 for every 18 acres
Rainier Beach	2	4	6	1 for every 41 acres
Westwood Highland Park	0	2	2	1 for every 142 acres
Aurora-Licton Springs	6	1	7	1 for every 47 acres
<b>Total</b>	<b>12</b>	<b>13</b>	<b>25</b>	

Table 4.6. Public art sites and cultural spaces identified within each urban village. Total art and cultural spaces indicates the sum of both to represent access to arts and culture for this study

Source: Office for Arts and Culture public art database and cultural spaces inventory

**Associated Policies**

Seattle Comprehensive Plan:

CR1: Encourage and support communities in celebrating, preserving, and transmitting their traditions through cultural and heritage activities, the arts, education, publishing and reading, and public events.

CR2: Involve neighborhoods in public projects, including publicly-sponsored art and cultural events, so that the projects reflect the values of the neighborhood, have relevance and are thought provoking, as well as beautiful, fun and entertaining.

CRG4: A city that uses public projects and activities to help define Seattle’s identity, especially civic spaces that provide residents and visitors with strong symbols of the city or neighborhood identity.

LU271 Encourage the creation of cultural districts to support arts and cultural uses and the economic benefits they provide. Use the creation of cultural districts as a tool to carry out neighborhood plan recommendations and other city plans that promote arts and cultural uses.

LU272 Allow regulations and incentives to be adopted specifically for designated cultural districts. Allow adopted guidelines or regulations to modify, exempt, or supersede the standards of the underlying zone to encourage arts and cultural uses.

#### Neighborhood Plan Element:

Many neighborhood plan goals specifically identify the importance to a rich, diverse cultural life, access to information, and public arts and cultural services.

### Analysis

Assessing a community's access to arts and culture is complex and multi-faceted. Exposure to arts and culture can include not just physical art sites, but also a range of different experiences, festivals and events. Also, the perception of what is defined as art or a cultural experience is subjective. In acknowledgement of these challenges, the access to arts and culture indicators is quantified by counting the number of public art sites and cultural spaces as characterized by Seattle's Office for Arts and Culture. The density of the total count of public art sites and cultural spaces is represented in the rightmost column as arts and cultural spaces per acre to demonstrate access to arts and cultural spaces relative to the size of each urban village.

Downtown is the region's cultural mecca, and has by far the most public art sites and cultural spaces, with 185 total, 34% of the city wide total. The other urban center, University Community, has less than a fifth of the number of art and cultural spaces that exist in Downtown. However, it still has more than any hub urban village or residential urban village. Lake City stands out as the hub urban village with the fewest art and cultural spaces to acres ratio.

Assessing number of acres per 1 public art site or cultural space reveals that besides North Beacon Hill, the residential urban villages are lacking in access to public art sites and cultural spaces. The University Community urban center exceeds the hub urban villages only slightly.

Judging by the number of arts and cultural spaces, Seattle seems on target to meet its goals of maintaining Downtown as the center of cultural activities, and of promoting Ballard and West Seattle as hubs of arts and culture. However, the Comprehensive Plan Cultural Resources goal CR2 states the intent to integrate neighborhoods into public projects, art sites, and cultural events that reflect the values of the neighborhood in which they are located. This suggests the importance of improving access to arts and culture in all neighborhoods, not just the Urban Centers and Hub urban villages.

Engagement with art and culture has been linked to improved mental health and increased civic participation (Walker, 2002). Of course, presence of art and cultural spaces does not guarantee community engagement with them. Furthermore, some studies have linked the prevalence of art and cultural sites to gentrification (Mathew, 2010) and increased property prices (Stern & Seifert 2010). Hence, the benefits of art and cultural spaces may be the most profound when residents of that neighborhood are the ones cultivating the spaces (Catungal, Leslie & Hii, 2009).

See Appendix B Table B3 for an overview of four key funding programs administered by the Office for Arts and Culture that strive to enhance arts and cultural experiences for different organizations, programs and neighborhoods.

## B2 RECOMMENDATION

Every neighborhood can benefit from access to art and cultural events. Similar to the parks and open space gap-analysis, the city could establish a set of arts metrics, then produce an arts and culture gap analysis by population for each urban village. The analysis could assure more equitable allocation of arts funding.

### Notes/Limitation

Public art sites data is inclusive of only permanent art sites, and does not include temporary art sites put in place and then removed. The cultural spaces inventory was started in 2013 by the Office of Arts and Culture, and is a work in progress, user-contributed inventory. Venues qualify if the primary use is related to the arts. The Office for Arts and Culture reviews all submissions to ensure legitimacy and accuracy. Different communities have different needs and may have different understandings of what constitutes an art or cultural space. Those caveats should be kept in mind, particularly when comparing residential urban villages.

### References

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**B3  
FARMERS MARKETS**

**Desired Outcomes**

- Food Security
- Economic sustainability
- Resiliency
- Healthy diets
- Place-making
- Community cohesion
- Education
- Culture

Responsible Agency: Washington State Farmers Market Association, Neighborhood Farmers Market Alliance, Seattle Farmers Market Association, Pike Place Market Preservation and Development Authority

**Format**

Location of farmers market within the SSNAP urban villages, organization, first active year, approximation of number of vendors in first active year, current number of vendors, and number on current wait list.

Data Source/data collection methods:

- Neighborhood Farmers Market Alliance: University District, Lake City, West Seattle, Seattle
- Farmers Market Association: Ballard
- Pike Place Market Association

Farmers Market	Organization	First Active Year	Number of Farmers and Vendors (approximation)	Farmers and Vendors (2013)	Current Vendors Wait List (approximation)
University District	Neighborhood Farmers Market Alliance	1993	22	104	35
Lake City	Neighborhood Farmers Market Alliance	2002	30	32	8
West Seattle	Neighborhood Farmers Market Alliance	1999	34	56	20
Ballard	Seattle Farmers Market Association	2000	20-24	65	N/A
Downtown Pike Place Market	Pike Place Market PDA	1907	--	140-180	N/A
Downtown Pike Place Market Express Pioneer Square	Pike Place Market PDA	2013	8	8	N/A
Downtown City Hall Plaza Pike Market Place Express	Pike Place Market PDA	2008	13-15	13-15	N/A

Table 4.7. Farmers markets operating within the 10 urban village study areas. Data includes Pike Place Market and Pike Place Market Express locations within the Downtown Urban Center. Specific data regarding first year, number of vendors, and wait list provided by management organization for each market.

Source: Neighborhood Farmers Market Alliance, Seattle Farmers Market Association, and the Pike Place Market PDA.

**Background**

The Washington State Farmers Market Association (WSFMA) is a statewide organization that strives to connect all residents in Washington State to a thriving and sustainable farmers market. WSFMA aims to provide advocacy, support, and programs, and other resources for new and existing farmers markets, playing an exceptionally influential role in addressing issues of food access. The City of Seattle has a total of 16 WSFMA member farmers markets.

**Associated Policies**

Seattle Comprehensive Plan

HD13.5: Seek to expand access to healthy food by encouraging better distribution and marketing of healthy options in a greater diversity of places and by addressing nutrition standards in City purchasing programs.

HD13.6: Encourage local food production, processing, and distribution through the support of home and community gardens, farmers markets, community kitchens, and other collaborative initiatives to provide healthy foods, promote food security, and build community.

ED11.5: Recognize the value of the local food system in sustaining the local economy and seek ways to expand this benefit by supporting our capacity to grow, process, distribute, and access local foods.

Farmers Markets are a recurring goal in the Neighborhood Plans.

### Analysis

The Seattle Neighborhood Farmers Market Alliance, the Seattle Farmers Market Association, and the Pike Place Market Preservation and Development Authority are the heart of Seattle farmers markets. These three organizations are comprised of 16 total farmers markets throughout the City of Seattle; 11 neighborhood markets, Pike Place Market, and 4 Pike Place Express locations. All Farmers Market vendors must be farmers from within Washington State or must source all products and ingredients within Washington State. The Pike Place Market farmers market has more stringent protocol for who can sell in the market.

The Pike Place Market is the premier Seattle farmers market, with over 40 local farmers, and up to 120 local craft vendors during peak summer months. A close second is the University District Farmers Market, the oldest active farmers market of those featured in this assessment. Since its founding year in 1993, the University District Farmers Market has thrived, increasing by 82 vendors in 20 years and building up a wait list demand of around 35 vendors. Due to a change in location in 2013, the University District has been able to

expand its capacity and continue to grow. The Ballard farmers market is the largest of the hub urban village farmers markets with 56 vendors. Of the 10 urban village study areas, Rainier Beach, North Beacon Hill, Westwood-Highland Park, and Aurora-Licton Springs residents do not have access to a farmers market within their immediate community.

Farmers markets, like P-Patch gardens, are associated with an increase in consumption of healthy foods (Jilcott et al., 2011). Farmers markets help to integrate local food production into consumption patterns and choices. Alternatively, studies show that lack of awareness of farmers markets, inability to use EBT food stamps, and limited days and hours of operation, create barriers for accessibility for low-income residents (Grace et al. 2007). To address these barriers, all Seattle farmers markets accept the use of EBT food stamps. In addition, WSFMA is working in collaboration with the City of Seattle's Office of Sustainability and Environment, the Washington State Farmers Market Association and Seattle's farmers markets to implement programs such as the Fresh Bucks program to increase access to farmers markets for low-income shoppers at farmers markets.

Farmers markets not only connect city residents with local farmers, local food products, and crafts, farmers markets also provide a vibrant venue for social activity, promote a sense of community, and provide support to the local economy. (Oberholtzer and Grow, 2003).



## B3 RECOMMENDATION

The city could strengthen its partnership with local farmers market organizations to expand farmers markets and ensure every urban village and neighboring communities have reasonable access to locally grown fresh produce.

### Notes/Limitations

Not all urban villages include a farmers market. Of the farmers markets that operate within the urban village study areas, some are much larger and in much higher demand than others, and serve communities beyond the local village.

### References

- Jilcott, S. B., Wade, S., Mcguirt, J. T., Wu, Q., Lazorick, S., & Moore, J. B. (2011). The association between the food environment and weight status among eastern North Carolina youth. *Public Health Nutrition*, 14(09), 1610-1617.
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**B4  
COMMUNITY GARDENS**

**Desired Outcomes**

- Local food sourcing
- Food security
- Self-sufficiency
- Healthy eating
- Sense of “place” and identity
- Community cohesion

Responsible Agency: Department of Neighborhoods

**Format**

Community and P-Patch garden location, year established, size, number of plots, and average wait.

Data Source/data collection methods: Information sourced from the Department of Neighborhoods P-Patch garden information.

Data Years: 1994-2014

**Background**

The Seattle P-Patch Community Garden Program operates under the Department of Neighborhoods and is accessible to any and all members of the community. Community gardens are supported, developed and managed by volunteers, local non-profit organizations, Seattle Housing Authority, and other agencies. Community gardens vary in their size and use. Some include both individual and collective plots, while some have one or the other. These gardens de-

Urban Village	Community Garden(s)	Year Founded	Land Size in Acres	Number of Plots	Average Wait
Downtown	Belltown	1994	.43	39	3 years
University District	University District	1976	.52	46	1 year
	University Heights	1991 Expanded 2002 Rebuilt 2013-14	.17	31	<1 year
	Ravenna (1981)	1981	.10	18	1.5 years
Ballard	Greg’s Garden	1999	.15	21	2 years
Eastlake	Eastlake P-Patch	1998 Expanded 2010	.25	47	4 years
North Beacon Hill	Beacon Bluff	2002	.12	14	½ year
Rainier Beach	Thistle P-Patch	1974	2.15	77	1 year
Westwood-Highland Park	Longfellow Creek	2003	.16	22	1 year

Table 4.8. Community P-Patch gardens in the Department of Neighborhoods program within the 10 urban village study areas.

Source: Department of Neighborhoods

pend on active community members to oversee and coordinate tasks and activities at each garden site. The city of Seattle community gardens program is comprised of 90 community gardens that make up a total of 34 acres of land.

The gardens inventoried for this indicator are a part of the city’s Department of Neighborhoods Community P-Patch Garden program. Community gardens such as the Danny Woo garden in the International District, El cantro de la raza community garden in North Beacon Hill, and the St. Luke’s Community Garden in Ballard are not operated by the city. Nevertheless, these gardens are of great value to serving community needs and meeting demand for garden space.

**Associated Policies**

HD13.5: Seek to expand access to healthy food by encouraging better distribution and marketing of healthy options in a greater diversity of places and by addressing nutrition standards in City purchasing programs.

HD13.6: Encourage local food production, processing, and distribution through the support of home and community gardens, farmers markets, community kitchens, and other collaborative initiatives to provide healthy foods, promote food security, and build community.

ED11.5: Recognize the value of the local food system in sustaining the local economy and seek ways to expand this benefit by supporting our capacity to grow, process, distribute, and access local foods.

Urban Village	Households	Number of Community Gardens	Is there 1 garden per 2,500 Households?
Westwood Highland Park	1,944	1	YES
Rainier Beach	1,331	1	YES
North Beacon Hill	1,279	1	YES
Eastlake	3,118	1	NO
Aurora	3,018	0	NO
West Seattle Junction	2,324	0	NO
Ballard	6,177	1	NO
Lake City	2,178	0	NO
University Community	7,367	3	YES
Downtown	16,643	1	NO

Table 4.9. Number of households (2010) for each urban village, number of community gardens, and if the urban village meets the metric for 1 community garden per 2,500 households.

## Analysis

Seven of the ten urban village study areas have at least one community garden within the urban village boundary. Gardens vary in square footage, plot number, and wait time. Thistle P-Patch in Rainier Beach is the largest with approximately 2.15 acres of garden space and 77 plots, exceeding the number of plots at the University District garden by almost double.

Seattle community gardens collectively are in high demand. The nine gardens featured in this report have an average wait time of just under 2 years, ranging from the Beacon Bluff average wait time of six months to the Eastlake P-Patch average wait time of four years. The nine community gardens listed have a current total of approximately 4 acres and 315 plots.

Community gardens have two dominating positive outcomes: 1) community building, and 2) access to and knowledge of healthy food consumption and production. Elements of community building associated with community gardens include household income savings, access to recreation and social interactions, cultural preservation and expression, and a decrease in neighborhood crime (Clover 2003 & Lawson 2007). Community gardens provide ideal venues for connecting with neighbors, cultivating mutual trust and collective decision making, and promoting civic engagement (Tieg et al. 2009). Providing local food sources through community gardening programs has consistently shown to be associated with an increase in healthy food consumption and eating habits (McCormack, Laska, Larson & Story, 2010).

The Community garden program in Seattle has established community building relationships founded on both a need for affordable healthy food sources as well as a passion for spreading knowledge and rekindling our connection to where our food comes from (Seattle Tilth). In 2008 under the Local Food Action Initiative, the Department of Neighborhoods requested creation of an inventory of publicly owned lands suitable for P-Patch community gardens. Megan Horst, a University of Washington student with the College of Architecture and Urban Planning, in collaboration with the Department of Neighborhoods, completed this inventory. The results of this study identified a total of 45 unused and vacant city-owned parcels, 122 school properties and 139 public parks that have space suitable for urban agriculture. The results of this study provide strong evidence to the vast potential for Seattle's community gardens program to continue to integrate Seattle residents into local food systems.

## B4 RECOMMENDATION

The long waiting period for P-Patch plots indicates significant demand. To plan for growth and better meet current demand, the city should consider a sizable expansion of the P-Patch program. New sites for this program could be identified through an inventory and feasibility study of surplus city-owned land and under-utilized parcels.

### Notes/Limitations

Not all of the urban villages have a DoN P-Patch garden within the urban village boundaries.

### References

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- Lawson, L. J. (2005). *City bountiful a century of community gardening in America*. Berkeley: University of California Press.
- Tieg E., Amulya, J., Bardwell, L., Buchenau, M., Marshall, J. A., & Litt, J.S., (2009). Collective efficacy in Denver, Colorado: Strengthening neighborhoods and health through community gardens. *Health and Place*, 15(4), 115-1122.
- Horst, M. (2008). *Growing Green: An Inventory of Public Lands Suitable for Community Gardening in Seattle, Washington*. University of Washington, College of Architecture and Urban Planning.





B5 LOW BIRTH WEIGHT

Desired Outcomes

- Community health
- Quality of life
- Healthy mothers
- Healthy babies

Responsible Agency: Public Health - Seattle and King County

Format

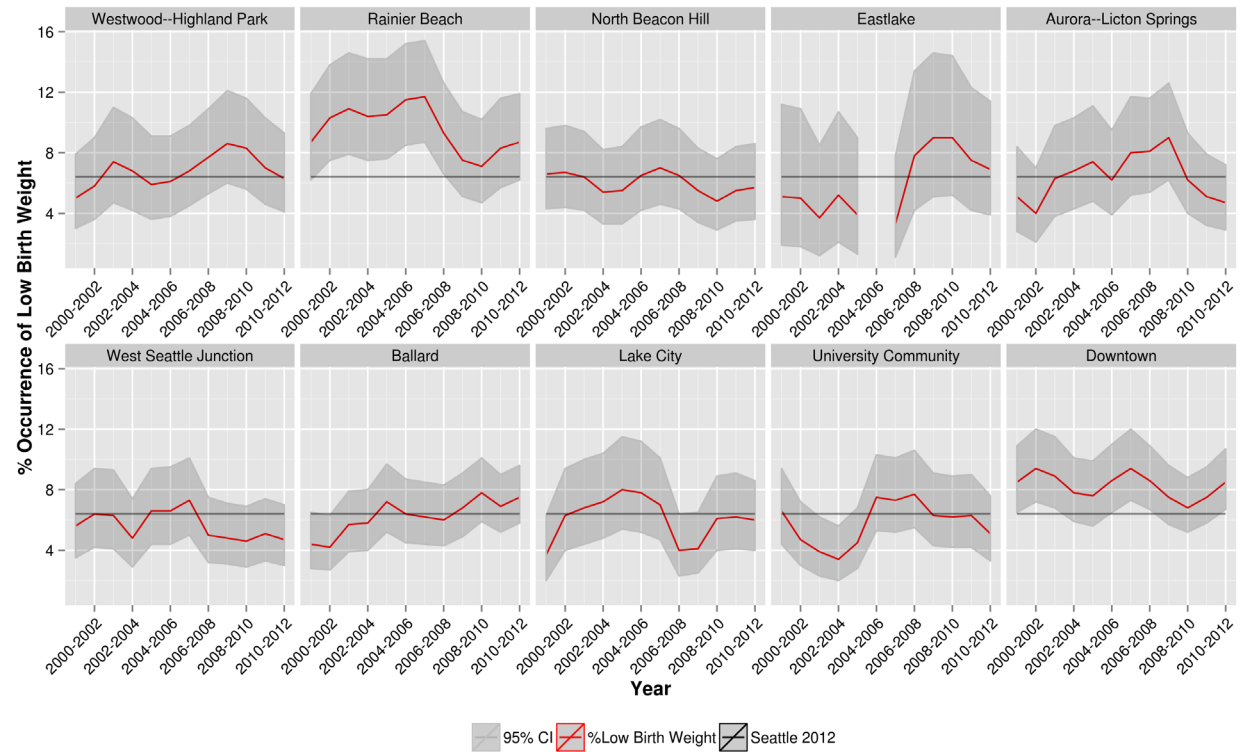
Percentage of births with low birth weight, SSNAP urban villages, 1999-2012, rolling three-year averages.

Data source/data collection methods:

Prepared by Public Health - Seattle & King County, Assessment, Policy Development & Evaluation Unit, 5/2014.

Rolling three-year averages, sourced from birth certificates, Washington State Department of Health, and Center for Health Statistics. Compiled by census tracts. \*Estimates with less than five occurrences per three-year period are suppressed to protect confidentiality.

Data Years: 1999-2012



Associated Policies

Seattle Comprehensive Plan

HD22: Work toward the reduction of health risks and behaviors leading to chronic and infectious diseases and infant mortality, with particular emphasis on populations disproportionately affected by these conditions.

Figure 4.20. Percent of births with low birth weight, with 95% confidence interval around the mean. Data is represented using 3 year rolling averages for the 10 urban village study areas, from 2001 to 2012. Estimates with fewer than 5 occurrences per 3-year period are suppressed to protect confidentiality (this likely produced the gap in data for 2004-2006 3-year rolling average in Eastlake). Low birth weight data is tracked by residence of the mother and was aggregated by census tract(s) that correspond with the urban village study areas.

Source: Assessment, Policy Development & Evaluation Unit, Public Health – Seattle & King County

## Analysis

Low birth weight is defined as weighing less than 2,500 grams – 5.5 pounds – at birth. In general, risk factors in the mother that may contribute to low birth weight include young age, multiple pregnancies, previous LBW infants, poor nutrition, heart disease or hypertension, drug addiction, alcohol abuse, and insufficient prenatal care. Environmental risk factors include smoking, lead exposure, and other types of air pollutants.

Downtown and Rainier Beach have maintained the highest rates of low birth weight infants (over 8%), with no net change over the ten year period. All other urban villages in this study have seen an increase in the frequency of low birth weight infants. However, during the ten year period, occurrence of low birth weight has fluctuated substantially in all of the urban villages. While Downtown remained relatively flat, Rainier Beach peaked in 2007 at almost 12% of babies born having low birth weight, before decreasing again. Only Ballard, and to a lesser extent Westwood-Highland Park, have seen steady, essentially uninterrupted increases in frequency of low birth weight. The causal factors driving this upward trend in these areas are unclear, but should be of concern to public health.

The two urban villages with the greatest net increases over the studied period were Lake City, which increased from 3.66% to 5.96% (though it should be noted Lake City peaked in 2005 with 8%), and Ballard, which increased steadily from 4.35% to 7.5%. There appears to be a split between those urban villages that are remained relatively stable, and those with much larger swings in occurrence of low birth weight. It is also evident that the situation is likely quite complex, due to the

fact that there is no consistent pattern between urban villages; some increase sharply in periods where others decrease.

High rates of low birth weight (LBW) are cause for concern, as LBW children are more likely to face infant mortality (Eichenwald & Stark, 2008) and have lower life expectancies (Risnes et al., 2011 ). LBW has also been linked to asthma, ADHD, and lower educational attainment (Elgen, Holsten & Odbergm, 2013). Potential causes of giving birth to LBW infants include living in old housing (English et al., 2003), living near highways (Zeka, Melly and Schwartz, 2008), living in neighborhoods with high crime rates (Sellstrom, Bremberg, 2006) and a lack of open space (Zeka, Melly & Schwartz, 2008), living in segregated neighborhoods (Leventhal & Brooks-Gun, 2000), exposure to high traffic densities (Zeka et al., 2008), and exposure to high levels of air pollutants (Bobak, 2000).

Downtown and Rainier Beach have relatively high levels of both crime and LBW infants, so there may be an opportunity to approach these problems holistically.

## References

- Eichenwald, E. C., & Stark, A. R. (2009). Management and Outcomes of Very Low Birth Weight. *Obstetric Anesthesia Digest*, 29(2), 60-61.
- Risnes, K. R., Vatten, L. J., Baker, J. L., Jameson, K., Sovio, U., Kajantie, E., Bracken, M. B. (2011). Birthweight and mortality in adulthood: a systematic review and meta-analysis. *International Journal of Epidemiology*, 40(3), 647–61
- Elgen, I. B., Holsten, F., & Odberg, M. D. (2013). Psychiatric disorders in low birthweight young adults. Prevalence and association with assessments at 11 years. *European Psychiatry: The Journal of the Association of European Psychiatrists*, 28(7), 393–6.

## B5 RECOMMENDATION

Public Health - Seattle and King County should consider a study of possible localized environmental factors and root causes of increased low birth weight, and develop targeted strategies to reverse high prevalence in certain neighborhoods.

## Notes/Limitations

Estimates with fewer than 5 occurrences per 3-year period are suppressed to protect confidentiality. The average count per year varies across years and urban villages.

Zeka, A., Melly, S. J., & Schwartz, J. (2008). The effects of socioeconomic status and indices of physical environment on reduced birth weight and preterm births in Eastern Massachusetts. *Environmental Health: A Global Access Science Source*, 7(60)

Sellström, E., & Bremberg, S. (2006). The significance of neighbourhood context to child and adolescent health and well-being: a systematic review of multilevel studies. *Scandinavian Journal of Public Health*, 34(5), 544–54

Leventhal, T., & Brooks-Gunn, J. (2000). The Neighborhoods They Live In: The Effects Of Neighborhood Residence On Child And Adolescent Outcomes.. *Psychological Bulletin*, 126(2), 309-337.

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**B6**  
**LIFE EXPECTANCY**

**Desired Outcomes**

- Community health
- Longevity
- Quality of life

Responsible Agency: Public Health - Seattle and King County

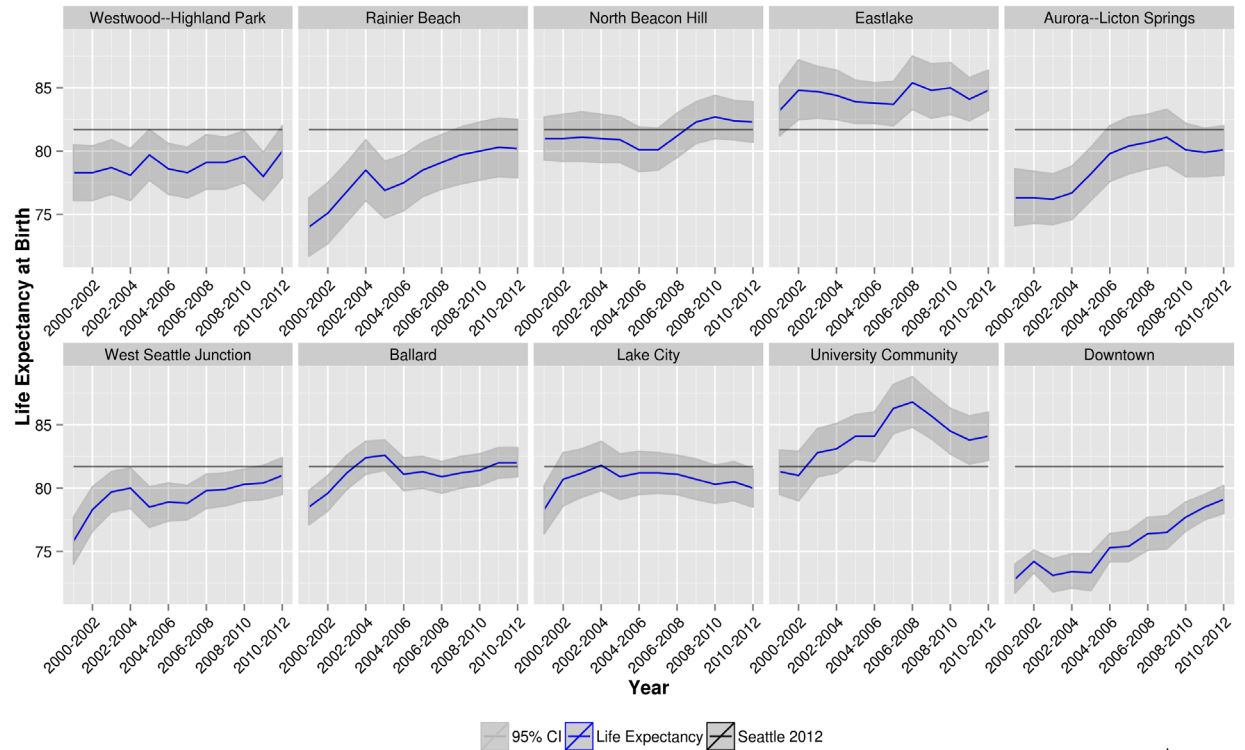
**Format**

Life expectancy at birth, SSNAP urban villages, 1999-2012, rolling three-year averages.

Data source/data collection methods:

Prepared by: Public Health - Seattle & King County, Assessment, Policy Development & Evaluation Unit, 5/2014. Rolling 3 year averages sourced from Death Certificates, Washington State Department of Health, and Center for Health Statistics. Compiled by census tracts.

Data Years: 1999-2012



**Background**

Life expectancy at birth is the number of years a newborn can expect to live if the current age-specific death rates stay the same for his/her life (Public Health Seattle & King County).

“Life expectancy in the city of Seattle has positively soared over the last couple of decades ... by 1997, Emerald City life expectancy shot ahead of the state average; and by the middle of the last decade it had even moved ahead of British Columbia. Today, if Seattle were an independent nation, its life expectancy would rank second in the world, just a month behind Japan’s.” –Sightline

Figure 4.21. Life expectancy at birth with 95% confidence interval around the mean. Data represented in 3 year rolling averages. Source: Assessment, Policy Development & Evaluation Unit, Public Health – Seattle & King County.

Sightline’s positive commentary, while perhaps applicable on a regional level, does not express significant variations found at the subarea community level.

## Associated Policies

### Seattle Comprehensive Plan

HD21: Encourage Seattle residents to adopt healthy and active lifestyles to improve their general health and wellbeing to increase their number of healthy years lived. Provide opportunities for people to participate in fitness and recreational activities and to enjoy available open space

See Duwamish Cumulative Health Impacts Assessment (2013).

## Analysis

Life expectancy at birth has been on a more or less steady rise in all the SSNAP urban villages since 1999-2001. Less positive, is that life expectancy still varies by as much as five years between urban villages across the city, revealing persistent disparities in community health. However, it is important to note that over the 10 years, the disparity amongst urban villages has decreased; the life expectancy gap was over ten years between Downtown and Eastlake in 2000. Life expectancy in Downtown, Lake City, Westwood, Aurora, and Rainier Beach remains roughly five years less than the life expectancy in Eastlake, the highest. This highlights the importance of place in determining lifelong health outcomes. Life expectancy has increased across all urban villages, but a five-year disparity means there is still work to be done to improve health access across all communities to eliminate disparities. Efforts such as the Duwamish Valley Cumulative Health Impacts Analysis (2013) dive into causes and risks associated with life expectancy and its variation amongst sub areas.

Lower life expectancies have been shown to correlate with unemployment (Potter, 1991) and lower

levels of education (Guralnik et al., 1993). It also correlates with neighborhoods that have high crime rates (Ross & Mirowsky, 2008) and low levels of trust (Kawachi et al., 1996). Limited access to natural areas and outdoor recreation facilities have also been linked to lower life expectancies (Poudyal et al., 2009). It is probable that a portion of the increase in life expectancy for some of the SSNAP urban villages is due to demographic changes; in particular an influx of wealthier, healthier residents into an urban village would increase the overall life expectancy. However, that does mean that the outlook for other residents has changed positively; many of the factors that drive their lower life expectancy may remain in place.

## B6 RECOMMENDATION

Life expectancy at birth has seen significant increases for most of the urban villages. When considered along with the increased low birth weight in some urban villages, it suggests complex social, economic, and environmental factors. The mixed results of these two indicators require additional public health research within the Seattle area, particularly within the urban villages.

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[C] OPEN SPACE AND DEVELOPMENT



C1 AREA OF PARKS AND OPEN SPACE

Desired Outcomes

- Quality of life
- Physical activity
- Emotional, mental, physical and social health
- Reduced Stress
- Social interaction
- Equity

Responsible Agency: Seattle Department of Parks and Recreation

Format

GIS Data

Data Source/data collection methods: Shapefiles of Seattle Parks and Recreation data for Parks and urban village boundaries were accessed from WAGDA and processed in QGIS to determine area of parks that fell within the boundary of the urban villages, as well as those that intersected with a 1/4 mile buffer zone for each urban village type. The area of parks that fall within the 1/4 mile buffer around the urban village boundary is included in the total.

Data Years: 2014

Urban Village	Internal Parks				Total Parks		
	Acres	# Parks	% Total	Acres per 1,000 Households	Acres	# Parks	Acres per 1,000 Households
Westwood Highland Park	0.00	0	0.00%	0.00	18.68	3	9.61
Rainier Beach	13.75	4	15.21%	10.33	90.39	15	67.91
North Beacon Hill	3.15	2	10.70%	2.46	29.45	10	23.03
Eastlake	5.42	7	20.50%	1.74	26.44	20	8.48
Aurora-Licton Springs	7.55	1	46.08%	2.50	16.38	4	5.43
West Seattle Junction	0.61	3	1.36%	0.26	45.00	8	19.36
Ballard	5.30	5	49.27%	0.86	10.76	8	1.74
Lake City	4.53	5	72.45%	2.08	6.25	7	2.87
University District	8.04	8	28.54%	1.09	28.18	15	3.83
Downtown	25.86	28	59.55%	1.55	43.42	35	2.61

Background

The City maintains a system of parks and open areas that includes approximately 6,361 acres, or about 10% of the city's total land area. This includes 4,562 developed acres. Over 6,000 acres of parks and open space are deemed adequate capacity to serve a population of at least 600,000. More than 35 sites are being acquired through the 2000 Pro Parks Levy, including 16 Neighborhood Park projects, 12 Opportunity Fund projects, and 13 Green Spaces. Many of these sites are small properties in densely developed urban villages, but their acquisition will make a significant difference to the lives of the people in these under-served urban neighborhoods. Usable Open Space can be summarized as dedicated open space that is relatively level, green, open and easily accessible. The Seattle Comprehensive Plan states the minimum size of usable open space is 10,000 square feet (.23 acres).

Associated Policies

Seattle Comprehensive Plan

UVG15: Provide parks and open space that are accessible to urban villages to enhance the livability of urban villages, to help shape the overall development pattern, and to enrich the character of each village.

Metrics Goals: The Seattle Comprehensive Plan establishes goals for open space that fall into three general categories: total supply of open space, specific types of facilities, and distribution of open space.

The following population-based goal was used to measure progress in the urban village study areas:

- One acre of Village Open Space per 1,000 households (HH)

Table 4.10. Summary of parks and open space by urban village. Data includes area intersecting the 1/4 mile buffer zone of the urban village boundary, total area in acres of usable open space within 1/4 mile buffer area, and acres per 1,000 households of usable parks and open space within the 1/4 mile buffer.

Source: Seattle Parks and Recreation GIS

## Analysis

The data show that for most urban villages the majority of park and open space area is located outside of the urban villages proper. The only UVs for which this does not hold is Lake City and Downtown, where 72% and 60% of the area of total park and open space is located within the boundary, respectively. Lake City is also the urban village with the smallest total area of park space accessible to residents. The adjacent park total may not accurately represent space that is easily accessible to residents of the urban villages, as it includes a number of parks which have area that is largely outside of the buffer distance, but which have a small piece within range. Thus, the total presented here may be somewhat conservative.

In terms of meeting Comprehensive Plan goals, the city appears to be doing reasonably well, with all urban villages meeting the goal of 1 acre per 1,000 residents when the total area of parks within ¼ mile is considered. It is also unclear how much of this space qualifies as “usable”, due to the inclusion of areas like greenbelts and medians, which are difficult to use for many recreational or social purposes. Research suggests that the quality of the green space matters; the most highly valued spaces are those that offer a variety of natural settings and opportunities for socializing (Burgess, Harrison, & Limb, 1988), functions that overgrown greenbelts and medians may not afford.

Access to open space has been shown to significantly impact social and health outcomes. Lower amounts of green space in people’s living environment correlates with feelings of loneliness and perceived shortage of social support (Maas, van Dillen, Verheij, & Groenewegen, 2009); conversely the amount of green space is negatively correlated with health problems, particularly for people with lower levels of education and for the elderly (Vries, Verheij, Groenewegen, &

Spreeuwenberg, 2003). Parks and open spaces provide a host of ecological functions, in addition to their recreational value for residents. Butterfly and moth abundance and diversity correlate positively with park size (Giuliano, Accamando, & Mcadams, 2004), as is bumble bee abundance (McFrederick & LeBuhn, 2006), and biodiversity generally (Tilghman, 1987).

## References

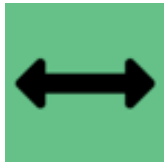
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## C1 RECOMMENDATION

Four of the selected urban villages lack sufficient internal park space to meet the needs of their residents. As expected growth leads to greater density, more urban parks and open space will be needed. Land acquisition, privately developed open space, and the creation of pocket parks and other accessible green spaces within the deficient urban villages will encourage healthy growth and vitality of dense urban villages.

## Notes/Limitations

Data are limited to the present due to consistent updates of GIS data by the city Parks and Recreation Department. Parks and Recreation standards for useable space serving needs of population differ from the Comprehensive Plan Inventory of Public Facilities serving urban centers and urban villages. It is also unclear how much of the green and open space is genuinely useful to the average resident. Data does not examine amenities associated with green spaces. Parks and open spaces in high socioeconomic neighborhoods may have more amenities, such as picnic tables and drinking fountains, as well as trees that provide shade, water features, walking and biking paths, and lighting (Crawford et al., 2007), and such discrepancies are not investigated by this metric.



**C2**  
**PROXIMITY TO PARKS**  
**AND OPEN SPACE**

**Desired Outcomes**

Desired Outcomes

- Quality of life
- Biophilia
- Physical activity
- Emotional, mental, physical and social health
- Stress
- Social interaction

Responsible Agency: Seattle Department of Parks and Recreation

**Format**

Percent of population served by parks and open space within ¼ mile of urban village boundary

Data Source/data collection methods: Seattle Parks and Recreation GIS data, 2010 Census block population data. Population for areas served and unserved was determined using QGIS to establish the area of each 2010 Census block that fell within a buffer ring of a quarter mile around all parks associated with the urban village. Population density inside the blocks was assumed to be uniform, and the population in/out of areas served was determined using the area of the block in each. For the sake of consistency, total population count for each urban village was similarly determined for the purposes of this metric, rather than using totals produced by the city.

Urban Village	Population			Area in Acres		
	Total	Served	% Served	Area	Served	% Served
Westwood Highland Park	4,243	1,667	39%	275.5	135.5	49%
Rainier Beach	3,564	3,557	100%	262.5	262.3	100%
North Beacon Hill	2,848	2,842	100%	130.6	130.1	100%
Eastlake	5,158	5,158	100%	268.1	268.1	100%
Aurora-Licton Springs	6,147	3,337	54%	327.0	195.8	60%
West Seattle Junction	3,915	3,697	94%	225.8	216.8	96%
Ballard	10,290	8,442	82%	424.6	351.2	83%
Lake City	3,635	3,635	100%	142.2	142.2	100%
University Community	22,681	21,397	94%	770.0	562.6	73%
Downtown	26,925	26,825	100%	1,016.7	963.7	95%

Table 4.11. Area and population of urban villages with parks and open space within 1/4 mile, based on current GIS data from the City and 2010 Census population data.

**Associated Policies**

Seattle Comprehensive Plan

UVG15: Provide parks and open space that are accessible to urban villages to enhance the livability of urban villages, to help shape the overall development pattern, and to enrich the character of each village.

Metrics Goals: The Seattle Comprehensive Plan establishes goals for open space and recreation facilities both inside and outside urban villages. These goals fall into three general categories: total supply of open space, specific types of facilities, and distribution of open space.

Comprehensive Plan proximity to parks and open space goals are based on density and vary for urban centers, hub urban villages and residential urban villages. The metric used in this assessment is based on the least conservative proximity goal for residential urban villages:

- All residents within a quarter mile to usable open space

Data Years: 2014

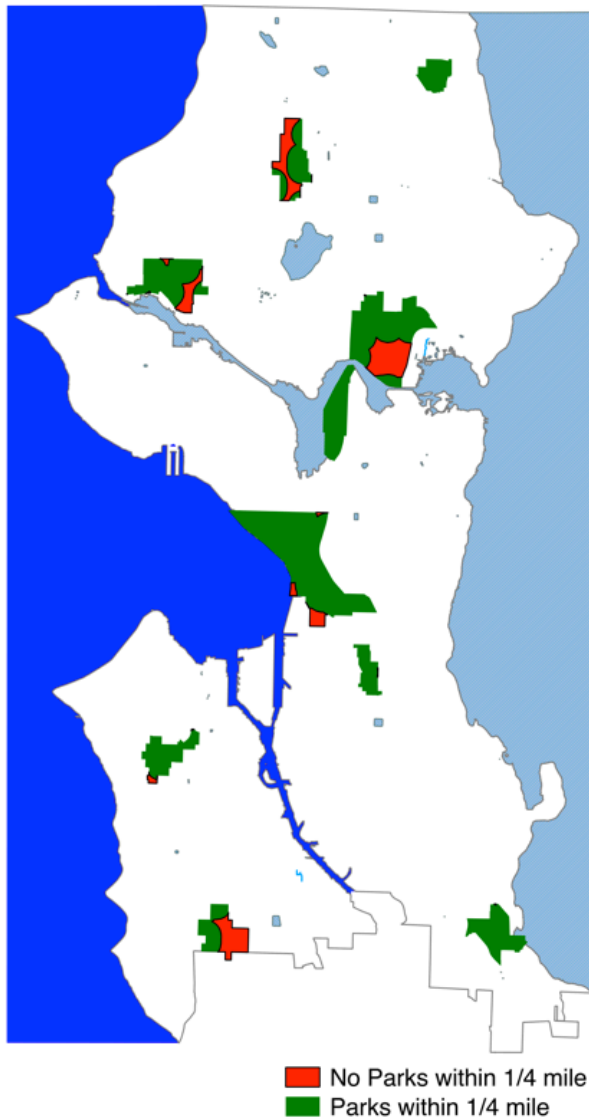


Figure 4.22. Map showing areas of selected urban villages within one quarter mile of parks and open spaces, based on current City of Seattle Department of Parks and Recreation GIS data.

## Analysis

The data suggest that most neighborhoods have uniform and universal access to parks and open space for nearly all, or all residents. However, Aurora-Licton Springs, Ballard, and Westwood-Highland Park do not. Westwood-Highland Park in particular is extremely underserved, with only 49% of the population within easy walking distance of a park. This is due to the fact that only one large park serves the urban village. There is also some discrepancy between area served and population served, due to the non-uniform distribution of population within the urban villages.

Proximity to parks is known to be positively related to a host of social, health, and economic outcomes. Property values tend to be higher (Anderson & West, 2006), children tend to be less obese if they are close to parks (Wolch et al., 2011), seniors have higher rates of survivorship when closer to green space (Takano, Nakamura, & Watanabe, 2002), and people near green spaces are less likely to find traffic noise annoying, as well as be generally less stressed (Gidlöf-Gunnarsson & Öhrström, 2007). These are non-trivial factors in the physical and economic health of communities. That some urban villages in this assessment have larger percentages of their population at some remove from green space may place residents of these places at a disadvantage to other areas, and decrease the desirability of those areas.

## References

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## C2 RECOMMENDATION

The gaps in this analysis emphasize the need for more parks and open space for residents and workers in the urban villages. The non-uniform population density of the urban villages should be a factor in the creation of new parks and open spaces serving the urban villages.

## Notes/Limitations

We have not been able to track down a 1994 benchmark for acreage within Seattle's urban villages. Urban village boundaries have also changed slightly in some cases between 1994 and 2014. There is not dependable GIS data from 1994 because the data set is continuously updated. Due to use of 2010 Census data and current park boundaries, the percentages listed here may be somewhat inaccurate. It should also be noted that the approach here does not reflect practical factors such as ease of access to all populations or the existence of physical barriers such as major roads, highways, and land forms.

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### C3 TREE CANOPY COVERAGE

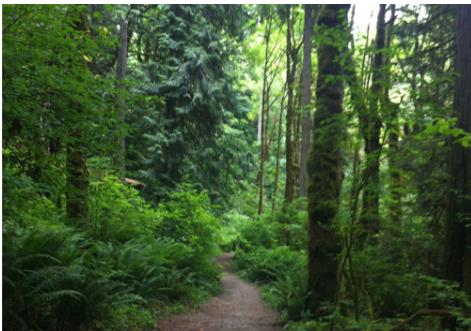
#### Desired Outcomes

- Healthy ecosystems
- Permeability
- Water and air quality
- Soil quality
- Natural habitats
- Noise pollution
- Heat island effect

Responsible Agencies: Department of Planning and Development, Seattle Department of Transportation, Seattle Department of Parks and Recreation, Seattle City Light

#### Format

GIS. Data Years: 1993, 2014 for urban villages. 2012 for City of Seattle.



Data Source/data collection methods: City of Seattle 1993 Orthophotography (WAGDA), Google Maps & iTree Canopy, City-wide canopy estimate from Richardson, J. J., & Moskal, L. M. (2014). Shapefiles for Municipal and urban village boundaries were accessed from WAGDA.

Canopy cover for the urban villages was measured using a random point survey; approximately 500 points were generated within the modern boundaries of the urban villages using the iTree Canopy tool (USDA Forest Service, 2014. i-tree canopy v6.1). Each point was then manually classified as being either “Tree” or “Non-Tree” based on current satellite imagery made available by Google. The point location datasets were exported into QGIS and one-foot resolution orthophotography from 1993 was used to generate a 1993 canopy estimate using the same technique. Bias was checked for by recording of uncertainty about point classification, following the method of Richardson & Moskal (2014).

The point-estimate method used here was found by Richardson and Moskal to closely correspond to more sophisticated LiDAR and high resolutions satellite image based methods. Richardson and Moskal estimate canopy cover for the city in 2009 to be 29.6%, while a 2012 iTree Canopy based estimate was 28.5%, placing their estimate within the margin of error. While National Landcover Change Database data is available for 2001 and 2011, this data has been found to significantly under-estimate the canopy cover in Washington State (Nowak, D. J., & Greenfield, E. J., 2010). Summary statistics and statistical tests were conducted using R 3.0.2

Data for canopy cover for the City of Seattle for 2002 and 2007 were produced for the Seattle, Washington Urban Tree Canopy Analysis Project Report: Looking Back and Moving Forward, by NCDL Imaging. The NCDL imaging study used 2-ft pixel QuickBird multi-spectral satellite imagery and a propriety GIS land classification methodology to assess canopy cover. A report summary is available at <http://www.seattle.gov/trees/canopycover.htm>.

#### Associated Policies

E23: Achieve no net loss of tree canopy coverage, and strive to increase to 40%, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.

E8: In order to reduce the financial investment in built infrastructure while controlling the environmental impacts that infrastructure can cause, explore opportunities to restore or productively use the functions that a healthy ecosystem can provide in conjunction with, or as a substitute for, built infrastructure.

E24: Update tree canopy inventory in Urban Forest Management Plan at least every 10 years to measure progress toward the goal of increased canopy coverage.

Metrics Goals: The Seattle Comprehensive Plan Environment Element policy E23 states a goal of 40% cover for the City of Seattle.

## Seattle's Tree Planting and Urban Forest Management Plan

The City of Seattle sets explicit goals for tree planting, and keeps detailed annual progress reports showing tree removals and plantings. Seattle's Urban Forest Management Plan lays out several 30-year goals, including increasing tree canopy coverage to 30%, and planting over 2,000,000 trees. This extensive and thoughtful management plan takes into consideration a variety of goals including community engagement and education, tree diversity, and improving maintenance practices.

By increasing the number of urban trees, the City hopes to reduce stormwater runoff and erosion, increase air filtration, provide wildlife corridors, and improve the livability of the city. There is a citywide 2:1 tree replacement policy – for every tree that is removed, at least 2 must be planted. Each of the different city programs and departments involved with tree planting has distinct tree-planting targets to help the city surpass that goal. Departments involved include Parks and Recreation, the Department of Transportation, Seattle City Light, and Seattle Public Utilities. Programs include the Seattle Center Tree Replacement Program and the Trees for Neighborhoods Program. Since 2007, a total of 22,698 trees have been planted, with a net gain of 16,224 trees. Roughly 3.5 trees have been planted for each tree that has been removed.

Trees provide a wide range of benefits, but there are also best practice urban forest management issues that should be considered. For instance, street trees that produce litter that ends up in storm drains can contribute to nutrient loading in waterways (Hobbie, et al. 2013). Trees which branch into power lines

can create serious hazards and power outages during storms. In neighborhoods where a thick tree cover creates darkness, people may feel less safe. Not all tree species provide the same benefits. Deciduous trees tend to survive more easily in urban environments, but may provide less natural habitat than native conifers do. Coniferous trees also tend to provide a higher degree of filtration effect than deciduous trees (Stolt, 1982). Higher maintenance levels for certain types of species may also be a factor to consider.



## References:

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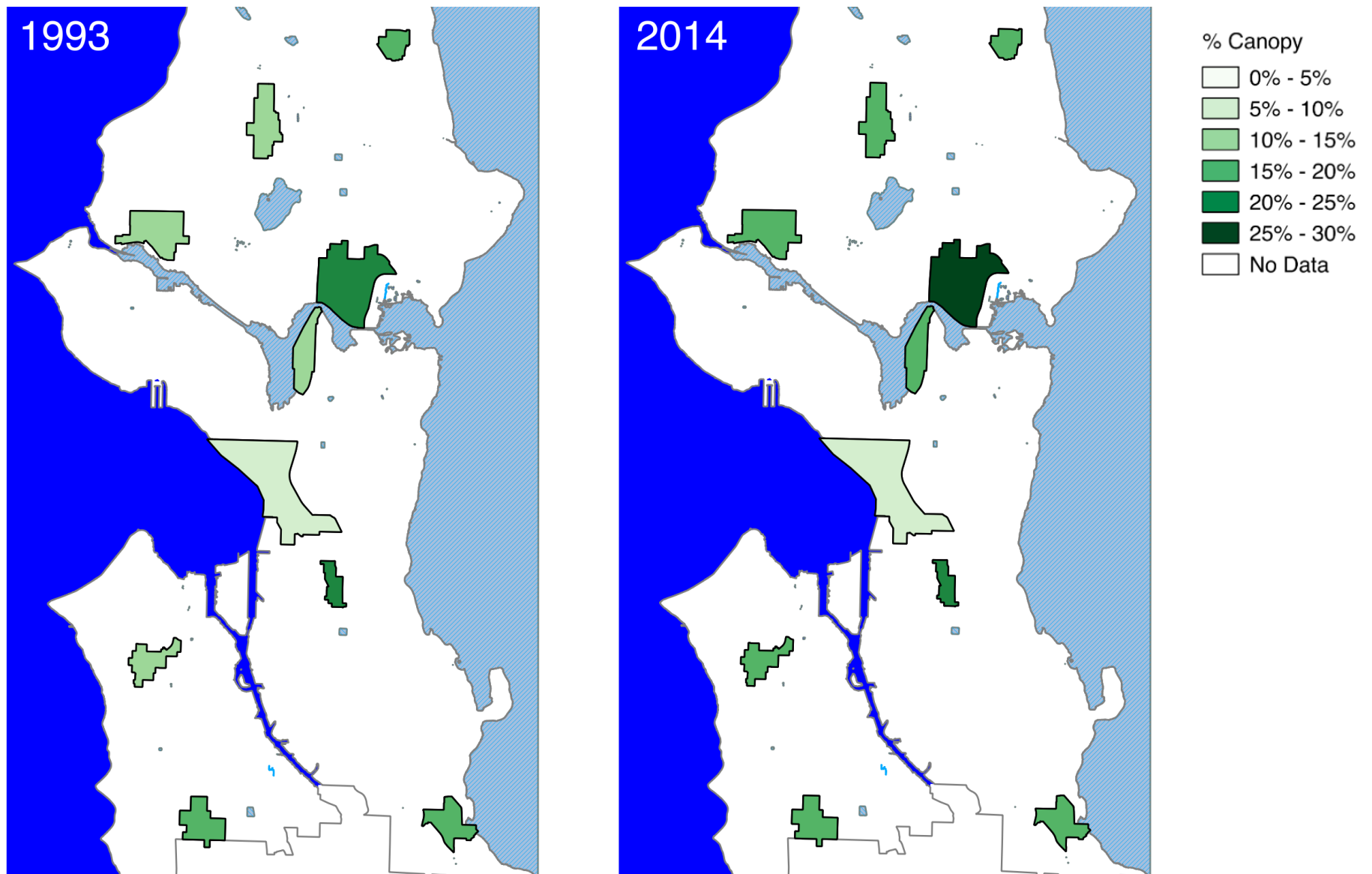


Figure 4.23. Tree canopy cover for the urban village study areas for the years 1993, and 2014. Canopy cover was determined using a point estimate method. Data Source: City of Seattle 1993 Orthophotography (WAGDA), Google Earth, City-wide canopy estimate from Richardson, J. J., & Moskal, L. M. (2014)

Table 4.12. Summary of results for canopy cover analysis for urban villages and City of Seattle

<b>Urban Village</b>	<b>1993</b>	<b>2014</b>	<b>change</b>
Westwood-Highland Park	16.0%	20.0%	4.0%*
Rainier Beach	20.0%	20.0%	0.0%
North Beacon Hill	20.5%	24.0%	4.0%**
Eastlake	15.0%	16.5%	1.5%
Aurora-Licton Springs	14.5%	15.5%	1.0%
West Seattle Junction	13.0%	17.0%	4.0%**
Ballard	11.0%	18.0%	7.0%***
Lake City	16.5%	15.5%	-1.0%
University Community	21.0%	25.5%	4.5%**
Downtown	7.0%	10.0%	3.0%**
City of Seattle (2012)	NA	28.5%	NA
* changes statistically significant at the 0.10 level			
** changes statistically significant at the 0.05 level			
*** changes statistically significant at the 0.01 level			

## Analysis

Canopy cover increased within all but two of the urban villages over the 20 year period of this study. Six urban villages (Ballard, Downtown, North Beacon Hill, University District, West Seattle Junction, and Westwood-Highland Park) had increases that were statistically significant. All other changes in canopy cover fall within the margin of error of the method employed, and may or may not indicate actual changes.

All of the urban villages have canopy cover values below that of the city generally. This corresponds with the fact that they were also found to have higher average impervious surface than the city as a whole (see below), reflecting their status as centers of devel-

opment within the city. Increases in Canopy Cover in many urban villages appeared to be primarily due to planting and maturation of street trees. This should not be considered a rigorous assessment, however, as percentage of canopy contributed by private versus public trees was not determined; the analysts noted that trees were often absent in the historical imagery for locations marked "Tree" for 2014 imagery which occurred in planting strips

Rigorous assessment of the maximum canopy coverage possible would require a census of available public and private planting sites and open space within each village combined with an assessment of suit-

able trees for each location and a regularly updated estimate for canopy cover. While the City's street tree inventory goes a considerable distance towards understanding areas available for the city to plant in, privately owned land constitutes a large area of the city, and the canopy goals cannot be met through the action of the City alone. Policies that promote and incentivize the planting of trees, and importantly, the retention of large trees on private parcels are and will remain an important factor in meeting the canopy goals set in the Comprehensive Plan.

## C3 RECOMMENDATION

As the city moves toward increasing urban tree canopy, stronger significant tree and grove preservation protections are needed on both public and privately owned lands, along with aggressive goals for increasing tree canopy concurrent with urban growth.

## Notes/Limitations

Data for urban villages produced using iTree Canopy tool and QGIS, as a point estimate. The state of data for tree canopy cover for the City of Seattle is reviewed by Richardson and Moskal (2014), who note the state of the historical data for the region is very poor, and many numbers cited regarding historical canopy have no known source. Nowak and Greenfield (2010), meanwhile, found that the National Land Cover Database results for this region were very poor.



**C4**  
**IMPERVIOUS SURFACES**

**Desired Outcomes**

Desired Outcomes

- Ecosystem services
- Permeability
- Water quality
- Green storm water infrastructure
- Heat island effect

Responsible Agency: Seattle DPD

**Format**

GIS data

Data Source/data collection methods: Urban Ecology Research Lab categorical raster (1995, 2002), National Land Cover Database categorical raster (2001, 2011). Both the NLCD and UERL data use 30 meter LANDSAT Thematic Mapper source data. The NLCD data products for impervious surfaces have been found to be extremely accurate for this region (Nowak, D. J., & Greenfield, E. J., 2010). Average impervious surface inside the boundaries of the urban villages and City of Seattle (at the subunit level) were determined using QGIS. Shapefiles of Municipal and urban village boundaries were accessed from WAGDA. Calculations to determine average impervious surface for the units and tests of statistical significance were conducted in Microsoft Excel (2011).

Data Years: 1995, 2002, 2001, 2011

<b>Urban Ecology Research Lab (UERL)</b>			
<b>Urban Village</b>	<b>1995</b>	<b>2002</b>	<b>Change</b>
Westwood Highland Park	75.0%	75.0%	0.0%
Rainier Beach	65.0%	66.5%	1.5%*
North Beacon Hill	75.5%	75.0%	-0.5%
Eastlake	57.5%	58.5%	1.0%
Aurora-Licton Springs	80.5%	81.0%	0.50%
West Seattle Junction	83.0%	83.0%	0.0%
Ballard	85.5%	85.0%	-0.50%
Lake City	84.0%	83.0%	-1.0%
University Community	73.0%	74.0%	1.0%*
Downtown	83.0%	85.0%	2.0%**
City of Seattle	62.5%	62.5%	0.0%
<b>National Land Cover Database (NLCD)</b>			
<b>Urban Village</b>	<b>2001</b>	<b>2011</b>	<b>Change</b>
Westwood Highland Park	61.5%	62.0%	0.5%
Rainier Beach	54.5%	57.0%	2.5%*
North Beacon Hill	61.5%	63.0%	1.5%
Eastlake	57.5%	58.0%	0.5%
Aurora-Licton Springs	70.0%	70.5%	0.5%
West Seattle Junction	72.5%	73.0%	0.5%
Ballard	76.5%	76.5%	0.0%
Lake City	75.5%	76.5%	1.0%
University Community	65.5%	67.0%	1.5%**
Downtown	81.0%	82.0%	1.0%**
City of Seattle	51.0%	52.5%	1.5%**
* changes statistically significant at the 0.10 level			
** changes statistically significant at the 0.05 level			

Table 4.13. Urban Ecology Research Lab data for percentage of the area that is impervious surface in 1995, 2002, and percent change between the two time periods.

Table 4.14. National Land Cover Database data for percentage of area that is impervious surface in 2001, 2011, and percent change between the two time periods.

**Associated Policies**

Seattle Comprehensive Plan

U13: Work regionally to improve programs and management strategies designed to prevent and reduce contamination of street runoff and storm water from all sources.

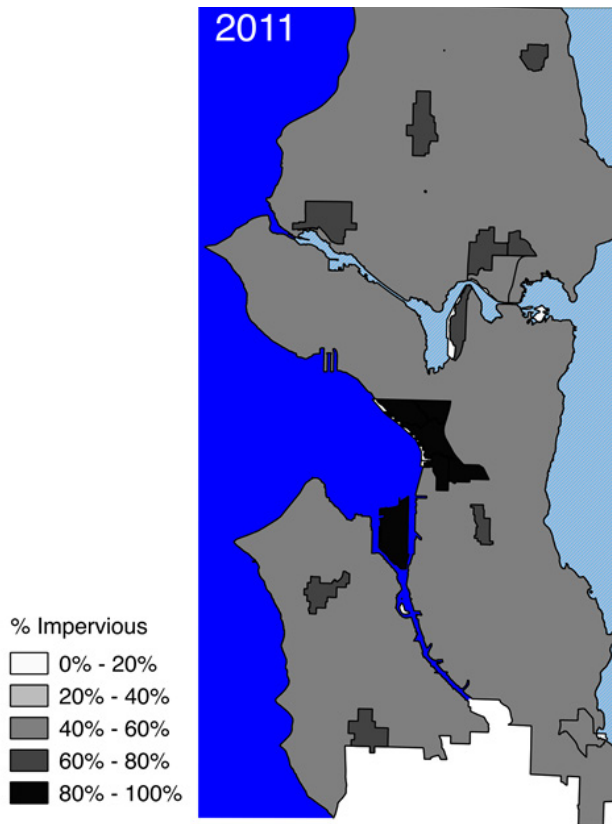


Figure 4.24. Impervious surface for the City of Seattle (including islands) and selected urban villages (at sub-area level), for the year 2011, based on NLCD data

## Analysis

Impervious surface within the urban villages was higher on average than citywide. Most changes to impervious are within the margin of error, and should not be considered significant, or representative of change on the ground. Change in impervious surface thus appears to have been for the most part negligible, with small increases in a small number of urban villages. Statistically significant increases were found in Rainer Beach, the University Community,

Downtown, and in Seattle overall. Caution should be exercised when considering these increases, however. The very large sample size presented by the data (the number of 30 meter pixels inside the boundary) makes it possible to detect as significant “differences” which have no real impact on how impervious surface functions within the city. The change in Rainier Beach is most likely to be of genuine significance, due to it being the smallest area to see an increase, and has the largest increase observed within the data.

That impervious surface was higher in the urban villages than in the city generally reflects their status as centers of relatively intensive development, commercial activity, and multifamily housing. The only village for which this is not true is Rainier Beach, which has impervious cover similar to that of the city as a whole. The primary environmental concerns associated with impervious surface relate to water quality (Anderson 1986; Leopold 1986; Tourbier and Westmacott 1981). More intensive study would be required to determine if there are differences in outcomes between the urban villages on factors related to impervious surface. Impervious surface (as a proxy for development density) can also be associated with social outcomes. More densely urbanized areas can have less green space and gardens, more runoff, and higher maximum temperatures. Some of these relationships are non-linear – green space coverage, for instance, often declines most rapidly at lower levels of urbanization (Tratalos, Fuller, Warren, Davies, & Gaston, 2007).

One may wonder how canopy cover has increased while impervious surface has remained constant or increased as well. The optimum timing of imagery for the two is different: tree cover is typically measured during the spring and summer, when trees are in full leaf; conversely impervious surface is typically measured in the winter when deciduous trees have dropped their leaves. This matters because tree canopy often overhangs impervious surfaces, and will

obscure them when in full leaf. This also explains how canopy cover can increase while impervious surface remains constant or increases, and broadly speaking the two are not particularly correlated (Iverson & Cook, 2000).

## C4 RECOMMENDATION

With impervious surface levels in the urban villages already high, the city should put in place policies that incentivize development footprints to remain within already impervious areas. The goal should be to minimize future loss of permeable surface, and to replace existing impervious surfaces with permeable surfaces wherever possible.

## Notes/Limitations

The data are drawn from two distinct sources produced using different methods. This renders direct comparisons between the two data sets impossible. However, due to overlaps between the two, the general direction of trends may be noted.

## References

- Anderson, D. G. (1970). Effects of urban development on floods in northern Virginia; water in the urban environment. Washington: U.S. Govt.
- Tratalos, J., Fuller, R. A., Warren, P. H., Davies, R. G., & Gaston, K. J. (2007). Urban form, biodiversity potential and ecosystem services. *Landscape and Urban Planning*, 83(4), 308–317.
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[D] SHARED PROSPERITY AND OPPORTUNITY



D1 CITY INVESTMENTS IN INFRASTRUCTURE AND CAPITAL FACILITIES

Desired Outcomes

- Investing in people
- Social equity
- Balancing growth with services
- Urban Villages Strategy

Responsible Agency: Executive, City Council, Budget Office, Department of Finance, all other City departments.

Format

2005-2014 Capital Improvement Program (CIP) appropriations per capita (2010 population) by urban village. \*Includes appropriations, not revenue sources.

Data Source/data collection methods: Budget Office Capital Improvements Program data sorted by projects appropriations designated to the urban village study areas.

Data Years: 2005-2014

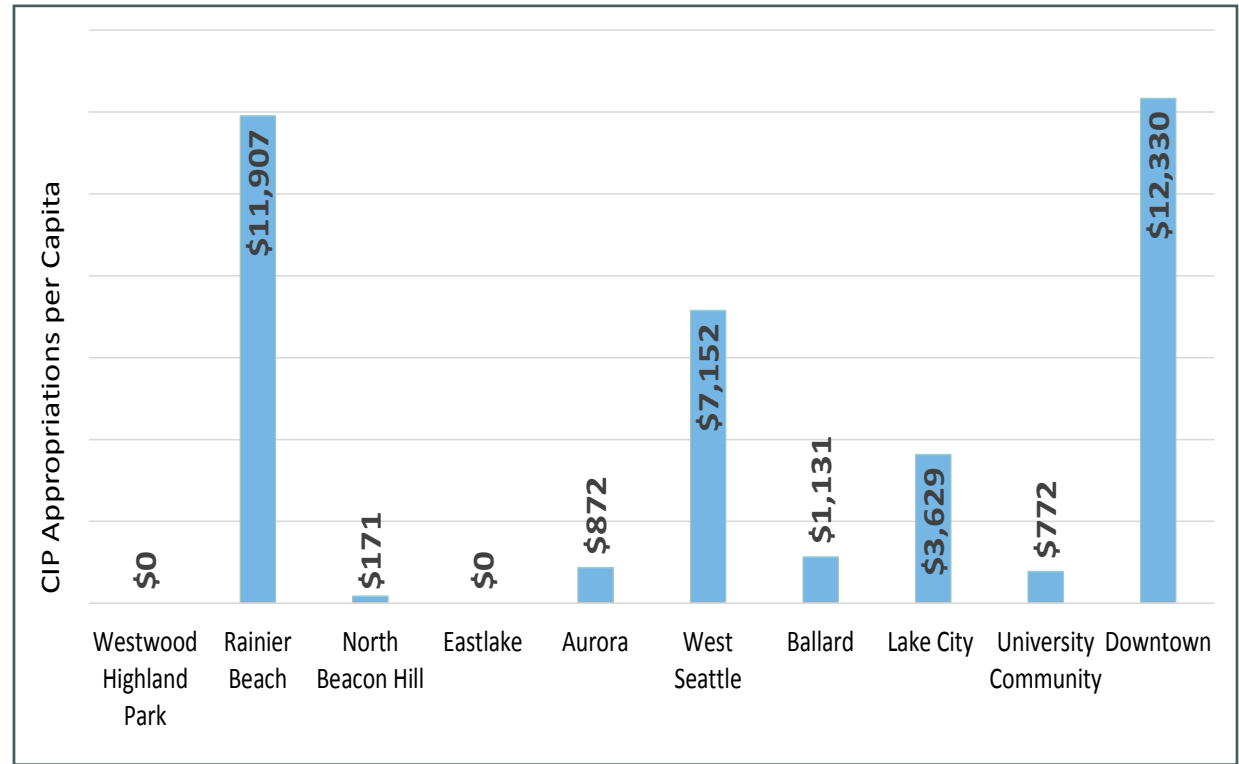


Figure 4.25. Per Capita Capital Improvement Program (CIP) appropriations (2005-2014). 2010 Census population counts prepared by Seattle’s Department of Planning and Development for the urban villages were used to calculate per capita appropriations. Source: City Council, Budget Office Capital Improvements Program Data

Associated Policies

Seattle Comprehensive Plan UVG9: Maximize the benefit of public investment in infrastructure and services, and deliver these services more equitably.

CFG3: Make capital investments consistent with the vision of the Comprehensive Plan, including the urban village strategy.

Background

City of Seattle’s Capital Improvement Program allocates existing funds and anticipated revenues to rehabilitate, restore, improve, and add to the City’s capital facilities. Projects in the CIP cover a wide range of capital improvements, including construction of new libraries, street repairs, park restoration and work on

electrical substations. The CIP covers a six-year planning horizon—updated each year to reflect ongoing changes and additions. The CIP acts as a budgeting tool to support appropriations made through the adoption of the budget. The Overview of the 2005-2014 CIP budget states “The CIP is consistent with the City’s Comprehensive Plan and includes information required by the State’s Growth Management Act.”

Many projects in the 2005-2010 Adopted Budget are civic, cultural or public safety facilities funded by voter-approved levies (e.g., “1999 Seattle Center and Community Centers” Levy, the “Neighborhood Parks, Green Spaces, Trails and Zoo” Levy, and the “Fire Facilities Emergency Response” Levy) and bonds (“Libraries for All”).

Utility-funded projects in the Seattle City Light and Seattle Public Utilities CIPs improve or maintain the utility infrastructure that serves Seattle residents. Projects in the Seattle Department of Transportation (SDOT) CIP are funded by multiple fund sources – local, state, and federal – and focus on streets, bridges and other elements of our transportation infrastructure. Finally, the CIP also projects the financial impact on City departments of major transportation projects including the Monorail, Sound Transit Light Rail, and the Alaskan Way Viaduct. Key projects are more fully described later in this overview, and details on funding and schedules can be found in the individual department sections.

## Analysis

The CIP data provided included approximately \$6.97 billion in CIP investments from 2005-2014. Based on CIP location tracking, of the \$6.97 billion in investments (2005-2014), approximately \$3.2 billion were invested within Seattle’s urban villages and approximately \$3.2 billion were invested outside the urban

villages. The 10 SSNAP urban villages received approximately \$445 million in CIP investments.

Where CIP data was available and tracked by urban villages, the data reveals significant variation in the distribution of appropriations amongst the 10 urban village study areas. Downtown and Rainier Beach per capita CIP appropriations far exceed the eight other urban village assessment areas. The data provided showed no record of CIP appropriations identified within the Eastlake and Westwood-Highland Park urban villages.

However, it should be well-noted that ambiguities in CIP project location, and limitations in the tracking and data collection weaken conclusions that can be drawn from the CIP data provided. Projects are often listed as located within more than one urban village and are often programmed under broad definitions like “bike master plan implementation” that would not be tracked by specific project location. Likewise, some of the biggest investments are in utility projects funded and managed by Seattle City Light (SCL) and Seattle Public Utilities (SPU). For example, 66% of the 2005-2010 CIP Adopted Budget was allocated to utility projects managed by SCL or SPU. These projects may be located in one area but serve much broader geographies and are thus not tracked by individual investment.

The CIP data collected for this report does not provide sufficient information to evaluate how well the City is maximizing public investment in infrastructure. Additionally, supporting information and research concerning the needs of Seattle’s urban villages could inform decision-making and prioritization, and help advance Comprehensive Plan goals for supporting growth related needs.

## D1 RECOMMENDATION

More accurate CIP data tracking by location and urban village is needed to determine where CIP appropriations are directed, and whether public investments are working to improve specific growth-related infrastructure needs within the urban villages. The Seattle 2035 Plan should include an update of priority CIP projects specific to the urban villages, and consider a six year strategic investment plan tied to the urban villages.

## Notes/Limitations

Project location data is based on the most up to date information. If a program that has budgeted funding changes primary location, it will make the update in the database. This can cause problems when looking at past budgeting. Capital projects in certain areas, as part of citywide projects, may not be tracked by urban village. Due to the imperfect nature of project location tracking, strong conclusions should not be made from the CIP data provided. A complete analysis of capital investments by urban village was not possible due to limited data.

## References

A Resident’s Guide to the City Budget and Budget Process (2013-2014).





**D2  
NEIGHBORHOOD  
MATCHING FUND**

**Desired Outcomes**

- Investing in people
- Social equity
- Community empowerment, cohesion
- Sense of place
- Civic Engagement, volunteerism, self-help

Responsible Agency: Department of Neighborhoods

**Format**

Annual NMF project awards by Neighborhood Districts corresponding with our urban villages.

Data Source/data collection methods: From the Department of Neighborhoods Neighborhood Matching Fund database

Data Years: 1994-2013

**Associated Policies**

Seattle Comprehensive Plan

HD1 Work toward achieving a sense of belonging among all Seattle residents.

- a. Promote opportunities that bring people together to help them build connections to each other, their peers, their neighbors and the greater community.

SSNAP Urban Village	Neighborhood District	Population (2010)	Awarded Amount (1994-2014)	Number of Projects (1994-2014)
Westwood-Highland Park	Delridge	34,904	\$2,800,716	227
Rainier Beach	Southeast	46,640	\$7,430,810	194
North Beacon Hill	Greater Duwamish	44,948	\$3,640,349	255
Eastlake	Lake Union	45,166	\$2,872,090	164
Aurora-Licton Springs	Northwest	70,821	\$2,838,361	227
West Seattle Junction	Southwest	48,008	\$3,099,652	171
Ballard	Ballard	43,935	\$129,347	15
Lake City	North	41,442	\$2,010,311	148
University Community	Northeast	77,198	\$3,395,106	242
Downtown	Downtown	18,004	\$506,234	32
SSNAP Urban Village Total			\$28,722,976	1,923

Table 4.15. Summary of Neighborhood Matching Fund total awards 1994-2014 by Neighborhood District. Source: The Department of Neighborhoods Neighborhood Matching Fund Database.

**Background**

- b. Enhance opportunities for intergenerational activities.
- c. Strive to reach people in new ways to encourage broad participation in neighborhood and community activities and events.

The Neighborhood Matching Fund (NMF) was created in 1988 to encourage volunteerism and community involvement by providing neighborhood groups with City resources in recognition that strong neighborhoods support quality of life in Seattle. The NMF has awarded more than \$49 million to over 4000 neighborhood projects throughout Seattle since its inception. Awards must be matched by a community contributions of volunteer labor, professional services, or donated materials. Since 1988 the NMF has resulted in the engagement of 86,000 volunteers and over 574,000 hours donated in the community match.

The NMF fills a unique niche for Seattle-based grassroots groups of neighbors and residents to come together to design, build, and implement their own neighborhood and community improvement project ideas. The NMF coordinates City resources to community improvement projects driven by actively engaged, diverse community members. NMF projects cultivate strong partnerships between community residents and the City to enhance and strengthen the neighborhoods that make the City of Seattle unique and vibrant. The NMF program includes three funds:

**Small Sparks Fund** provide awards up to \$1,000 to encourage community members to become engaged.

- Emphasis is on self-help, organizing, and community building
- Available to small neighborhood and grassroots community groups with annual organizational budgets of less than \$25,000.

**Small and Simple Projects** provide awards up to \$25,000 to build stronger connections between neighborhood/community based groups, ad hoc groups, and business groups and their neighborhood.

- Neighborhood-based groups, community-based organizations, ad-hoc groups and business groups (such as chambers of commerce) that want to do a project to build stronger connections in their neighborhood.
- Community groups that do not have a geographic base, such as a racial or ethnic group, GLBT groups, a disability community, etc.

**Large Projects Fund** provide awards up to \$100,000 for community building, activities and/or physical projects with an emphasis on self-help.

- Open to all neighborhood based organizations and non-geographic community groups
- All projects must demonstrate capacity to build stronger healthier communities

Financial need of a group or organization is not considered in the rating criteria, nor a factor in awarding of NMF funds. All applications submitted undergo a competitive review process with all applications (not just those from their district). NMF awards are based on the level of demonstrated community interest and momentum to develop a project, ability to match funds with in-kind contributions of resources and volunteer hours, and potential to successfully implement the project.

Project types are wide ranging, and have included planning, design & reports, youth related, community events, public school projects, environmental, climate protection, organizing, , arts & culture, physical improvements, neighborhood organizing, race and social justice

## Analysis

Allocation of NMF funds over 20 year period shows large differences between the city's neighborhood districts and urban villages contained within them. For example, the total amount awarded to projects located in the Southeast Neighborhood District over the 20 year period was approximately \$159.32 per person, whereas for Ballard District with a similar population was just \$2.94 per person. The three neighborhood districts and corresponding urban villages receiving the highest amount of NMF funding over the 20 year period are Rainier Beach, North Beacon Hill, and the University Community. The widely varying award levels of matching funds between city neighborhood districts do not correlate with population or geographic distribution, and it would be speculative to presume funding levels reflected differences by neighborhood district in levels of community engagement, organization or volunteerism.

## D2 RECOMMENDATION

The Neighborhood Matching Fund is an applicant-based city program. While needs and purposes may vary, the city should strive to award the funds in a way that equitably serves and supports all city neighborhoods and communities. Consistent tracking and annual reporting of distributions by neighborhood or urban village, volunteer hours contributed, and outcomes, would improve accountability and transparency.

## Notes/Limitations

Neighborhood Matching Fund data is organized by neighborhood district. Data does not represent funding awarded to projects within urban village boundaries. Instead, data represents awarded funding for projects within the neighborhood district that serves each urban village.

## References

<http://www.seattle.gov/neighborhoods/nmf/>



**D3 ACADEMIC PERFORMANCE**

**Desired Outcomes**

- Investing in people
- Employability
- Economic opportunity
- Equity
- Skilled and competent young adults to pursue higher education or enter the workforce
- Higher income earning potential

Responsible Agency: Seattle Office of Education, Seattle Public Schools

**Format**

Percent met standard for fourth grade reading standardized test scores for public elementary school(s) within or closest to the SSNAP urban village boundaries. Washington Assessment of Student Learning (WASL) scores were used for 1998 and 2009 data points. In 2010, the Measurements of Student Progress (MSP) replaced the WASL. MSP scores were used for 2013 data points.

Data source/data collection methods: Sourced from the Office of Superintendent of Public Instruction Washington State Report Card.

Data Years: 1998-2013

**Background**

On the MSP, students are asked to read passages and answer multiple choice and short-answer questions.

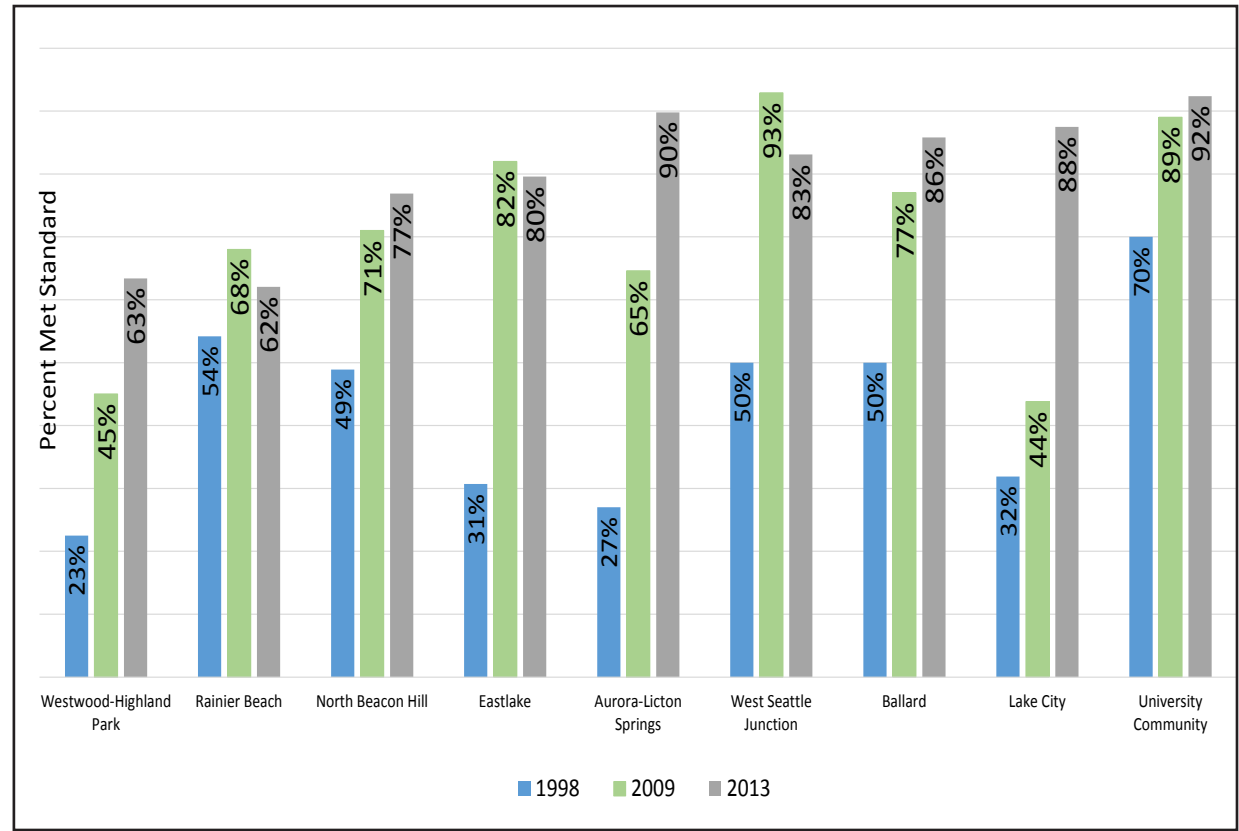


Figure 4.26. Fourth grade reading percent met standard for Washington State standardized test scores for public elementary school(s) located within or closest to the urban village boundaries (see Appendix B Table B5 for list of schools). The 2013 data is for the Measurements of Student Progress standardized test.

Source: Washington State Office of Superintendent of Public Instruction Student Report Card

The questions address reading comprehension, understanding of writing structure, analysis of content, and word choice. Multiple-choice answers are scored electronically; short-answer questions are scored by multiple people who abide by a detailed rubric to ensure consistency. Students receive number scores, which are then grouped into four levels: Advanced (Level 4), Proficient (Level 3), Basic (Level 2) and Be-

low Basic (Level 1). Level 3 or higher is a passing score, and typically requires that 60-65% of the questions are answered correctly. The WASL included multiple-choice and short answer questions, as well as essay questions. Similarly to the MSP, students received a score on the WASL reading test, and scores were then grouped into four levels, with level 3 or 4 considered "passing."

## Analysis

The percentage of 4th grade students meeting the reading standards on the statewide standardized test has increased across all of the urban villages. Some urban villages that began with less than half of the students meeting the standard now have upwards of 80% meeting the standard (Lake City, Eastlake, and Aurora). Several schools saw a slight decrease in the number of students meeting the standard on the 2013 test as compared with the 2009 test (Rainier Beach, Eastlake, West Seattle, Aurora). It is possible that this is in part due to change in the test, from the WASL to the MSP.

Westwood, Rainier Beach, and North Beacon Hill have relatively low percentages of students meeting the reading standards. There is a definite disparity in performance on the reading test between urban villages. Rainier Beach and Westwood have roughly one-third fewer of their fourth graders meeting the reading standards than several of the other urban villages. These disparities have not always been characterized in the same way; in 1998, Rainier Beach had a higher proportion of its students performing well on the test than most of the other urban villages. Yet Rainier Beach saw the least amount of increase in students meeting the standards, while other areas increased dramatically.

Poor academic performance has been linked to neighborhoods with violent crime (Aj, Cd, Pj, 2010) and low levels of collective efficacy among community members (Emory et al., 2008). Students who miss more days of school due to sickness are also less likely to perform well on tests (Moonie, Figs & Castro, 2008).

## D3 RECOMMENDATION

Wide disparities in performance between Seattle public schools still exist. Lack of access to early-learning and pre-school opportunities for some disadvantaged families may be a contributing factor. The mayor's recently proposed Department of Education, in coordination with Seattle Public Schools, should consider further research into targeted areas of the city to develop strategic, and evidence-based strategies for achieving higher outcomes.

## Notes/Limitations

University Community, Aurora-Licton Springs, Lake City and West Seattle Junction do not have an active elementary school within the urban village boundary. The closest schools were selected to represent school performance. There was no data available for Downtown.

The WASL and MSP standardized test scores are only administered in Seattle Public Schools. It is not guaranteed that the percent met standard data is reflective of students living within the urban village, as it is often the case that a student will travel outside the neighborhood in which they live to attend school.

In Spring of 2010, the Washington State standardized test changed from the Washington Assessment of Student Learning (WASL) to the Measurements of Student Progress (MSP).

## References

- Aj, M., Cdm, F.-H., & Pj, L. (2010). Perceived School and Neighborhood Safety, Neighborhood Violence and Academic Achievement in Urban School Children. *The Urban Review*, 42(5), 458–467. doi:10.1007/s11256-010-0165-7
- Emory, R., Caughy, M., Harris, T. R., & Franzini, L. (2008). Neighborhood social processes and academic achievement in elementary school. *Journal of Community Psychology*, 36(7), 885–898. doi:10.1002/jcop.20266
- Moonie, S., Sterling, D. A., Figs, L. W., & Castro, M. (2008). The relationship between school absence, academic performance, and asthma status. *The Journal of School Health*, 78(3), 140–8. doi:10.1111/j.1746-1561.2007.00276.x





D4  
UNEMPLOYMENT RATE

**Desired Outcomes**

- Employment opportunity
- Competency
- Equity
- Quality of life

Responsible Agency: None that we know of

**Format**

Unemployment rate for each urban village from the 2000 Census, 2006-2010 ACS, and 2008-2012 ACS data.

Data source/data collection methods: Census and American Community Survey unemployment data calculated by taking total number unemployed in all census tracts for each urban village and dividing by total in labor force for all census tracts for each urban village.

Data Years: 2000-2012

**Associated Policies**

ED9: Strive to address the special needs of areas in Seattle that historically have experienced less economic opportunity and that have high concentrations of people living in economic hardship.

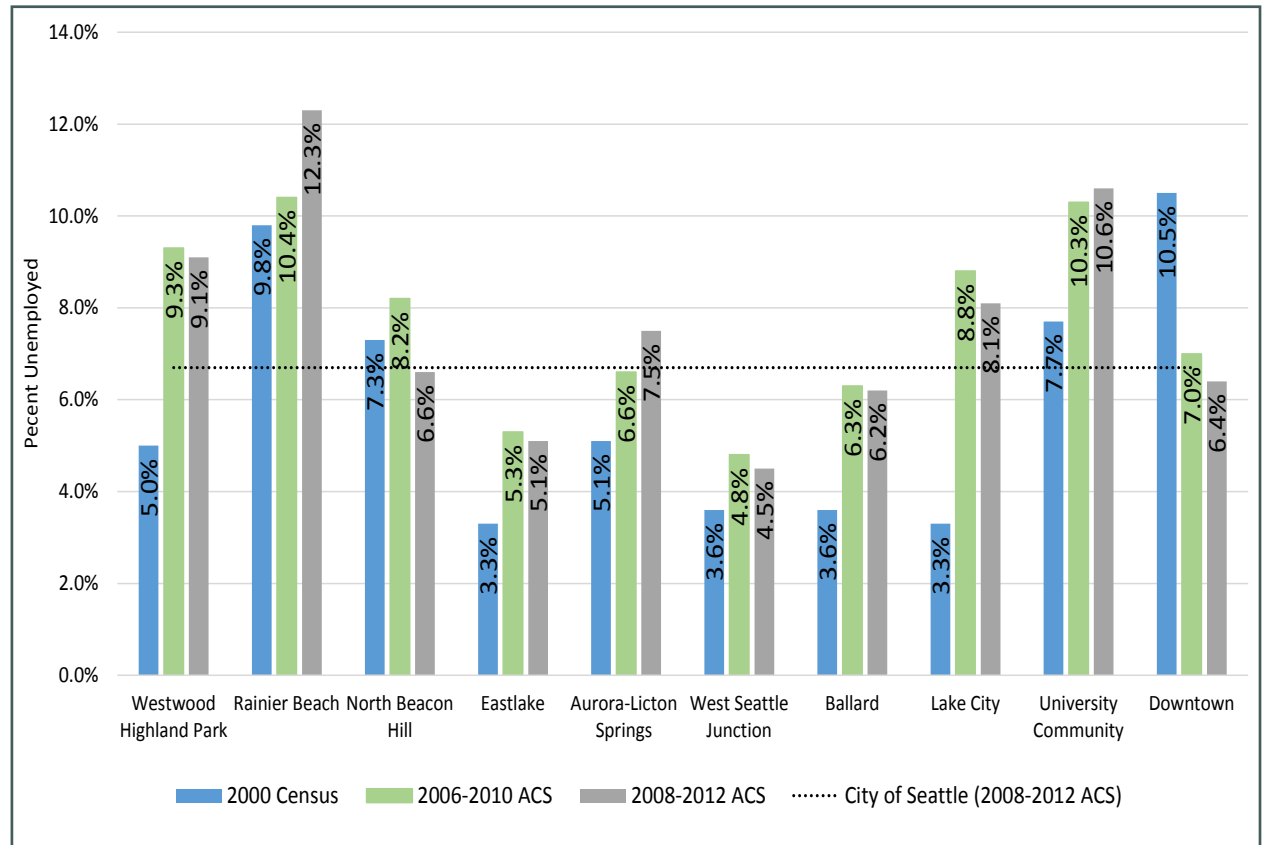


Figure 4.27. Percent unemployed calculated by taking number of unemployed people out of total in labor force for the census tracts corresponding with the urban village study areas  
Source: 2000 Census and American Community Survey

## Analysis

In the current post-recessionary period, Seattle has experienced a lower unemployment percentage than much of the nation. As of April 2014, Seattle's unemployment rate reached just 4% while the National average was 6.3% (Bureau of Labor Statistics). Seattle was also somewhat insulated from the extremely high unemployment experienced in many parts of the country from 2008 to 2010. However, the picture of unemployment at the neighborhood level, especially in some of Seattle's historically disadvantaged areas, is not as positive, with wide disparities between urban villages.

Unemployment variances between the 10 SSNAP urban villages could not be tracked accurately year to year. This is because the only data currently available for unemployment at the neighborhood level is from the American Community Surveys (ACS), produced by the Census Bureau. There are limitations with this data listed in the following section. Regardless of data collection limitations, the Census data does raise some important questions about the persistent (longitudinal) differences between lower unemployment urban villages versus high unemployment urban villages. For example, in the latest ACS data (2008-2012) the unemployment rate in the West Seattle Junction urban village, is nearly 3 times lower than unemployment rate in the Rainier Beach urban village. The 2008-2012 ACS data also demonstrates that five out of the ten SSNAP urban villages have a higher unemployment rate than the citywide average of 6.7% (U.S. Census).

## Notes/Limitations

Census.gov advises comparing 2000 Census unemployment data with 2012 ACS unemployment data with caution due to the fact that the reference periods are different between the two. Census.gov also notes Census 2000 SF3 appears to overstate the estimates of people in the labor force, unemployed, and percent unemployed because of data capture errors.

We also received customer data collected by the Washington Unemployment Security Office for total number of individuals who filed unemployment claims and total amount paid. This data was geographically sorted by zip code, which was too large an area to represent the urban villages.



## D4 RECOMMENDATION

The city has a clear role in addressing high levels of structural unemployment, poverty, and hardship. The first step is to identify through data collection and tracking the specific areas struggling from a lack of economic opportunity, and then to develop effective long-term community-based strategies to reduce poverty and unemployment. As one example, Opportunity Communities (<http://kirwaninstitute.osu.edu/>) is a research and evidence-based model for creating opportunity-rich communities.

## References

U.S. Census Bureau

Washington State Employment Security Department



D5  
POVERTY RATE

**Desired Outcomes**

- Quality of life
- Community health
- Human health
- Equity
- Employment opportunity

Responsible Agency: None that we know of

**Format**

Poverty rate for each urban village from the 2000 Census, 2006-2010 ACS, and 2008-2012 ACS data.

Data source/data collection methods: Census and American Community survey poverty rate data.

Data Years: 2000, 2006-2010, 2008-2012

**Associated Policies**

HDG3: Strive to alleviate the impacts of poverty, low income and conditions that make people, especially children and older adults, vulnerable.

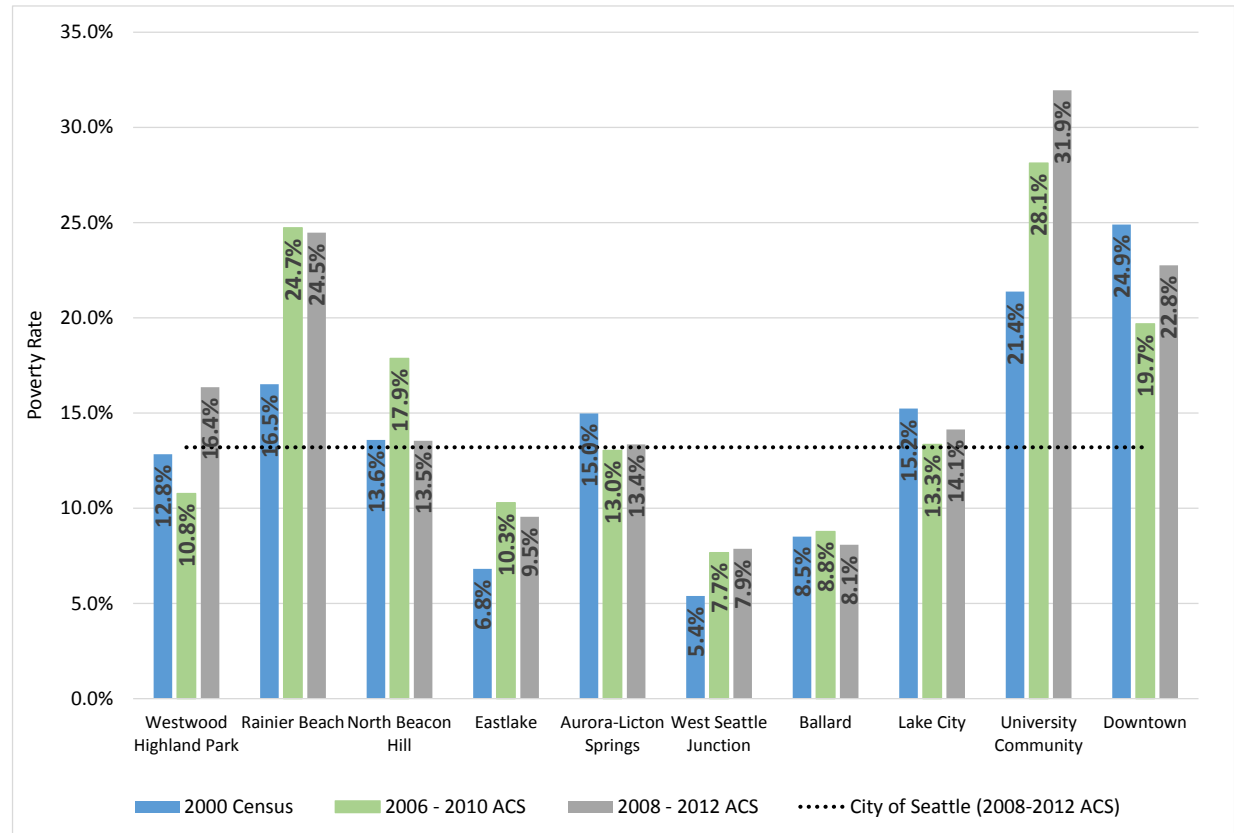


Figure 4.28. Poverty rate data from 2000 Census, 2006-2010 ACS and 2008-2012 ACS organized by the census tracts that correspond to the urban village study areas.

Source: 2000 Census and American Community Survey

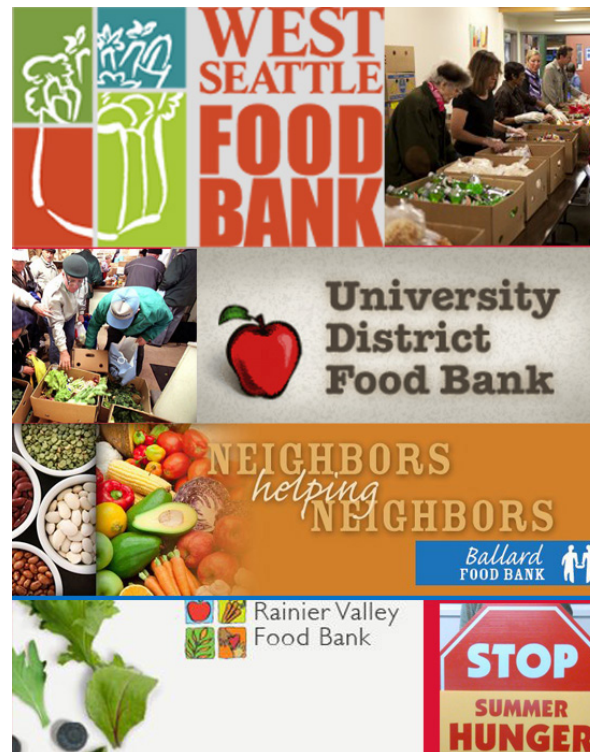
## Analysis

There is no single accepted definition for poverty. Poverty represents the lack of economic means to afford the most basic needs in life. In the U.S., poverty level is determined by yearly earnings, \$23,850 for a family of four in 2014. In 2012, the U.S. Census Bureau determined that approximately 16% of Americans live in poverty. The 2008-2012 ACS estimated that the percentage of persons living below the poverty line in Seattle was 13.2%, placing six out of the ten SSNAP urban villages with a poverty rate of at least 2 percentage points greater than the citywide average. Employment rates also appear to correlate with poverty levels, and poverty levels across half of the urban villages are also higher than the citywide average.

There are other factors that affect poverty not reflected in the quantitative data. A poverty rate of almost 30% in the University Community may reflect the disproportionately high number of no/low income college students living in the reporting area who may rely on financial assistance from family, scholarships, and/or student loans. In Downtown, poverty remains very high, accounting for the concentration of poor residents and low income seniors, supportive services, homeless shelters and subsidized housing. A shift in the mix may be occurring with the influx of luxury residential high rises and limited number of affordable units.

## Notes/Limitations

The U.S. Census advises comparing 2000 Census Poverty data with 2012 ACS Poverty data with caution due to the fact that the ACS collects data throughout the year on an on-going, monthly basis and asks for a respondent's income over the "past 12 months." Census 2000, however, collected the income data for a fixed period of time—"during 1999" (the last calendar year). 2008-2012 ACS 5-year data reflect incomes over 2007-2012.



## D5 RECOMMENDATION

The city relies on external data for assessing poverty rates, and no city agency appears to be tracking economic stress in specific areas of the city. Internal data collection and tracking specific to the context of Seattle and its neighborhoods would provide data-driven means to develop stronger responses to economically stressed communities.

## References

U.S. Census Bureau







**D6  
HOUSING COST BURDEN**

**Desired Outcomes**

- Housing opportunity
- Affordability
- Access to basic needs
- Mental and emotional health by reducing stress
- Quality of life

Responsible Agency: Office of Housing, DPD

**Format**

2008-2012 ACS data for percent of income spent on housing costs including renters, houses with mortgage, and houses w/o mortgage.

Data source/data collection methods: 2008-2012 ACS data for percent of income spent on housing.

Data Years: Census: 2012

**Associated Policies**

HG2: Maintain housing affordability over the life of this Plan.

EDG1.5: Establish Seattle as a place where average wages are high and costs of living are reasonable so that the city can accommodate households at a wide range of income levels.

Metrics Goals: Housing burden is a measure of cost of housing as a percent of income. Federal HUD standard has housing cost of 30% (or less) of household income as affordable.

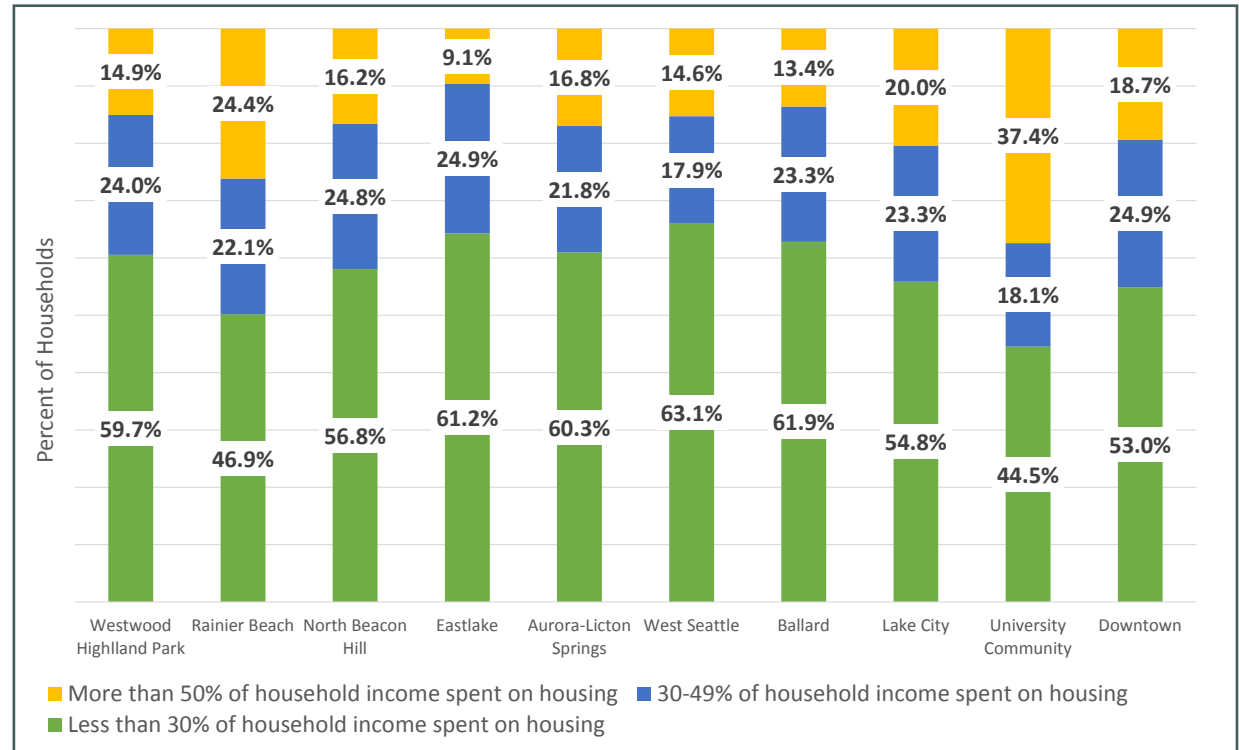


Figure 4.29. Housing cost burden data from 2008-2012 ACS organized by census tracts. Severe housing burden defined as households spending more than 50% of the household income on housing. Moderate housing burden defined as households spending 30% to 50% of income on housing. Low/No housing burden defined as households spending under 30% of income on housing.

Source: 2008-2012 American Community Survey.

**Analysis**

From the data, we can see how housing affordability as a measure of rental costs and household income varies widely between neighborhoods throughout Seattle. In every urban village study area, the housing cost burden (as defined by HUD as household that spends 30% or more of their income on the combined housing costs of rent/mortgage and utilities), is significant, ranging from 32 % to 55% of all households

in each of the selected urban villages spending more than 30 % of their income on housing. The Comprehensive Plan’s urban village strategy aims to concentrate growth in population and employment within the designated urban centers and villages. The results do not correlate affordability with higher densities across the selected urban villages. The housing cost burden is higher in the top three densest urban vil-

lages (University, Downtown, and Lake City) than it is in 6 of the other 7 urban villages. Only Rainier Beach, ranked 10th in density, compares more closely in housing cost burden with the densest areas of the city. Density may not in itself result in lower housing cost burden, particularly in lower wage communities where wages and household incomes have not kept up with increasing housing costs.

A Harvard Joint Center for Housing Studies found that in 2009 nationwide, 26.1% of renters spent more than 50% of their income on rent. This figure has risen by almost 6% since the beginning of the decade. During the same time period in Seattle, the number of severely burdened renters was 22.7%, up more than 4% from the beginning of the decade. The housing burden is not only a problem of poor or disadvantaged communities. Rising rents in Seattle have also extended housing burden issues into some of our city's higher income neighborhoods.

The 2008-2012 ACS data show that two urban villages, Rainier Beach and University Community, have severe housing burdened statistics higher than the City of Seattle percentage. The fact that rents are rising in each of the 10 urban village study areas suggests that the severe housing burden could continue as a long term trend in Seattle's neighborhoods if wages and household incomes do not keep pace.

Like some of the other social indicators, the full picture of what differentiates housing burden in one urban village from another is complex. Housing cost burden in a household with an average income of over \$100,000 may be very different from the housing burden in a household below the poverty level. Looking at specific urban villages in our study, the high housing burden in University Community may be explained by the large population of underemployed college students. However, the high percentage of households experiencing severe housing cost

burden in Rainier Beach should raise more serious concerns. Furthermore, when the fact that average rents in Rainier Beach are just over \$600 a month for a one-bedroom compared to other urban villages, the degree of the problem becomes even starker.

## D6 RECOMMENDATION

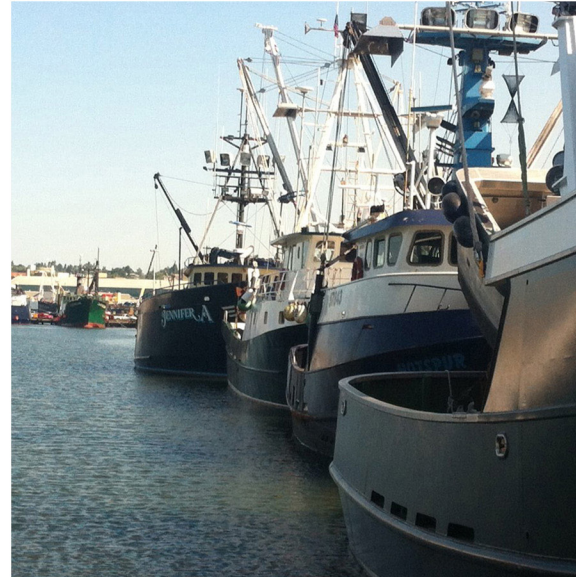
Consistent localized data collection and closer tracking of household incomes and affordability by neighborhood or urban village would provide a fuller and more accurate picture of Seattle's housing needs, and better inform housing policy strategies. The primary challenge is to not just increase the supply of housing, but to expand the diversity of housing typologies and affordable choices for future growth and changing lifestyles. Housing preservation strategies should also be strengthened.

## Notes/Limitations

There are many challenges associated with identifying the most informative and accurate measure of housing affordability. The data available is limited and it is challenging to pair current household income data with current market rental rates, which change year to year, and are location specific. Census and ACS data provide household income data but does not demonstrate the variation in cost of housing across the city. ACS data is supplemented with Dupre + Scott average rent data (Appendix B Table B4) to provide a more complete picture of housing affordability/housing burden and how it varies across the city (as represented by our urban villages).

## References

The State of the Nation's Housing 2011. (2011). <i>Joint Center for Housing Studies of Harvard University,</i> 27-31. Retrieved from [http://www.jchs.harvard.edu/sites/jchs.harvard.edu/files/son2011\\_housing\\_challenges.pdf](http://www.jchs.harvard.edu/sites/jchs.harvard.edu/files/son2011_housing_challenges.pdf)



# 5. FINDINGS ON DATA COLLECTION AND MONITORING

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5. FINDINGS: DATA COLLECTION

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## Seattle's Data Collection and Tracking System

As a pilot study, the SSNAP project has served to probe and test the city's current databases, collection and retention practices, all critical in monitoring progress of the Comprehensive Plan's 20-year horizon using the 22 trial indicators we developed. This proved to be the project's biggest challenge. The initial process of identifying the data source, contact, format, scale, and years of available data for each indicator, provided the basis for making data requests to various government agencies and city departments.

Once the 10 urban villages were selected, preparing data requests for some of the indicators required time-intensive preparatory work to identify the necessary data points and spatial parameters corresponding with the urban villages.

Only three departments of the city, DPD, Finance, and Parks, track at least some of their data by urban village, and no outside agencies track by urban village. In other instances, where data we sought related to specific locations (such as elementary schools, traffic screen lines, and 911 calls), the city's data sources provided available information sufficient for us to compile the indicator data by urban village. We found spatial parameters of the various data collected by everything from address, to census tract, block, zip code, police beat, city sector and city district, making consistency more challenging.

In some cases it was not possible to narrow the spatial parameter enough to confine data to the urban village. Data collection by address, though collected internally by the city's utilities, was not made available to us for reasons of privacy laws. While this could have been aggregated for us, department resources

and time constraints did not allow it. As a result, there are spatial variances across the 22 SSNAP indicators.

During the SSNAP study period, we spoke with numerous neighborhood groups. Although each was involved in a different neighborhood, they all had two things in common: the need for neighborhood level data and the desire to engage in improving the quality of life in their neighborhoods.

### Data Collection Challenges

**Availability and accessibility of 1994 data:** Databases have changed and collection methods have evolved with changing technology – from analogue to digital to GIS. Past databases may no longer be maintained in an organized form. For empirical studies such as SSNAP and longitudinal tracking, these evolutions can impact methodology and organization.

**Geographic scale:** Inconsistencies in the geographic/spatial area in which data is collected and tracked was acknowledged during Phase I and noted in Phase II as a large contributor to delays in data delivery and

### SEATTLE OPEN DATA – [www.data.seattle.gov](http://www.data.seattle.gov)

The City of Seattle, following open data movements that call for greater public access to information and greater transparency, has created an online platform where users are free to view and use data collected by the public authorities. The web interface, powered by an external software developer called Socrata, is easy to understand and to handle for all types of users. The content available is classified in thematic categories: city business, community, education, finance, land base, permitting, public safety, transportation.

The information provided by this website concerns the city's action and their knowledge about the territory: for instance, building permits, crime statistics, tree maintenance and current levies for school funding is readily available for the general public, which confirms the city government's intentions of transparency with community members. Some data is geo-coded, which helps get a sense of the local character of the information documented in this platform.

processing. Changes in urban village boundaries also had significant consequences on the study.

**Delays in delivery of data:** With advance planning and queries, we expected data returns to occur over a two-week period. Unfortunately, some of our sources were unable to respond within our time frame, due to "higher priorities" or limited resources. Some departments suggested that SSNAP was "DPD's project," hence outside of their competencies. Departments also noted the time intensive process required to pull the data in the form requested.

Data.seattle.gov is practical tool for the curious user, yet provides little methodology as to how the data is collected, which may put into question its objectivity. In fact, the policy does not commit to providing the data in a reliable fashion:

“The City of Seattle Government makes no claims as to the completeness, accuracy, timeliness, or content of any data contained in this application”.

This newly created program helps residents understand better the actions undertaken by the City. It can also provide information on the ongoing situation in Seattle, in a variety of topics, which certainly is a great move towards transparency and communication between official institutions and the civilian society. Emphasizing on neighborhood indicators is the next step in the movement towards fully accessible open data.

### Comprehensive Plan Goals and Policies Regarding Data Collection and Monitoring

In May 2007, the Seattle City Council adopted by resolution (CR no. 30976), a set of proposed amendments to the city’s comprehensive plan pursuant to the requirements of the Growth Management Act (RCW 36.70A). The resolution called for new set of comprehensive Sustainability Goals and Policies to address environmental, economic, health levels and called for ongoing analysis of all city departments and projects.

The resolution was followed in the same year, by a council ordinance (adopted December 2007) amending the 2007 comprehensive plan to:

“Collect data and regularly report the sustainability measures and numerical goals in this plan to inform and enable community members and decision-makers to consider alternative policies and programs, where outcomes differ from what was intended Use data, public input and approaches developed by other agencies and private organizations that address sustainability. Consider combining this monitoring activity with the one described in the Urban Village Element of this Plan.”

The 2014 Comprehensive Plan Goals and Policies establish clear intent for use of metrics, target-setting, data collection and monitoring.

### Urban Village Element

UV44 – In order to monitor the effects of the Urban Village strategy: collect data, review, and report on growth and change in urban centers, villages, and manufacturing/industrial centers at least every 3 years. Include in these reports factors such as: progress on implementing neighborhood plan approval and adoption matrices; changes in the numbers of jobs and housing units; housing costs, including net loss or gain of low-income and very low-income housing units; housing types; crime rates; transportation systems and their use; business types; public facilities; services; and open space, to the extent information is practically available. Collect and report on similar data for typical areas outside villages for comparison. Broadly communicate the results of monitoring effects.

### Environmental Element

E17: To improve the City’s environmental performance, set targets, use innovative approaches, encourage employees, and coordinate with other government entities.

E18: Collect data and regularly report on the sustainability measures and numeric goals in this plan to inform and enable community members and decision-makers to consider alternative policies or programs, where outcomes differ from what was intended. Conduct an inventory of greenhouse gas emissions in Seattle at least every three years. Use data, public input, and approaches developed by other public agencies and private organizations that address sustainability. Consider combining this monitoring activity with the one described in the Urban Village Element of this Plan.

Since the mid-2000s, the Seattle Comprehensive Plan has identified the importance of data collection and monitoring of the plan’s goals targets, and progress toward greater sustainability. Much of the data collection phase of the SSNAP study was devoted to navigating and resolving inconsistencies in the data provided, and then organizing data in a usable format to develop the most accurate and precise data set across all indicators. It was a laborious and time-consuming process that could be alleviated if there was a coordinated data-collection system in place across city departments.

Without institutionalized, systematic data collection, benchmarking and monitoring at the subarea/Urban Village level, it is impossible to track progress of the city’s goal-setting in the comprehensive plan, and achievement over time as it relates to the neighborhoods, and even citywide.

## Comparative Analysis of Data Collection and Tracking Systems

After our initial survey of more than two dozen North American cities, we identified six mid-size cities in the U.S. that engage in data collection, benchmarking, indicator analysis and tracking. The set of best-practice cities selected have a mix of innovative solutions: data driven decision-making, cutting edge technology, democratized data on community access websites, and progressive neighborhood engagement initiatives.

### Baltimore Neighborhood Indicators Alliance

[www.bnijfi.org](http://www.bnijfi.org)

The Baltimore Neighborhood Indicators Alliance (BNIA) produces reliable quality of life indicators and measurement for Baltimore's neighborhoods with the core purpose being to "strengthen Baltimore neighborhoods by providing meaningful, accurate, and open data at the community level." The specific goals of the BNIA are simple and effective: 1) Provide accurate data collection for objective research, 2) Democratization of data for community members and academics, and 3) Analyze neighborhood level data accurately to inform better policy. The Vital Signs are census demographics, housing and community development, children and family health, crime and safety, workforce and economic development, sustainability, education and youth, and arts and culture. Each Vital Sign is comprised of a set of related indicator data points aiming to "take the pulse" of Baltimore's neighborhoods, totaling over 150 indicator data sets for 55 Community Statistical Areas.

The open source data practice of the BNIA is a particularly advantageous innovation and one that increases cooperation, standardization, and modernization across city departments. The BNIA open source data informs grant writing and neighborhood planning, student project development, community mapping, community innovations, goal planning, evaluating programs and policies, and to inform residents about their neighborhood. Furthermore, the data obtained from the BNIA assists Baltimore city departments with neighborhood sustainability plans, city budgeting, grants (i.e. Sustainable Communities Grant, Community Development Block Grant, and Energy Block Grant), and incorporating neighborhood sustainability indicators (i.e. home prices/sales and energy/water use).

### Denver Sustainable Neighborhoods Program (DSNP)

[www.sustainableneighborhoodnetwork.org/sustainable-neighborhoods-denver](http://www.sustainableneighborhoodnetwork.org/sustainable-neighborhoods-denver)

The Denver Sustainable Neighborhoods Program (DSNP) gives neighborhood residents "the opportunity to become active partners in making a vibrant and sustainable community." DSNP is a unique certification program that organizes workshops, improvement projects, and neighborhood events focused on long-term neighborhood sustainability. The DSNP uses five broad indicators to guide their project selection process: energy, air, water, land, and people. Neighborhoods earn credits for completing various community projects. The credits earn residents the right to be designated as a Participating Sustainable Neighborhood or an Outstanding Sustainable Neighborhood. Each neighborhood can choose any variety of specific projects, such as energy efficiency, water efficient landscaping, or neighborhood food drives.

Neighborhoods that earn the Outstanding Sustainable Neighborhood designation are recognized by elected officials and receive a distinctive neighborhood sign designating them as such. The DSNP, by recognizing good citizenship, promoting community involvement, and tracking progress, demonstrates the power of community participation in implementing city programs and priorities. The Denver model helps foster an environment of positive neighborhood volunteerism by supporting and recognizing efforts to improve their neighborhoods.

## Greater Indianapolis: Indy Indicators

[www.indyindicators.iupui.edu](http://www.indyindicators.iupui.edu)

The Indy Indicators project established in 2012, uses a searchable website to measure, assess, and encourage community participation in quality of life issues. The user-friendly site allows the public to search topics such as school districts, public health, and other established indicators. Indicators are chosen by their current effect on critical quality of life issues. The public site shows the measurement of each indicator and offers the ability to compare indicators across geographies.

Users can generate a neighborhood profile using Census tract level data to view the area profile or download tables of data. The indicators measured are: Arts and Culture, Demographics, Economy, Education, Environment, Global Connections, Government and Safety, Philanthropy, Public Health, and Transportation. The Indy Indicators project has been continuously evolving by integrating best practice methodologies informed from other neighborhood level projects around the country.

## Madison Neighborhood Indicators Project (MNIP)

[www.madison.apl.wisc.edu](http://www.madison.apl.wisc.edu)

The MNIP has three primary purposes, 1) to use indicators as a tool for making informed, data-driven decisions, 2) to couple this data with public input, and 3) to ensure privacy and confidentiality of neighborhood members (i.e., if the data set is so small that it could be assumed everyone in an area had a particular characteristic, it is left out of the public data set). Policy makers use the MNIP data to gain a better understanding

of neighborhoods, help better shape neighborhood solutions to fit particular characteristics, identify emerging trends, and as an early warning system for signs of strain on a neighborhood. The MNIP gives local policymakers the opportunity to address issues efficiently, proficiently and often less expensively, too.

The MNIP uses six broad indicator categories that are further broken into 30 individual indicators. The broad indicator categories are: Community Action and Involvement, Housing Quality and Availability, Public Safety, Health and Family Well-Being, Economic Vitality, and Transportation. All of these indicators can be found and compared for each neighborhood or planning district through the website. The MNIP was developed to help make better neighborhood level project funding decisions. By 2013 Madison had collected six years of data in 62 planning districts and 95 neighborhoods.

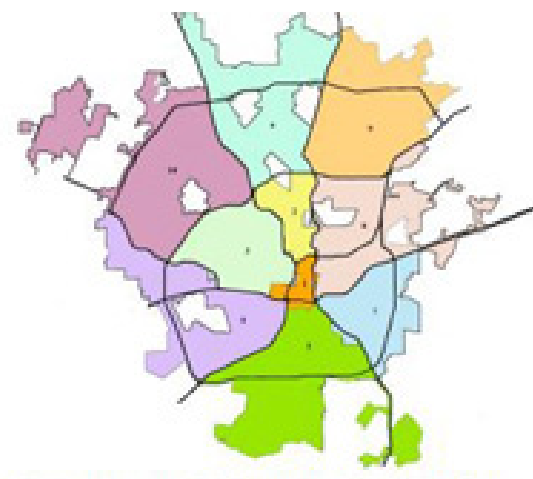
## City of San Antonio Neighborhood Sustainability Assessment

[www.sanantonio.gov/sustainability/](http://www.sanantonio.gov/sustainability/)

Commissioned by the City of San Antonio's Office of Environmental Policy, the San Antonio Neighborhood Sustainability Assessment (SANSA) is a neighborhood-level sustainability indicators study that uses cutting edge technologies and indexing software. A team of researchers from the University of Texas at San Antonio's College of Architecture conducted the assessment in 2012. The SANSA identifies and measures sustainability performance indicators. The project's goal is to provide support for neighborhood planning efforts to reduce energy, water, VMT, pollution, and the overall carbon footprint of the city's neighborhoods.

The SANSA uses GIS data obtained from a variety of city agencies to accomplish its mission. Data is analyzed using the INDEX Plan Builder, a GIS-based software tool that is designed to assist in community planning and development. The INDEX Plan Builder software allows for measurement of current conditions, creating and measuring scenarios, evaluating alternate approaches, and implementing initiatives that have been tested and found to have the most impact. SANSA used INDEX Plan Builder to measure 29 indicators within the 275 neighborhoods inside San Antonio.

The resulting data was used to calculate a Neighborhood Sustainability Index and seven supporting indices based on HUD, DOT, and EPA livability principles. These measurements give the City of San Antonio and its residents a concrete way to quantify the level of sustainability in their neighborhoods. The use of technology saves San Antonio resources and time in choosing what new neighborhood initiatives to implement.



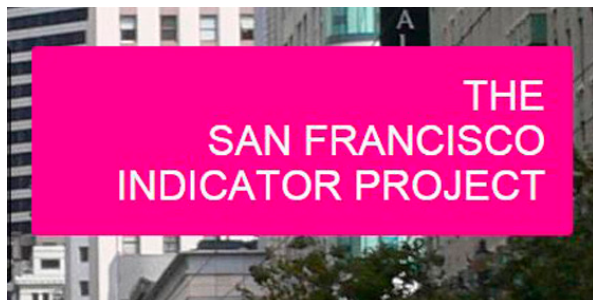


## The San Francisco Indicators Project

[www.sfindicatorproject.org](http://www.sfindicatorproject.org)

San Francisco Indicators Project, formerly known as the Sustainable Communities Index and the Healthy Development Tool is a system of indicators that measures livability, equality, and prosperity in the city. The San Francisco Department of Public Health manages the data collection and monitoring. The SF Indicator Project uses an online framework and data repository to provide an open data source for neighborhood performance.

The SF Indicator Project examines eight dimensions of a healthy, equitable community: environment, transportation, community cohesion, public realm, education, housing, economy, and health systems; to measure and compare performance across San Francisco neighborhoods. Since its inception in 2007, the SF Indicator Project has developed into a strategic model for providing neighborhood baseline conditions assessments to inform long term strategic planning in the city of San Francisco. The SF Indicator Project measurement methods have been adapted and are being practiced in cities including Richmond, California; Denver, Colorado; Galveston, Texas; Oakland, California; Philadelphia, Pennsylvania; and Geneva (Switzerland).



## Minneapolis Sustainability

<http://www.ci.minneapolis.mn.us/sustainability/index.htm>

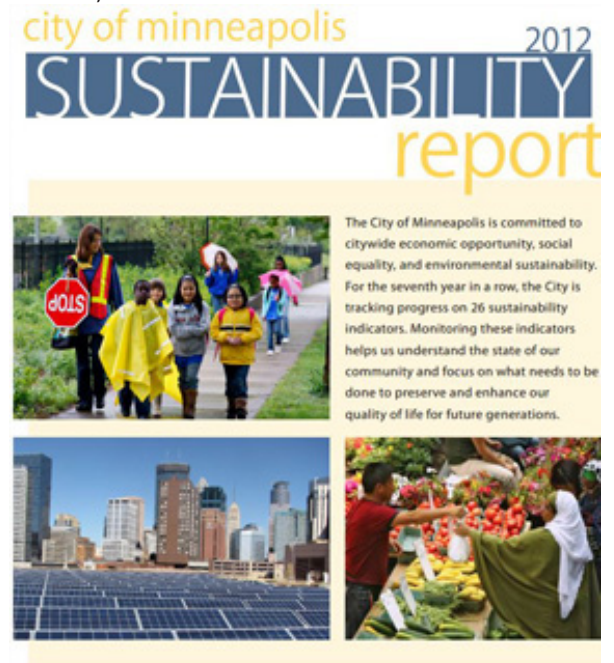
The City of Minneapolis has adopted a data driven strategy aimed at improving their mission of citywide “economic opportunity, social equality, and environmental health”. The City has developed a system of sustainability indicators that are tracked and recorded to understand current successes and failures, as well as to inform planning for the future.

The City Council approved 10 year goals for all the indicators most recently in January of 2012. The Indicators included three main target areas of focus which contains 26 subarea indicators. The main areas of focus are:

1. A Healthy Life – This target area covers issues of health measurement, including infant health, teen pregnancy, STDs, health issues related to weight, asthma, and lead poisoning.
2. Greenprint – This target area includes indicators for measuring environmental resiliency, including climate change, renewable energy, air quality, landfill reduction and recycling, bicycling, and transportation.
3. A Vital Community – This target area measures indicators important to community concerns, including cost burdened housing, homelessness, brownfields, violent crimes, community engagement, arts and economy, high school graduation, employment, and poverty.

In 2012, the City of Minneapolis also began making their tracking and measurement of sustainability indicators public through a city website to make data available to a wider audience. The City also took this opportunity to provide a more visual analysis of their

data. They used “interactive graphs, charts, and other visual aids” to provide data to community members in a visually rich format designed to more easily inform and educate the public. They also make a number of reports available to the public that outline the city’s goals and progress on issues like the greenhouse gas inventory. Beyond publicly available data and reports, Minneapolis is also engaging with community members directly to take part in “protecting (their) environment and expanding opportunity and equity” through activities such as an energy challenge, grants for special projects, and educating community members on how they can help to protect the City’s lakes, streams, and rivers.



## Additional Resources

### National Neighborhood Indicators Partnership (NNIP)

[www.neighborhoodindicators.org](http://www.neighborhoodindicators.org)

The National Neighborhood Indicators Partnership is a network of local organizations which collect, organize and use neighborhood data to tackle issues in their communities. With the spread of the movement for open data and government transparency at the local level, they operate in collaboration with the national Urban Institute to provide information for decision-making and community building. The guiding principle is to provide open and accessible data, a service made possible thanks to major cost reductions in information technologies.

The NIIP was created in 1995 with the gathering of six original partners equipped with the most sophisticated neighborhood-level data systems in the US: the Atlanta Project, the Boston Foundation (Persistent Poverty Project), the Center on Urban Poverty and Social Change in Cleveland, the Piton Foundation in Denver, the Providence Plan and the Urban Strategies Council in Oakland. Their practice provided a number of principles which hence guided NIIP's development:

- maintain automated data systems with regularly updated data from multiple sources
- emphasize the application of data in action programs and policymaking
- support community building and address issues in distressed neighborhoods
- serve as a reference for a variety of users in the public interest
- use information as a bridge to encourage collaboration among stakeholders

- provide reliable information free of any short-term interests

All NIIP partners today maintain data from three types of sources: U.S. censuses, administrative records updated by local public agencies, and special surveys and inventories. As for neighborhood indicators, however, the NIIP has recognized that there is no one "correct" list. Outcome indicators should be selected at the discretion of the local partner according to:

- regularity and actuality of the data
- reliability and stability
- clarity and simplicity
- honesty (risks of potential bias)
- its relevance
- most importantly, its usefulness

The primary goal of the NIIP is to facilitate the direct and practical use of objective data by city and community leaders, by developing new tools and guide and by informing policymakers. Secondly, it seeks to build and strengthen capacity in new or distressed neighborhoods by encouraging the development of community services and by making information readily accessible. Finally, the NIIP also intends to strengthen national leadership by providing new tools for best-practice governance.

### Community Indicators Consortium (CIC)

[www.communityindicators.net](http://www.communityindicators.net)

The Community Indicators Consortium is a collaborative effort seeking to further information sharing and collaborations across geographies and disciplines. An open dialogue policy is the key to improving the quality of community life and the sustainability of the shared environment. The objective of the CIC is to provide ways for community groups, individuals

and governments to coordinate efforts and generate positive change, by enhancing knowledge and community measurement. The CIC, therefore, is an active and global community of practice among persons interested or engaged in the field of indicators development and application –this can entail, for instance, community-based practitioners, academic experts, community residents, public officials, students, civic leaders, planners, media professionals, etc. All stakeholders can participate in the CIC's open learning network. The goal of the CIC is to:

- advance the art and science of indicators, and their use for community awareness and change
- facilitate the exchange of knowledge about indicators, by creating a global community of practice
- encourage the development of effective indicators and the connectivity between them
- foster informed civic and media discourse about local, regional, national and global priorities

The CIC has been building an online resource database since 2005. It gathers information about indicators (publications, presentations, reports) and provides users with links to other relevant sources of knowledge. The CIC in itself does not constitute a database of indicators, but rather a tool to understand appropriate methodologies about data collection, measurement and analysis. For instance, it can provide pertinent resources to assess the relevancy of a study or to complement a project with new indicators. Users can participate in online discussions and get involved in a community of practice: this platform aims at the general improvement of the shared knowledge on indicators, and seeks to promulgate the best practices in using and developing neighborhood-level measurements.

DataHaven

www.ctdatahaven.org

For the city of New Haven, the largest provider of high-quality data is DataHaven, a local non-profit created in 1992. Since 2003, their core product is an interactive website (www.ctdatahaven.org) which provides a wide range of information on the region of New Haven, fully accessible to the public. The data collection covers indicators for 22 towns of South Central Connecticut, as well as some state-level indicators for comparison purposes (partnership with Connecticut Data Collaborative).

Its objectives are to engage the general public through interactive resources, to facilitate progress monitoring through objective data, to provide resources to civic groups of all levels (neighborhood, community, city, regional)

The website gives access to raw data organized into 8 Community Indicators: demographics, economy, housing, health, education, civic vitality, public safety, and environment. Some data is available as far back as 1990, but time spans are generally variable. For the majority of indicators, a breakdown in small geographic units (districts) and in years is available and customizable in table form. All the data seems to be provided by local public authorities and social services. The areas of economy, housing, health and education have the most content over larger time periods (typical quantitative indicators), while the environment section only displays data about commuting; the civic vitality page only has information about voting and library use. This apparent lack of data is addressed with a knowledge center, a collaborative project easily accessible through interactive links. It was generated with the standard wiki web platform,

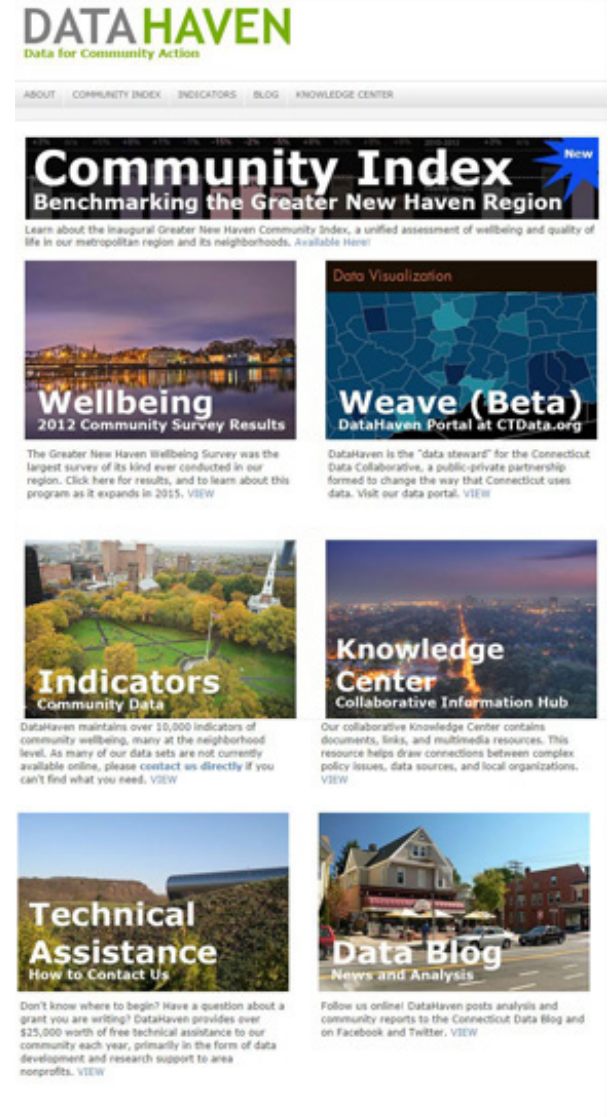
which allows users to search by geography, topic, organization, etc., and to make contributions after approval by an administrator.

The role of this center is to:

- gather documents from local agencies
- connect with relevant agencies and research institutes and their upcoming meetings
- provide information on national resources, agencies and policies,
- gather news articles and examples of civic activism that have positive impacts on indicators
- open an on-line discussion column

DataHaven’s objective is also to compile and analyze data, in the form of reports and surveys available on-line. Their most comprehensive report, The Greater New Haven Community Index 2013, aims at a better understanding of regional dynamics for the general public but also for policy making and decision taking. DataHaven is currently conducting a Community Wellbeing Survey (ongoing research until 2015-2016), the largest undertaken in the area. Results are extracted from telephone interviews with 1,307 randomly-selected landlines of the region, in September 2012. Most questions were derived from other national surveys for comparability, but some also targeted issues specific to the region (e.g. racial issues, disparities in education).

DataHaven is working in close connection with the Connecticut Data Collaborative, a state-wide initiative (www.ctdata.org) which also provides a data catalog, visual collections, links to other resources and relevant information, and a knowledge center.



# Recommendations for Data Collection and Monitoring

There is currently no reliable, systematic method of annual data collection that enables full monitoring and assessment of plans, policies, public spending, and outcomes. Extensive data is collected internally by many city departments and other agencies, but is not typically transparent or accessible to the public. The SSNAP research of best practices in other U.S. cities, as well as our recent experience in attempting to source and collect data from multiple city and other agencies, highlights areas where significant improvements can be made in goal-setting, data collection, benchmarking, monitoring and tracking, and open access (as the comprehensive plan calls for).

By institutionalizing subarea data collection across departments, using new technologies, and open sourcing, planners gain powerful tools for sustainable growth. Decision makers will be better informed, and community members will have better information about community needs and the city's response.

## Subarea Data Collection

There is a high value and return in benchmarking and tracking data by subarea (i.e. neighborhood or Urban Village). Subarea measurements tied directly to the Urban Village Strategy and comprehensive plan goals give the city, departments, and policy makers, greater insight into how indicators are performing at the neighborhood level. These same insights simply cannot be gleaned from citywide or regional measurements. Citywide measurements, while still useful, may hide important and sometimes striking differences and wide disparities in economic, social, and environmental outcomes between neighborhoods. The data collection and spatial criteria should be set to correspond with the Urban Village Strategy if this is to be carried forward.

## Sustainability Indicators

Integral to the city's success in the future and long overdue, the next Comprehensive Plan Seattle 2035 would be well-served by establishing now, a carefully selected, durable set of sustainability indicators to measure social, environmental, and economic outcomes over the lifetime of the plan.

## Public Expenditures

Capital project and program spending should be tied to subarea outcomes, consistent with the intent of the Urban Village Strategy. There is presently no consistent way to accurately track public investment in neighborhoods or measure results across areas of service, supports, and the concurrent infrastructure improvements that are needed to support growth.

## Use of Advanced Technologies, Academic Research and Partnerships

Advancements in data collection software and GIS technologies are tools that can help make the city more efficient and effective at implementing new strategies. There is great potential to tap the resources of some of our outstanding local research institutions such as the University of Washington's School of Public Health, College of the Built Environment, Urban Ecology Research Lab, and Green Futures Lab.

## Remove Data Collection Barriers

When data is routinely collected but cannot be readily compiled for an urban village or the target subarea, such as residential and commercial solid waste, energy, or water usage, establish spatial criteria for organizing data that allow greater consistency with other types of data collected in alignment with the city's Urban Village Strategy.

## Strengthen Link to Comprehensive Plan

Design and institutionalize an inter-departmental data collection system linked to all major comprehensive plan goals, the Urban Village Strategy, and all 11 elements of the plan, including Urban Villages, Land Use, Transportation, Housing, Capital Facilities, Utilities, Economic, Neighborhood, Human, Cultural, and Environment.

## Open Source Data

Establish a user-friendly open source data collection and reporting website drawn from various departmental and agency sources, where compiled, aggregate, and updated raw data can be accessed by anyone for any purpose. The website could also be activated with ideas and solutions postings from community members.

SEATTLE SUSTAINABLE NEIGHBORHOODS ASSESSMENT PROJECT



# 6.ROLE OF COMMUNITIES

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6.ROLE OF COMMUNITIES

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## Role of Communities

People and organizations, because of their intimate knowledge and associations, can motivate and sustain changes in their communities, and can have a powerful role in influencing positive outcomes at the neighborhood level. To gain a deeper understanding of the role of community members in advancing sustainability in Seattle's neighborhoods, grassroots activism and priority setting were identified as informative. Research was conducted to examine community organizations and involvement of community members in each selected urban village, with a focus on the pathways and obstacles experienced towards sustainability and community growth objectives. Limitations in the scope of work prevented more extensive outreach and research. Nevertheless, we reviewed active neighborhood and community groups and websites, conducted personal interviews and conversations with community members, and observed and participated in community meetings and events.

### Downtown

As the largest selected neighborhood of Seattle and the most populated, the sense of place and community may be hard to grasp at first. While most areas are following specific neighborhood plans, a unique development process has been implemented in Downtown Seattle with hefty funding from the city government. Residents, groups and businesses are actively involved in the Downtown Seattle Association, creating a number of programs aimed to sustain the health and vibrancy of Seattle's urban core. The DSA is the only association that focuses solely on the downtown area, gathering residents for semi-monthly discussions and meals, and organizing quarterly resident councils. With great civic activism, the DSA has advocated for environmental improvements such as the waterfront promenade, and the replacement of the Alaskan Way Viaduct.

Other examples include the creation of five Metropolitan Improvement Districts where cleaning, safety, transportation and business development programs are prioritized. Pressing policy issues are frequently communicated to members.

Downtown Seattle Cares, a key social program of the DSA, builds upon the association's long history of addressing a wide range of issues. It provides services such as support for mental illness or substance abuse, night and day shelters, and creates professional training and employment opportunities. Diversity and vibrancy are crucial objectives in the development plans of the downtown area. As Downtown's residential population grows so have the number of active residential tower associations and Downtown community groups, who are taking active roles in influencing city policy on quality of life issues from crime, to parks, and bike and pedestrian needs.

Seattle's Public Housing Authority is working to bring in more mixed-income housing to the urban core, including the massive Yesler Terrace project, one of the largest public housing/mixed use redevelopments in the nation.

### University Community

The University Community benefits greatly from the presence of an active and engaged population. In particular, the University of Washington (UW) provides vast human and intellectual resources, which direct focus to neighborhood development and community growth. The UW faculty and the diverse student engagement enhance a wide range of knowledge centers and civic activism throughout the area. Community resources and volunteer opportunities are bountiful.

However, in the built environment, the vibrancy of the U-District community has yet to be enhanced through urban planning and design. Walkability is an indicator subject to much change in the coming years, with the arrival of the Link light rail transit systems. Public participation is made possible through the City/University Community Advisory Committee (CUCAC), which consists of 16 representatives appointed by surrounding communities and the UW. It is formally organized and staffed under the city's neighborhood community council system. The University District Partnership was recently created from merger groups in collaboration with the City, the UW, Sound Transit, business owners and residents. It has identified short and long-term actions aiming to enhance the surrounding neighborhood as a diverse, economically active, attractive and safe community for all.



## Ballard

The Ballard community draws its charming character from a vivid history of maritime traditions and Scandinavian heritage. New residents have come to animate this blend of long-time “Ballardites”, giving rise to an active nightlife with many up-and-coming bars and shops around the main arterial. Many organizations seek to preserve the lasting identity of Ballard, while encouraging the development of the thriving business district. For instance, the Ballard Partnership for Smart Growth is a local initiative which leads the conversation around urban design, transportation and public safety, putting much emphasis on the need to balance growth and preservation in the neighborhood. The Ballard Historic Society also contributes to these goals.

Residents and stakeholders have congregated together to address the community’s priorities while remaining coordinated with citywide policies and regional goals for urban development. Many take an active part in the Ballard Urban Design Framework, especially with the projected construction of a high-capacity transit station in the area. The residents’ voice in solving neighborhood issues is represented by a strong community council, a central district council as well as the Ballard Residents Association. Environmental concerns and quality of life are tended to by dynamic families and organizations such as Sustainable Ballard. Events, services and news are communicated by organizations such as My Ballard and the Ballard Neighbor Connection.

## Lake City

The Lake City Neighborhood Alliance (LCNA) unites 22 community groups with the objective of improving and protecting the lives of Lake City residents. With a geography divided by large arterials and a state highway, resolving the physical and mental sense of separation was identified as the main mission of the LCNA. Through active engagement, the member organizations collaborate to identify common neighborhood goals, pool resources and support each other in developing neighborhood projects. A frequently updated online calendar contributes to bringing community members together with public interest events (e.g. bi-monthly cleanup walks), socials (e.g. knitting night) or democratic meetings to review community goals.

Another collaborative group called Lake City Future First came together to enable residents and businesses to have a voice in the city’s creation of an urban design framework for the Lake City neighborhood. Their mission is to create a sustainable organization, engage businesses, and develop a strategic plan. Overall, active participation has been complementing the city’s plans for Lake City. The collaborative effort organizes focus group discussions, public workshops, online comments, and works with neighborhood groups to provide ideas and recommendations for future development.

## West Seattle Junction

Sustainable West Seattle is a strong neighborhood group, which provides valuable community resources for residents living in the West Seattle Junction. It aims to bridge sustainability and community in the local West Seattle neighborhood by providing access to resources, information and tips on how to help enhance the neighborhood’s sustainability, from native plant protection to facts on transportation. The webpage is up-to-date with numerous events and newsletter posts which engage civic activism. A powerful statement explains the inspiration for the organization: “We envision a West Seattle community of empowered community members who actively lead us toward greater self-reliance, local democracy, social justice, and existence in harmony with life on earth” (<http://www.sustainablewestseattle.org/about>).

The famous West Seattle Blog is another key tool for sharing information throughout the West Seattle community. The West Seattle Blog includes information covering crime watch, traffic, lost/found pets, weather, events, local news, and job postings. This is a model for neighborhood and community information sharing.

The West Seattle Junction’s visitor webpage demonstrates the vibrancy of the neighborhood by identifying places to eat, shop and drink, by listing local services and events. Overall, community building grows through multiple opportunities to engage in social gatherings.



### Aurora-Licton Springs

The Licton Springs neighborhood webpage provides community engagement resources, coordinates neighborhood work parties and plans events for community building. Monthly work meetings provide an opportunity for community building in the Aurora-Licton Springs neighborhood. Licton Springs Community Council organizes meetings and events, and has put up a webpage that promotes the sense of place by reviewing a history of urbanization in the area. Their monthly neighborhood newsletter has been up and running since 2012, showing a recent surge in community ties.

### Eastlake

Eastlake has a unique geographic disposition where I-5 borders the entire neighborhood, and the parallel arterial avenue acts as transit corridors for commute and bus routes. This physical separation calls for special urban designs to help improve the connection between the scenic waterfront and the inner residential areas. The Eastlake Community is strongly represented by the Eastlake Community Council.

The ECC coordinates community efforts, and informs community residents about what is going on in the Eastlake Community. The webpage provides a wealth of community resources including resource links, social media/blog pages, traffic and safety information, and links to land use and neighborhood planning information. The Eastlake newsletter informs residents of issues such as development plans, and sidewalks needing improvements.

### North Beacon Hill

The North Beacon Hill Council and El Centro de la Raza work to deliver valuable community resources to North Beacon Hill residents. El Centro de la Raza was founded as a voice and hub for the Latino community in Beacon Hill, but aims to empower, honor, and respect all people of all races. El Centro's services and advocacy programs actively prepare community members to be impactful members of society. The Beacon Hill Blog is a popular social media site for community news and events, and a great source of information about the neighborhood.

Enhancing the sense of place, "Beacon Rocks!" is a community sponsored performance arts series held at Roberto Maestas Festival Street, now in its 5th season. The Neighborhood Matching Fund seeded another significant project: a seven-acre urban farm is being developed north of Jefferson Park. The so-called Food Forest is becoming one of the "biggest public food forests in the country" (Seattle Weekly, February 16, 2012). This will undoubtedly provide growth and opportunities to surrounding businesses, and enhance the residents' sense of place by creating a strong identity for the neighborhood.

### Rainier Beach

The Rainier Beach community has many active community groups and organizations working to provide resources to residents and enhance the character of the Rainier Beach neighborhood. Leading examples include the Rainier Beach Coalition, Rainier Beach Community Club, Rainier Beach Merchants Association, and the Rainier Beach Coalition for Empowerment. With the construction of a light rail station in

2009, new publicly subsidized redevelopment projects appeared in Rainier Valley through the 50 million dollar Community Development Fund, and Seattle Housing Authority's Hope VI redevelopment projects, including New Holly and Rainier Vista. Residents in Rainier Beach have actively proposed a variety of initiatives to reinvigorate the neighborhood, where households' financial struggles and lack of parental involvement may lessen community engagement. Examples include affordable housing projects, classes and workshops for all by the Neighborhood Academy, a Youth Community Orchestra, etc. The vision for empowered community members is completed with environmental initiatives such as the Rainier Beach Urban Farm and Wetlands, and Daylighting Maples Creek project.

### Westwood-Highland Park

The Highland Park Improvement Club has represented historic solidarity in the Westwood-Highland Park neighborhood since 1919. This community group aims to combine community service with an active social network by engaging the community, organizing neighborhood events and places for people to gather. The Westwood Village also has a webpage for shopping, dining out, and events within the Westwood Village community, enhancing ties between the residents and promoting local businesses. The White Center Community Development Association located in the Westwood-Highland Park urban village aims to address holistic community development in Westwood-Highland Park and the greater White Center community.

## Themes in Community

**COMMUNITY ENGAGEMENT AND VOLUNTEER EVENTS:** Uniting people to improve neighborhood conditions by providing venues for community interaction.

Featured example: the Aurora-Licton Springs monthly work meetings for community building and Licton Springs Park improvements and restoration of what was once vast wetlands. Community members unite to nurture and preserve this environmentally significant piece of land that make their community unique.

**URBAN DESIGN:** Redesign and innovate to enhance streets, parks, greenways and open public spaces in a sustainable manner.

Featured example: the Lake City Urban Design Framework is motivating collaborative relationships between community stakeholders and the city of Seattle Department of Planning and Development. The Lake City Urban Design Framework strives to integrate grassroots activism with policy and planning to advance goals and facilitate positive change to streets, pedestrian connections, public open spaces, and natural features.

**ACCESS TO INFORMATION:** Community social media and communication tools are trending across neighborhoods as the venue for coordinating and motivating grassroots activism and strengthening community empowerment.

Featured example: the West Seattle Blog and Sustainable West Seattle webpage connect West Seattle residents to a hub of information including volunteer opportunities, crime watch, events, community and sustainability resources, newsletter posts, and links to useful pages ranging from native plants to transportation.

**PUBLIC SAFETY:** Whether it is traffic safety, walkability, or crime, neighborhood residents deeply value the safety of the places in which they live. Communities all across Seattle unite to combat crime and work to improve public safety in their surrounding environments by increasing awareness, addressing risks, and strengthening resources for youth.

Featured example: Rainier Beach 'Find it Fix it' Community walk urges residents to get out and walk the Rainier Beach community, focusing on several crime hot spots to identify what can be improved to make the Rainier Beach community a safer neighborhood.



Goals and priorities vary across the city of Seattle due to differences in existing conditions, demographics, and unique community culture.

The SSNAP research elucidated four common themes in community priorities. Each trend includes a featured example from one of the 10 SSNAP Urban Villages.

Note: Themes are not listed in any order of importance.

## Recommendations for Community Involvement

Reflecting Seattle's enduring values, there are innumerable community groups ranging from environmental and sustainability interests, to social justice youth advocacy, education, crime prevention, to neighborhood empowerment interests. The range and depth of Seattle's volunteer organizations, led by highly motivated and inspired individuals, help drive progressive change. However, our research into the role of community members influencing Seattle's sustainability achievements revealed multifaceted levels of engagement. Areas with high levels of community activism, like Rainier Beach, still suffer from comparatively higher poverty and crime rates. Neighborhoods such as Ballard have very active residents speaking out in response to increased traffic and parking pressures, public safety, and the construction of numerous large building blocks threatening to transform the old Ballard small town character.

These limited findings and recommendations below have been identified based on SSNAP research and observation. They are intended to encourage broad, positive, and effective community involvement.

How well can community members access the resources, information, expertise and political influence to inform city planning and influence actions?

**Continue to integrate active community organizations with city planning and policymaking to nurture the connection between Seattle residents, neighborhoods and communities, and the City's strategic planning, prioritizing, and resource distribution.**

Efforts such as the 2014 Seattle Neighborhood Summit demonstrate the powerful potential of honest open collaboration between city government and the community members it serves, and dialogues between neighborhoods across the city. As a convener, the city can provide a listening forum for department staff, elected leaders and community members to join together in open community conversations, share ideas, and gather information. Programs under the city's Department of Neighborhoods such as the Neighborhood Matching Fund (see indicator D2) provide funding to support community organizations and programs and positive activism. Other outreach examples such as the The Lake City Urban Design Framework and Ballard Open Space Plan can help cultivate positive community partnerships around a collective vision for prioritizing city investments in neighborhoods, infrastructure and urban villages.

**Inform, coordinate, and cultivate community involvement to advance neighborhood and citywide goals.**

The success of the comprehensive plan goals and fulfillment of the Urban Village Strategy depends on well-informed communities, including neighborhood based organizations and the city's district councils in every corner of the city. Regular updates, outreach, reports, tracking and data collection can help maintain community focus, encourage community engagement, and keep neighborhood and citywide funding priorities on track. Broad based groups such as SCALLOPS (Sustainable Communities ALL Over Puget Sound), Green Seattle Partnership, Feet First, and Seattle Neighborhood Greenways can help coordinate local efforts, plan events, educate, and provide a venue for collaboration between community and neighborhood groups.

**Improve open data sources and accessibility of information to foster effective and informed involvement in community improvement.**

The use of social media communication tools allow organizations to share information and community members to pro actively stay up to date and conversant. The city of Seattle data.seattle.gov webpage is a budding city government effort to provide open data source information. Improving the structure, organization, and data content to include established metrics consistent with city planning would provide a more user friendly and effective tool for coordinated and strategic community involvement.

# CONCLUSION

## Actions and Conditions That Influence the Achievement of Sustainability

If urban sustainability is defined as the embodiment of enduring community, social, economic, and environmental principles, then the analysis of the 22 SSNAP Indicators reveal the city has made measurable and impressive achievements during the 1994 –2014 comprehensive plan period. The Urban Village Strategy has worked successfully to direct urban growth predominantly to the urban villages, investment in multi-modal transportation system is working to increase capacity, and the city’s environmental stewardship and conservation achievements are among the highest in the country.

### Achievements

In transportation, one of Seattle’s greatest challenges, major strides have been made in developing a stronger multi-modal urban transportation system, with the extension of regional light rail, bus rapid transit, and urban trails, neighborhood greenways, pedestrian, and bike infrastructure improvements.

Seattle Public Utilities, City Light, and Seattle Parks deserve high recognition for their advanced conservation strategies, education, and advocacy programs. This is especially true in the areas of energy and water conservation, and municipal waste reduction. Urban tree canopy, parks acreage, and access to parks, also have demonstrated exemplary performance in data collection, tracking and reporting results. These achievements would not be possible without strategic planning and budgeting, aggressive goal setting, reliable data tracking, and steady institutional commitment to conservation. Political leadership, and strong, active support from community members cannot be overlooked as important critical factors in these successes.

### Opportunities for Improvement

As much as 25% of the city’s streets lack basic infrastructure such as sidewalks, drainage, and traffic safety controls, and traffic congestion and car dependency citywide are still at very apparent. As much 25% of the city still lacks basic pedestrian infrastructure and sidewalks. It is clear that the city is far from a fully developed, seamless, inter-modal system.

Moreover, King County Metro, which carries more than 300,000 riders per day through Seattle and is approaching 125 million boardings annually – the lion’s share of regional non-auto daily commute and other travel – is facing severe service cuts, by as much as 16%. With current ridership capacity already strained and projected new growth in population and employment, we can expect to see continued worsening traffic congestion, overcrowded buses, and longer travel delays.

Inadequate storm water management and street drainage are still a widespread problem. The city is under a federal EPA consent decree to respond with

aggressive measures to correct the high number of combined sewer overflows (CSOs) that contribute significantly to the on-going water pollution and poor water quality that effect environmental health. An even bigger challenge may be the long-awaited cleanup of the Duwamish River and waterway running through the low-income communities of South Park and Georgetown, where a federal EPA superfund site is targeted for major hazardous waste cleanup.

### Comprehensive Plan 2035: Toward a Sustainable Seattle

As Robert Kennedy often said, “We don’t measure what really matters.” The SSNAP economic and community indicators identify deep, persistent, long-term disparities between the city’s various neighborhoods in education, health, housing, and economic opportunity. We can take much pride in our environmental accomplishments, but a truly sustainable and just city we cannot ignore these troublesome patterns of social inequity. Arguably, without a better balancing of priorities and public investment, true sustainability cannot be realized.

The Urban Village Strategy has been highly successful in distributing most of Seattle’s employment and population growth to designated urban centers and villages. This achievement has been accomplished largely through planning, land use and zoning tools. However, this study has found that many of the comprehensive plan’s other important goals and policies intended to support the Urban Village Strategy lack clearly defined metrics and the means to track performance at the department level, where they are carried out. The Department of Planning and Development independent of other city departments cannot fully accomplish its planning function without strong commitment and coordination of the city’s 48 other departments, offices, and divisions.

Many city departments collect certain data for internal purposes such as strategic planning, performance monitoring and budgeting. That data may not serve to track citywide goals and desired outcomes identified in the comprehensive plan and its 11 elements. Community members have an important role in any successful urban strategy for achieving positive outcomes and higher levels sustainability. To increase accountability and encourage community participation, individuals must have easier access data, and the data must be understandable, actionable, reliable, and durable across systems.

A basic problem in data collection is the lack of a coordinated plan (between agencies and departments) for delivering services, infrastructure, and capital investment that identifies and supports the accommodation of growth within urban villages. It's true, that some CIP projects may not tie directly to urban villages, such as an arterial repaving project that extends well beyond the urban village boundary.

Some CIP projects may not tie directly to urban villages, such as an arterial repaving project that extends well beyond the urban village boundary. Where there are distinct investments made to public facilities around the city, they should be prioritized and shown to support growth demands and needs of the specific neighborhood Urban Village experiencing growth. In this way, it can be better demonstrated to the public how the city's planning efforts and strategic investments are working to balance growth with services, infrastructure, and amenities.

### What Then, Should Be the Next Iteration of Neighborhood Planning?

At the neighborhood level in Seattle, it's not possible to fully assess the effectiveness of the original neighborhood plans and priorities, since they are no longer consistently tracked, and many priorities may have changed. The city's planning resources appear to have been shifted to light rail station areas and areas such as University District targeted for up-zoning. The new emphasis appears to be intended to encourage denser development that will increase ridership and support so-called "transit friendly communities."

**To coordinate with future planning (Seattle 2035), the city should consider establishing a five-year Urban Village Strategic Plan tied the five-year CIP and the biennial budgeting process. A coordinated, more unified data collection and monitoring system across departments would allow the city to better channel public investments where they are needed most, based on the Urban Village strategy, neighborhood priorities, and citywide goals. This would serve to provide future decision-makers with a guidepost, and community members would be better informed about the outcomes.**

Finally, in the plan update to accommodate future growth for the next 20 years, a review and analysis of existing urban village boundaries and designations may be timely and warranted. Is current zoned capacity sufficient to meet the city's growth trajectory largely within existing urban villages? How well can the existing urban villages, and limited land areas they represent, accommodate most of the 115,000 new jobs and 120,000 more people expected? Can growth be better balanced and distributed across the city, so that some neighborhoods are not overburdened with excessive growth while other neighborhoods see little growth or public investment?

Consideration should be given to:	
1	Establishing new urban villages in mixed use areas already zoned for greater density, but lacking infrastructure and amenities.
2	Making urban village boundary adjustments where needed to respond to growth patterns and linkages to transportation facilities.
3	Re-designating some urban villages from Hubs to Centers, and Residential to Hub urban villages.
4	Conducting a similar assessment for the Manufacturing and Industrial Centers.



## Conclusion

The use of community indicators has great potential value in improving tracking and accountability, and informing outcomes. Subarea indicators can serve to identify problems not revealed at larger scales, including disparities between communities, and to help policymakers set priorities and track results.

However, practices are evolving nationwide, and there are inherent limitations to the use of community indicators. For some areas of public policy, citywide or regionally collected data may be wholly sufficient. We hesitate to speculate over the cause-and-effect results of the indicators. Rather, the SSNAP report provides discrete data in legible form, with limited interpretation, available for others to explore question, interpret, and form their own conclusions.

Seattle was just recognized as the nation's "Most Sustainable City" by STAR Communities, largely for its environmental leadership and sustainability achievements. At the same time, the STAR rating process identified social equity and environmental justice as key areas for improvement. We agree. As an urban innovator with a thriving and diversified economy, and progressive, highly engaged communities, Seattle has many advantages over other cities with similar urban problems. Over the next 20 years the Seattle 2035 comprehensive plan can set clear, actionable goals, measure them, track outcomes more strenuously, while working closely with community partners in areas of under-performance, particularly in the areas of economic opportunity, education, housing, and health. The city's civic and political leadership will need to prioritize resources and hone the necessary tools to better tackle these challenges.

We hope the information and findings contained in this report will lead to more probing questions, additional research, and ultimately improve the city's ability to meet the needs of all Seattle neighborhoods as part of a growing thriving city more equitably and sustainably.

"I believe there is a need for greater transparency and consistency in providing information and soliciting input from community leaders. That need is becoming more apparent each day."

– Mayor Ed Murray –

"The best way to predict the future is to plan for it." - Peter Drucker

### OPEN QUESTIONS FOR THE FUTURE

1. What today, is our shared vision for the city of tomorrow, and how can we best accomplish it?
2. As an urban innovator, can Seattle establish a new paradigm for what it means to be a truly sustainable city?
3. Real progress toward a sustainable city can only be achieved through shared prosperity, community, and social equity—moving forward, how can it be assured?

# APPENDICES



# APPENDIX A

## URBAN VILLAGE DEMOGRAPHICS

Table A1. Westwood-Highland Park Residential Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

<b>Westwood-Highland Park Residential Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	276	
Population	3,765 (1990)	4,606 (2010)	22.3%
Population density	13.6 (1990)	16.7 (2010)	
Employment	991 (1995)	1,366 (2012)	37.8%
Employment density	4 (1995)	5.6 (2012)	
Percent persons of color	39.7% (1990)	60.8% (2010)	
Median age	32.4 (2000)	33.2 (2010)	
Percent homeownership	38.3% (2000)	40.9% (2010)	
Residential growth—total finalized permits (net new units built)	--	289 (1995-2014)	
Median household income	--	\$54,717 (2010)	
Percent of occupied family households out of total occupied housing units	--	53.8% (2010)	

Table A2. Rainier Beach Residential Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

<b>Rainier Beach Residential Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	250	
Population	2,703 (1990)	3,583 (2010)	32.6%
Population density	10.8 (1990)	14.3 (2010)	
Employment	924 (1995)	1,026 (2012)	11%
Employment density	3.7 (1995)	4.1 (2012)	
Percent persons of color	77.6% (1990)	87.3% (2010)	
Median age	31 (2000)	31.7 (2010)	
Percent homeownership	28.3% (2000)	25.2% (2010)	
Residential growth—total finalized permits (net new units built)	--	88 (1995-2014)	
Median household income	--	\$50,634 (2010)	
Percent of occupied family households out of total occupied housing units	--	58% (2010)	

<b>North Beacon Hill Residential Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	131	
Population	2,531 (1990)	2,900 (2010)	14.6%
Population density	19.3 (1990)	22.1 (2010)	
Employment	359 (1995)	537 (2012)	49.5%
Employment density	2.74 (1995)	4.1 (2012)	
Percent persons of color	80.1% (1990)	70.9% (2010)	
Median age	37.6 (2000)	35.5 (2010)	
Percent homeownership	25.2% (2000)	26.8% (2010)	
Residential growth—total finalized permits (net new units built)	--	140 (1995-2014)	
Median household income	--	\$52,216 (2010)	
Percent of occupied family households out of total occupied housing units	--	46.6% (2010)	

<b>Eastlake Residential Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	200	
Population	3,602 (1990)	5,084 (2010)	41.4%
Population density	18 (1990)	25.4 (2010)	
Employment	4,444 (1995)	4,716 (2012)	6%
Employment density	22.2 (1995)	23.6 (2012)	
Percent persons of color	10.1% (1990)	20.5% (2010)	
Median age	31.8 (2000)	32.8 (2010)	
Percent homeownership	24.6% (2000)	28.2% (2010)	
Residential growth—total finalized permits (net new units built)	--	854 (1995-2014)	
Median household income	--	\$68,615 (2010)	
Percent of occupied family households out of total occupied housing units	--	22.6% (2010)	

Table A3. North Beacon Hill Residential Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

Table A4. Eastlake Residential Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

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<b>Aurora-Licton Springs Residential Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	327	
Population	4,709 (1990)	6,179 (2010)	31.2%
Population density	14.4 (1990)	18.9 (2010)	
Employment	2,734 (1995)	2,025 (2012)	-25.9%
Employment density	8.3 (1990)	6.19 (2010)	
Percent persons of color	21.5% (1990)	39.1% (2010)	
Median age	31.7 (2000)	30.8 (2010)	
Homeownership Rate	22.8% (2000)	37.2% (2010)	
Residential growth—total finalized permits (net new units built)	--	956 (1995-2014)	
Median household income	--	\$63,979 (2010)	
Percent of occupied family households out of total occupied housing units	--	39.3% (2010)	

Table A5. Aurora-Licton Springs Residential Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

<b>West Seattle Junction Hub Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	226	
Population	2,885 (1990)	3,788 (2010)	31.3%
Population density (people/acre)	12.8 (1990)	16.8 (2010)	
Employment	2,504 (1995)	2,878 (2012)	14.9%
Employment density (jobs/acre)	11.1 (1995)	12.8 (2012)	
Percent persons of color	15% (1990)	24.9% (2010)	
Median age	36.7 (2000)	37.6 (2010)	
Percent homeownership	26.7% (2000)	32.4% (2010)	
Residential growth—total finalized permits (net new units built)	--	1,180 (1995-2014)	
Median household income	--	\$68,615 (2010)	
Percent of occupied family households out of total occupied housing units	--	29.2% (2010)	

Table A6. West Seattle Junction Hub Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

<b>Ballard Hub Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	425	
Population	7,311 (1990)	10,078 (2010)	37.8%
Population density (people/acre)	17.2 (1990)	23.7 (2010)	
Employment	4,699 (1995)	5,334 (2012)	13.5%
Employment density (jobs/acre)	11.1 (1995)	12.5 (2012)	
Percent persons of color	11.6% (1990)	18.2% (2010)	
Median age	33.8 (2000)	33.2 (2010)	
Percent homeownership	16.5% (2000)	28.9% (2010)	
Residential growth—total finalized permits (net new units built)	--	2,736 (1995-2014)	
Median household Income	--	\$67,478 (2010)	
Percent of occupied family households out of total occupied housing units	--	26.2% (2010)	

Table A7. Ballard Hub Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

<b>Lake City Hub Urban Village</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	142	
Population	2,111 (1990)	3,899 (2010)	85%
Population density (people/acre)	14.8 (1990)	27.5 (2010)	
Employment	1,688 (1995)	1,692 (2012)	.2%
Employment density (jobs/acre)	11.9 (1995)	11.9 (2012)	
Percent persons of color	25.2% (1990)	50.9% (2010)	
Median age	28.8 (2000)	32.3 (2010)	
Percent homeownership	17.1% (2000)	17.9% (2010)	
Residential growth—total finalized permits (net new units built)	--	1,125 (1995-2014)	
Median household Income	--	\$47,297 (2010)	
Percent of occupied family households out of total occupied housing units	--	31.9% (2010)	

Table A8. Lake City Hub Urban Village demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

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<b>University Community Urban Center</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	410	
Population	13,402 (1990)	16,977 (2010)	26.7%
Population density (people/acre)	32.7 (1990)	41.4 (2010)	
Employment	8,347 (1995)	8,062 (2012)	-3%
Employment density (jobs/acre)	20.4 (1995)	19.7 (2012)	
Percent persons of color	24.2% (1990)	40.8% (2010)	
Median age	22.3 (2000)	22.4 (2010)	
Percent homeownership	5.7% (2000)	6.8% (2010)	
Residential growth—total finalized permits (net new units built)	--	2,021 (1995-2014)	
Median household income	--	\$31,722 (2010)	
Percent of occupied family households out of total occupied housing units	--	N/A	

Table A9. University Community Urban Center demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

<b>Downtown Urban Center</b>	<b>Benchmark Year</b>	<b>Current Year</b>	<b>% Change</b>
Urban village boundary area (acres)	--	952	
Population	12,193 (1990)	26,844 (2010)	120%
Population density (people/acre)	12.8	28.2	
Employment	138,150 (1995)	143,675 (2012)	3.9%
Employment density jobs/acre	145.2 (1995)	150.9 (2012)	
Percent persons of color	34% (1990)	40.5% (2010)	
Median age	39.7 (2000)	41.3 (2010)	
Percent homeownership	17.1% (2000)	19.8% (2010)	
Residential growth—total finalized permits (net new units built)	--	11,151 (1995-2014)	
Median household income	--	\$40,112 (2010)	
Percent of occupied family households out of total occupied housing units	--	N/A	

Table A10. Downtown Urban Center demographics and other supplementary data.

Source: U.S. Census data aggregated for the urban villages by the Seattle Department of Planning and Development. Median household income is representative of corresponding census tracts.

<b>URBAN VILLAGE</b>	<b>DENSITY</b> People per Acre (2010)	<b>DENSITY RANKING</b>	<b>HOUSING BURDEN</b> HHs pay over 30 % income on housing	<b>HOUSING BURDEN RANKING</b>	<b>AVERAGE RENT 1 BEDROOM</b> Dupre + Scott (2010)	<b>AVERAGE RENT 1 BEDROOM RANKING</b>
University Community	41.4	1	55%	1	\$1,206	5
Downtown	28.2	2	44%	3	1,330	2
Lake City	27.5	3	43%	4	985	7
Eastlake	25.4	4	33%	9	1,264	4
Ballard	23.7	5	36%	8	1,355	1
North Beacon Hill	22.1	6	40%	5	1,035	6
Aurora-Licton Springs	18.9	7	37%	7	896	9
West Seattle Junction	16.8	8	31%	10	1,272	7
Westwood-Highland Park	16.7	9	39%	6	1,011	3
Rainier Beach	14.3	10	46%	2	685	10
*Rankings are in order from highest to lowest						

Table A11. Urban village population density, housing burden, and average rent for a 1 bedroom data with rankings in order from highest to lowest.  
Source: U.S. Census population data aggregated for the urban villages by the Seattle Department of Planning and Development, U.S. Census housing burden data by census tract, and average rent for all 1 bedroom units in 20+ unit complexes from Dupre + Scott Collected Survey Data

APPENDIX B

SUPPLEMENTARY DATA

Table B1. Inflow/outflow report for the City of Seattle labor market (primary jobs) for 2010 and 2011.

Source: Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) provided by PSRC.

\*Similar data in the American Community Survey table Place of Work for Workers 16 Years and Over indicates a slightly higher percentage of Seattle residents living and working in the city.

INFLOW/OUTFLOW REPORT				
<b>Selection Area:</b> City of Seattle				
<b>Labor Market:</b> Primary Jobs				
	2011		2010	
	Count	Share	Count	Share
Employed in the Selection Area	453,284	100.0%	450,433	100.0%
Living in the Selection Area	278,566	61.5%	270,735	60.1%
Net Job Inflow (+) or Outflow (-)	174,718	-	179,698	-
<b>In-Area Labor Force Efficiency (Primary Jobs)</b>				
	2011		2010	
	Count	Share	Count	Share
Living in the Selection Area	278,566	100.0%	270,735	100.0%
Living and Employed in the Selection Area	172,123	61.8%	167,601	61.9%
Living in the Selection Area but Employed Outside	106,443	38.2%	103,134	38.1%
<b>In-Area Employment Efficiency (Primary Jobs)</b>				
	2011		2010	
	Count	Share	Count	Share
Employed in the Selection Area	453,284	100.0%	450,433	100.0%
Employed and Living in the Selection Area	172,123	38.0%	167,601	37.2%
Employed in the Selection Area but Living Outside	281,161	62.0%	282,832	62.8%
<b>Outflow Job Characteristics (Primary Jobs)</b>				
	2011		2010	
	Count	Share	Count	Share
External Jobs Filled by Residents	106,443	100.0%	103,134	100.0%
Workers Aged 29 or younger	26,465	24.9%	26,988	26.2%
Workers Aged 30 to 54	62,790	59.0%	60,521	58.7%
Workers Aged 55 or older	17,188	16.1%	15,625	15.2%
Workers Earning \$1,250 per month or less	14,976	14.1%	15,004	14.5%
Workers Earning \$1,251 to \$3,333 per month	29,518	27.7%	29,388	28.5%
Workers Earning More than \$3,333 per month	61,949	58.2%	58,742	57.0%

Workers in the "Goods Producing" Industry Class	14,318	13.5%	13,362	13.0%
Workers in the "Trade, Transportation, and Utilities" Industry Class	21,869	20.5%	21,730	21.1%
Workers in the "All Other Services" Industry Class	70,256	66.0%	68,042	66.0%
<b>Inflow Job Characteristics (Primary Jobs)</b>				
	<b>2011</b>		<b>2010</b>	
	<b>Count</b>	<b>Share</b>	<b>Count</b>	<b>Share</b>
Internal Jobs Filled by Outside Workers	281,161	100.0%	282,832	100.0%
Workers Aged 29 or younger	52,425	18.6%	52,284	18.5%
Workers Aged 30 to 54	168,864	60.1%	172,760	61.1%
Workers Aged 55 or older	59,872	21.3%	57,788	20.4%
Workers Earning \$1,250 per month or less	36,269	12.9%	34,875	12.3%
Workers Earning \$1,251 to \$3,333 per month	77,278	27.5%	77,603	27.4%
Workers Earning More than \$3,333 per month	167,614	59.6%	170,354	60.2%
Workers in the "Goods Producing" Industry Class	33,086	11.8%	38,864	13.7%
Workers in the "Trade, Transportation, and Utilities" Industry Class	55,577	19.8%	53,983	19.1%
Workers in the "All Other Services" Industry Class	192,498	68.5%	189,985	67.2%
<b>Interior Flow Job Characteristics (Primary Jobs)</b>				
	<b>2011</b>		<b>2010</b>	
	<b>Count</b>	<b>Share</b>	<b>Count</b>	<b>Share</b>
Internal Jobs Filled by Residents	172,123	100.0%	167,601	100.0%
Workers Aged 29 or younger	38,631	22.4%	38,574	23.0%
Workers Aged 30 to 54	101,803	59.1%	98,591	58.8%
Workers Aged 55 or older	31,689	18.4%	30,436	18.2%
Workers Earning \$1,250 per month or less	22,933	13.3%	22,896	13.7%
Workers Earning \$1,251 to \$3,333 per month	51,726	30.1%	51,422	30.7%
Workers Earning More than \$3,333 per month	97,464	56.6%	93,283	55.7%
Workers in the "Goods Producing" Industry Class	10,577	6.1%	11,441	6.8%
Workers in the "Trade, Transportation, and Utilities" Industry Class	24,349	14.1%	23,067	13.8%
Workers in the "All Other Services" Industry Class	137,197	79.7%	133,093	79.4%

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Average weekday boardings data sourced from King County Metro. Boardings data is collected by Automated Passenger Counters (APCs) that are installed on 15-20% of Metro's buses. Data for analysis was surveyed during the Fall Service Change each year (October through mid-February). During the course of the service change, the APC buses are randomly assigned to metro bus trips. By the end of each service change, most trips are observed multiple times.

Data includes boardings and alightings on Metro-operated busses only, including some Sound Transit Routes that Metro operates. Data does not include Sound Transit Routes operated by Community Transit or Pierce Transit, nor does it include data from Link light rail or Sounder commuter trains. Data was compiled for the urban villages from stops were selected from a shapefile of stop locations provided by King County using QGIS; stops included those inside the boundaries of the urban village, as well as those within 100 meters of the boundary.

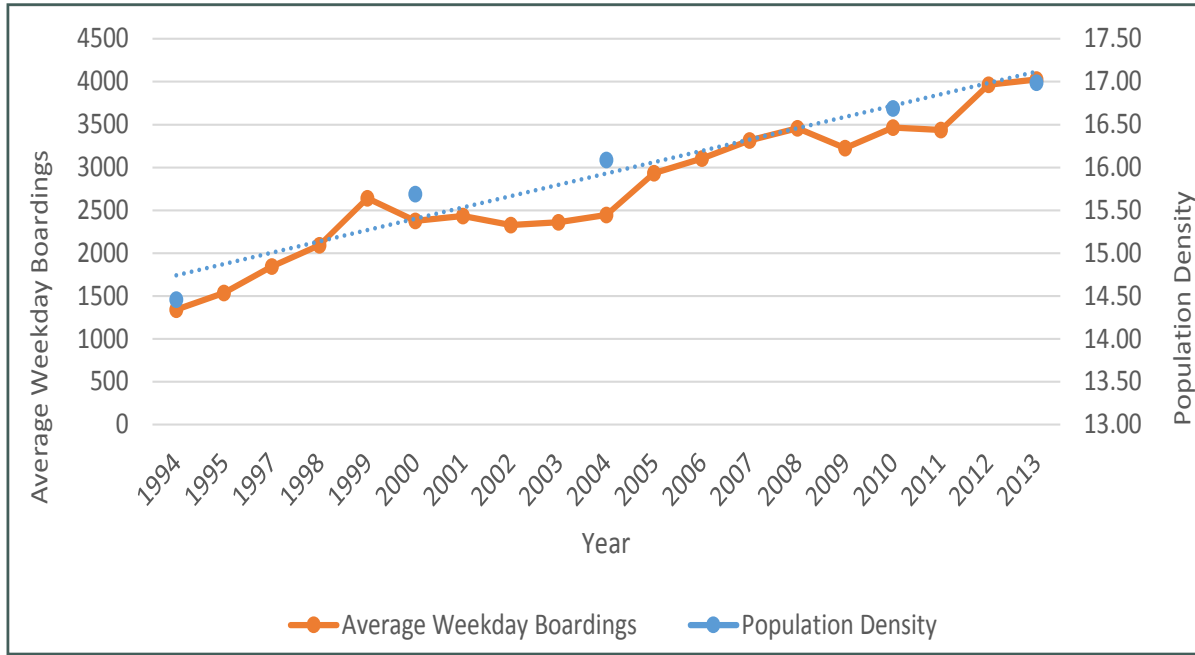


Figure B2. Westwood-Highland Park Residential Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

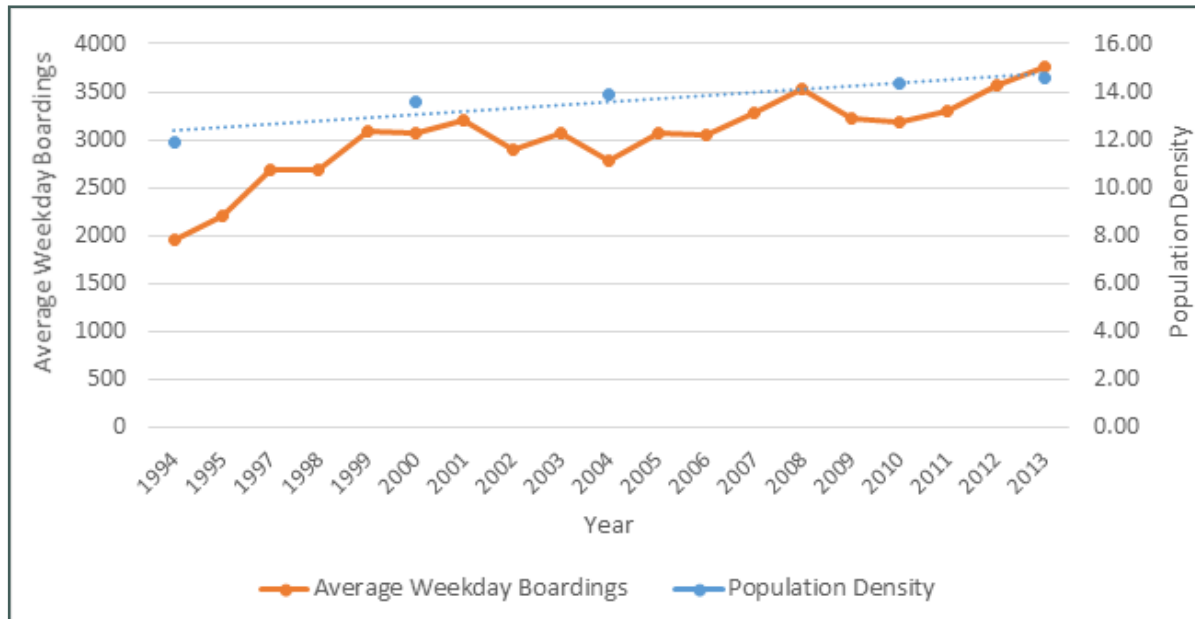


Figure B3. Rainier Beach Residential Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.



Figure B4. North Beacon Hill Residential Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

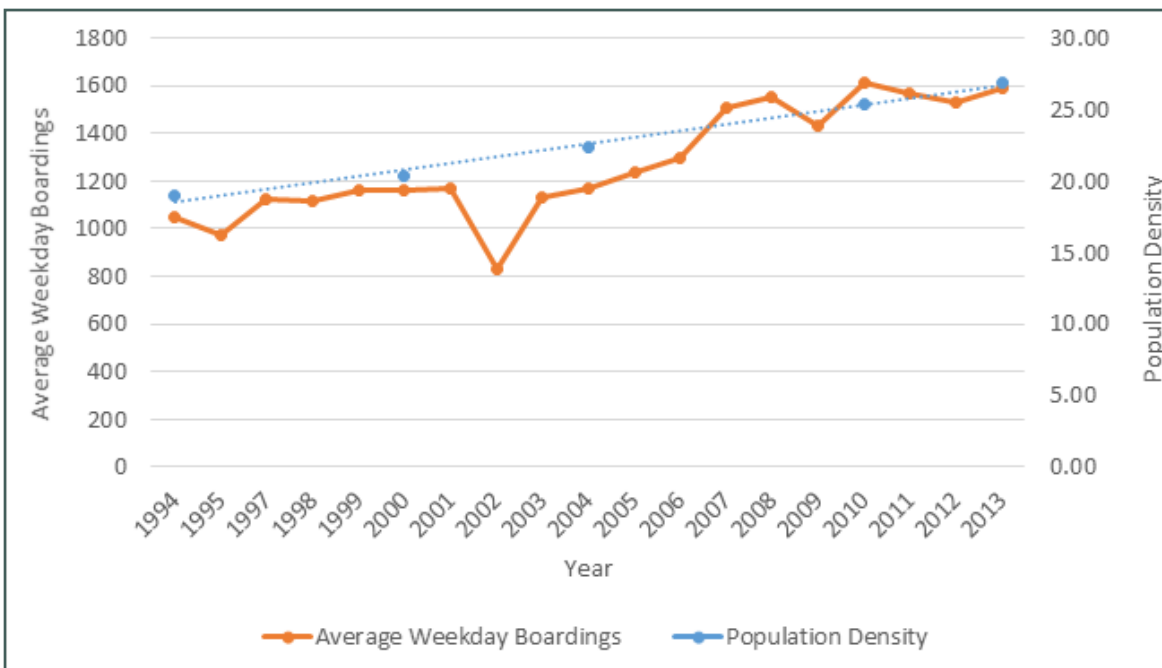


Figure B5. Eastlake Residential Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

# SEATTLE SUSTAINABLE NEIGHBORHOODS ASSESSMENT PROJECT



Figure B6. Aurora-Licton Springs Residential Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

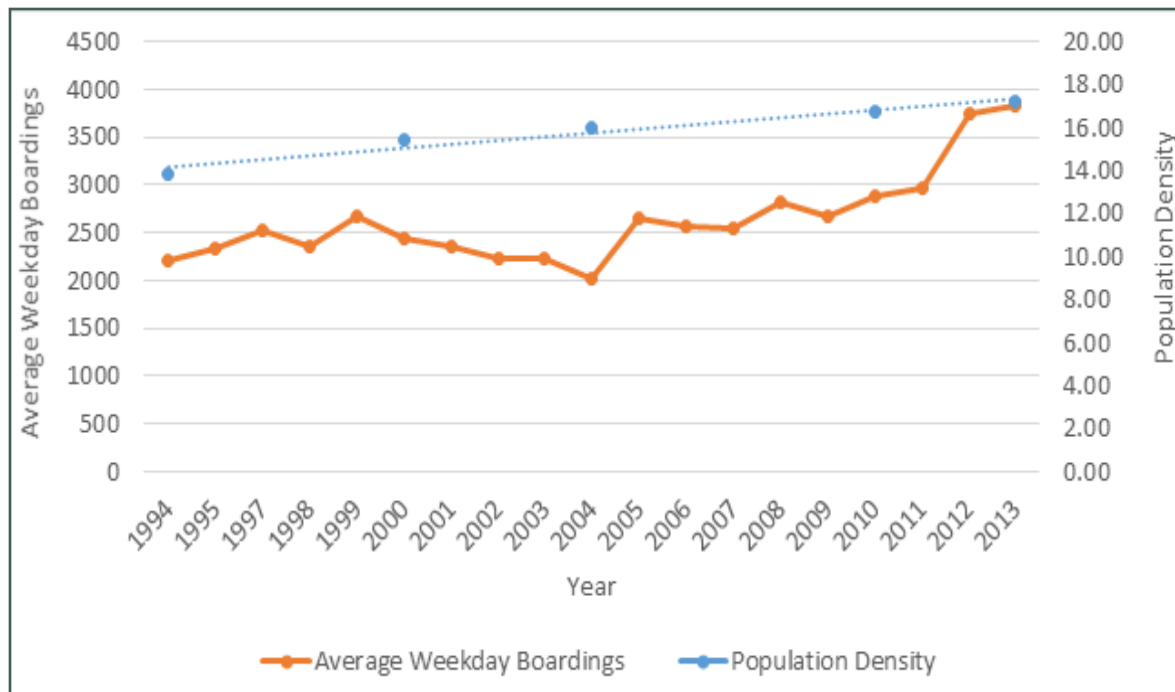


Figure B7. West Seattle Junction Hub Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

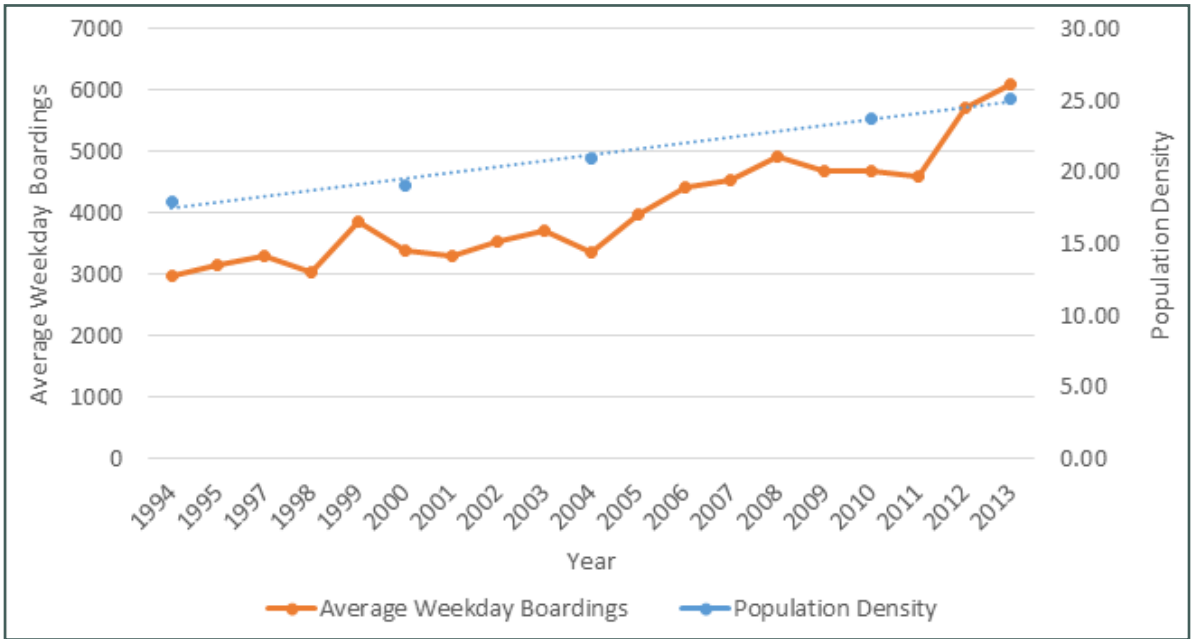


Figure B8. Ballard Hub Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

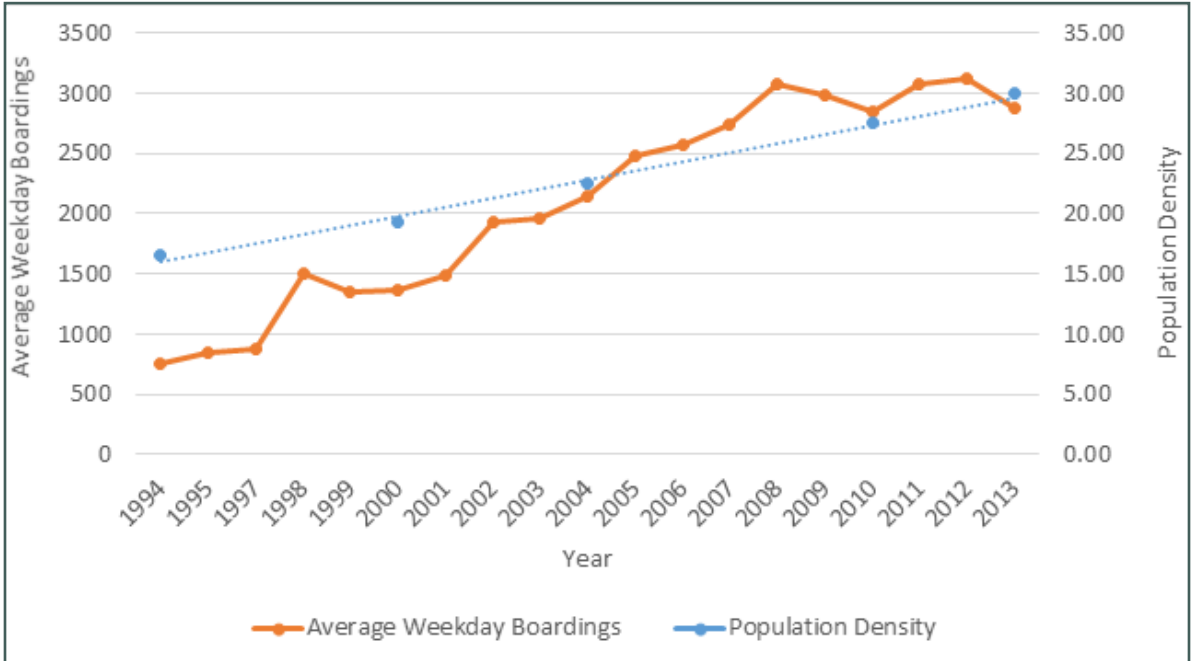


Figure B9. Lake City Hub Urban Village average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.



Figure B10. University Community Urban Center average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

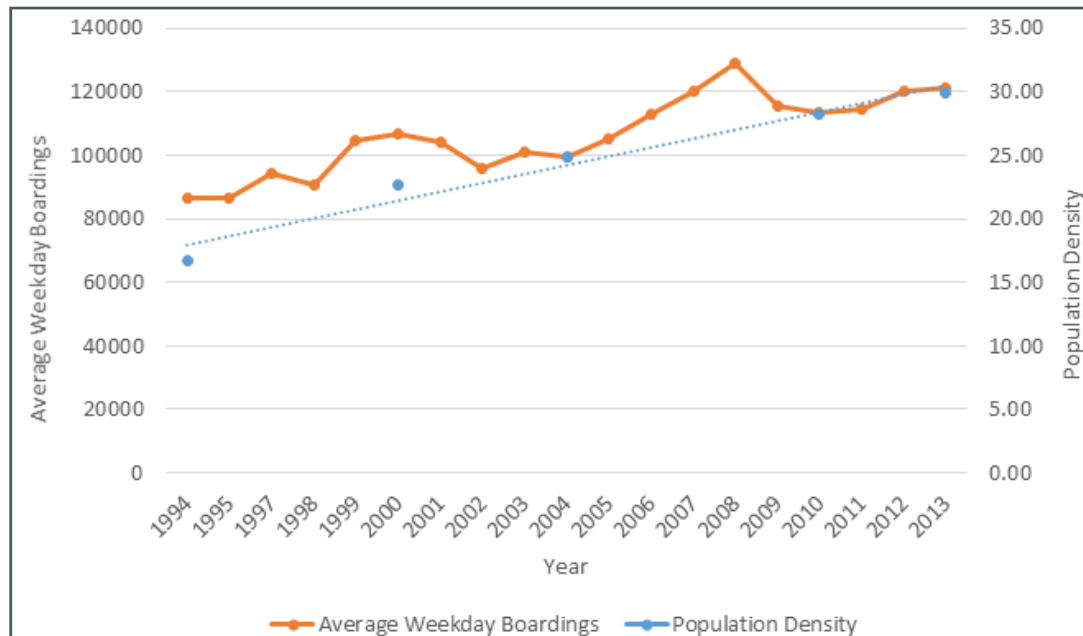


Figure B11. Downtown Urban Center average weekday boardings and population density.

Source: King County Metro and U.S. Census Data.

### Mode Choice Goals for Work Trips to Seattle & its Urban Centers

Proportion of work trips made using Non-SOV Modes

Urban Center	2000*	2010 Goal	2020 Goal
Downtown	56%	62%	70%
First Hill/Capitol Hill	31%	37%	50%
Uptown/Queen Anne	33%	37%	50%
South Lake Union	30%	37%	50%
University District	56%	62%	70%
Northgate	26%	30%	40%
<b>Seattle</b>	<b>39%</b>	<b>42%</b>	<b>45%</b>

\* 2000 mode choice numbers are from the U.S. Census for the year 2000 journey to work data by place of employment.

### Mode Choice Goals for Residents of Seattle & its Urban Centers

Proportion of all trips made using Non-SOV Modes

Urban Center	2000*	2010 Goal	2020 Goal
Downtown	77%	80%	85%
First Hill/Capitol Hill	69%	75%	80%
Uptown/Queen Anne	64%	70%	75%
South Lake Union	65%	70%	75%
University District	60%	65%	70%
Northgate	50%	55%	60%
<b>Seattle</b>	<b>53%</b>	<b>55%</b>	<b>60%</b>

\* 2000 mode choice numbers are preliminary estimates from the Puget Sound Regional Council Regional Travel Demand Model (2004 preliminary model update) for Home-Based Work and Home-Based Non-Work Trips.

Figure B12. Mode choice goals for the urban centers in Seattle.

Source: Seattle Comprehensive Plan Transportation Element

Table B2. Number of screenline locations used in the A2 Screenline Traffic Counts indicator for each SSNAP urban village study area.

Source: Seattle Department of Transportation GIS Data.

Number of Screenlines		
Urban Village	2000	2012
Westwood-Highland Park	30	16
Rainier Beach	17	4
North Beacon Hill	13	13
Eastlake	45	10
Aurora-Licton Springs	86	42
West Seattle Junction	15	8
Ballard	33	33
Lake City	17	12
University Community	235	71
Downtown	614	205

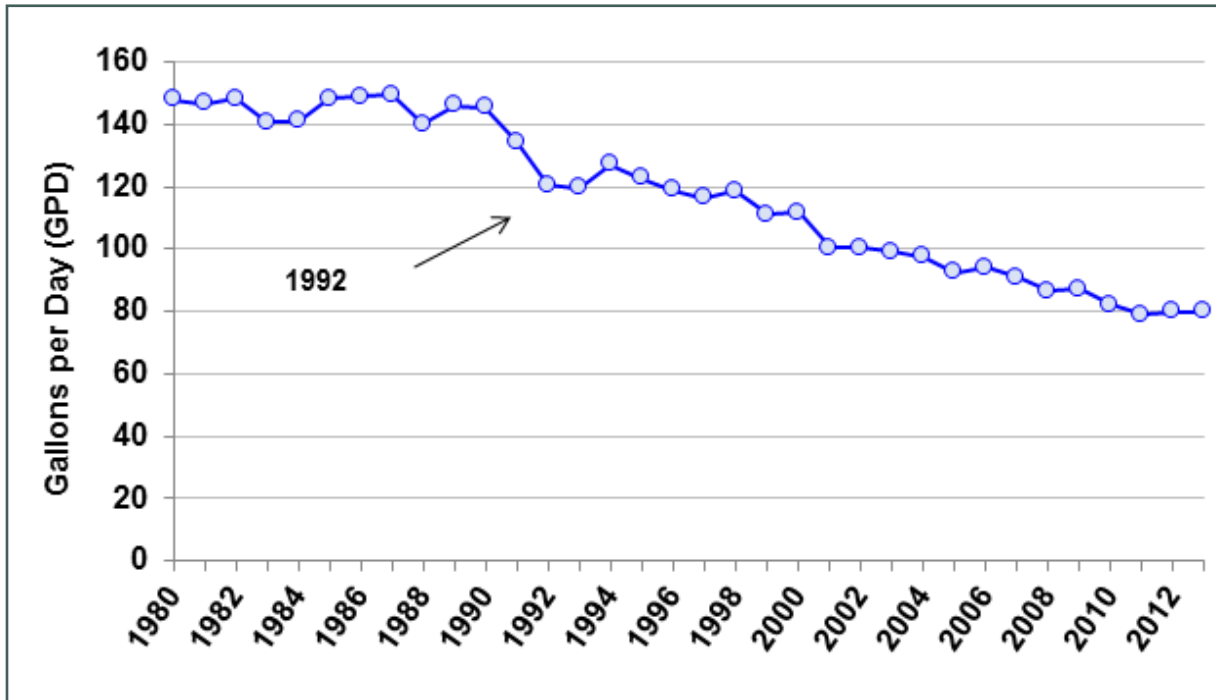


Figure B14. City of Seattle residential water consumption (gallons per day) per capita (1980-2012).

Source: Seattle Public Utilities.

After peaking in 1987 at 149 gpd, per capita water consumption in Seattle declined by almost half to just 80 gpd in 2013. A drought in 1992 led to mandatory water use restrictions and a sharp (but temporary) drop in consumption. At the same time, Seattle launched an aggressive conservation program and new state plumbing codes went into effect setting efficiency standards for all new toilets, shower heads and faucet aerators. A seasonal rate structure with inclining blocks was introduced in 1989 and the level of water and sewer rates increased rapidly during the 1990s and into the current decade. Finally, a new wave of conservation programs was begun in the year 2000 with the goal of reducing per person water consumption by 1% every year through 2010.

### Residential Water Use urban village data collection methodology

**Data Terms:**

- Urban Village (10 total) GIS polygon layer
- DAP (Discrete Address Layer) GIS point layer
- Account Level Water Consumption data from CIDS extract 2004 – 2014

**Logic:**

- Extract water consumption data from CIDS database (DAP ID is an attribute to each record)
- Spatially overlay DAP points with Urban Village polygon layer – this identifies only the records within each urban village.
- Join CIDS data base to urban village layer via DAP ID

**Steps:**

1. DAP IDs by urban village used to create 10 different sets. Each set contains only the DAP IDs a single urban village.
2. Usage history: queried rate codes: WIR\*, WID\*, WIE\*, WIU\*, and WIA\*. ("\*" = rate code + any number, letter, or symbol).
3. Consumption history (refined to the above rate codes) subtotaled by year for 2004 through 2013.
4. Each urban village consumption data joined to each year (by DAP ID)
5. Obtained Total Residential Actual CCF for each Urban Village by year.

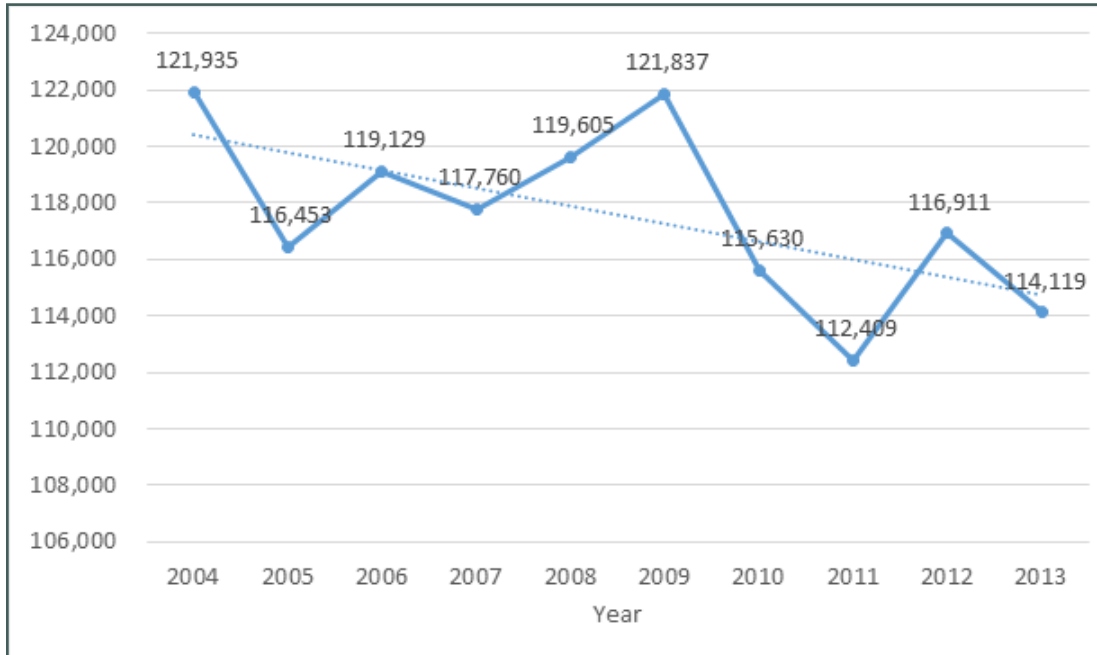


Figure B15. Westwood-Highland Park residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

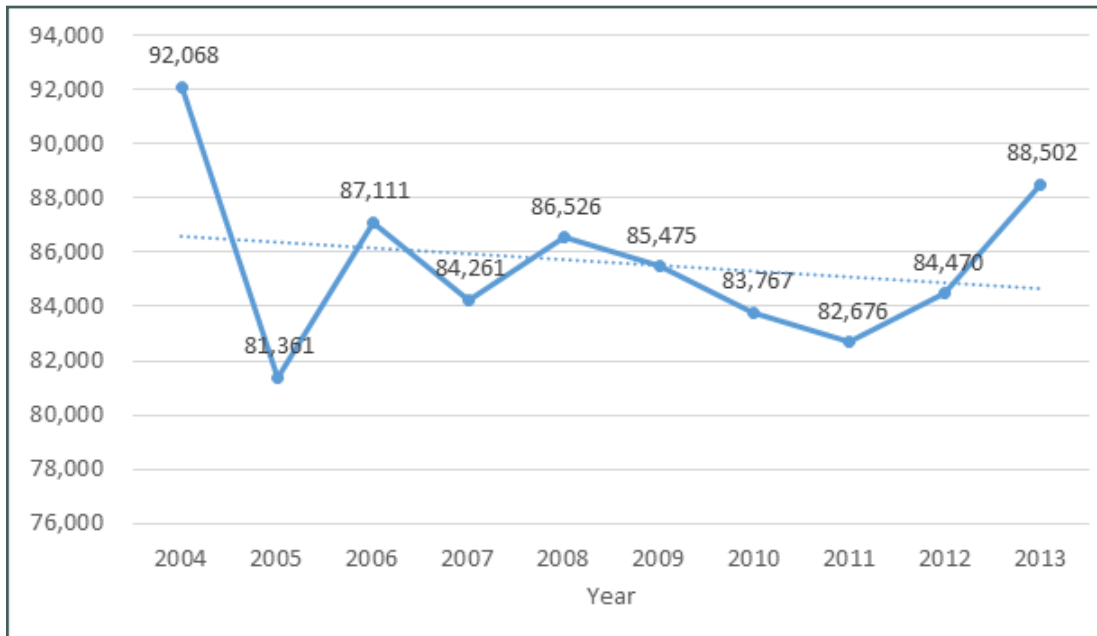


Figure B16. Rainier Beach residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.



# SEATTLE SUSTAINABLE NEIGHBORHOODS ASSESSMENT PROJECT

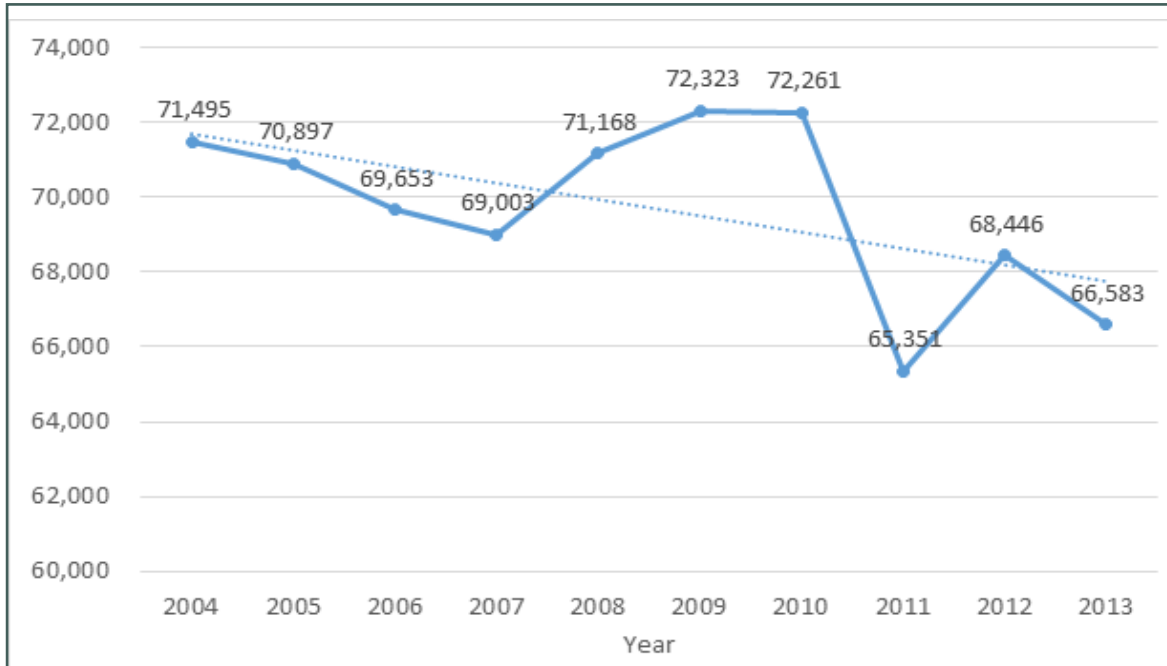


Figure B17. North Beacon Hill residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

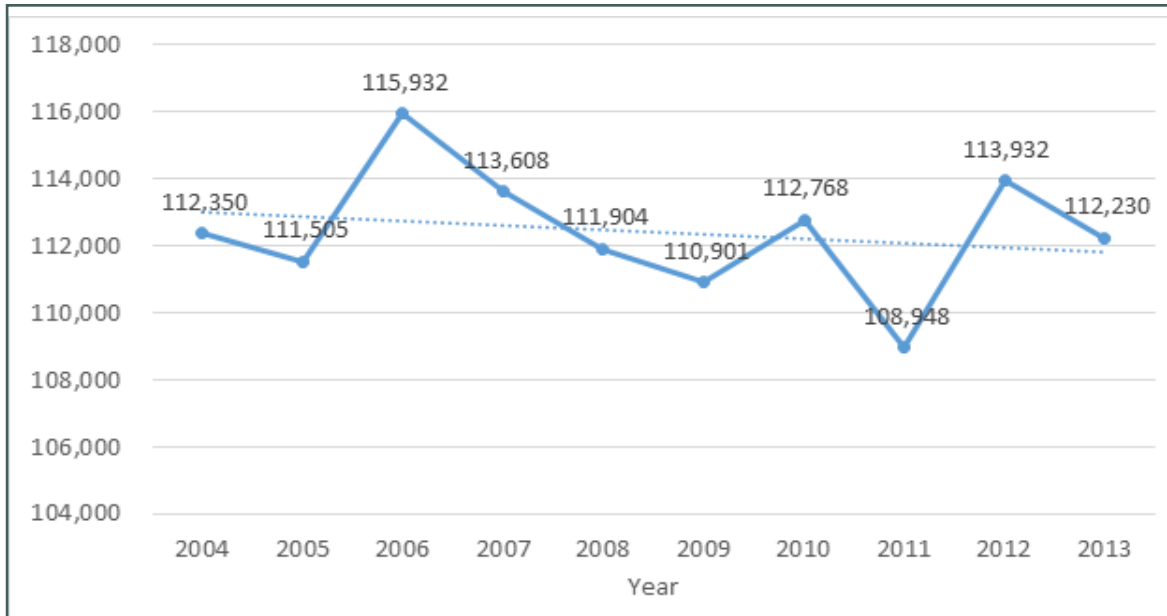


Figure B17. Eastlake residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

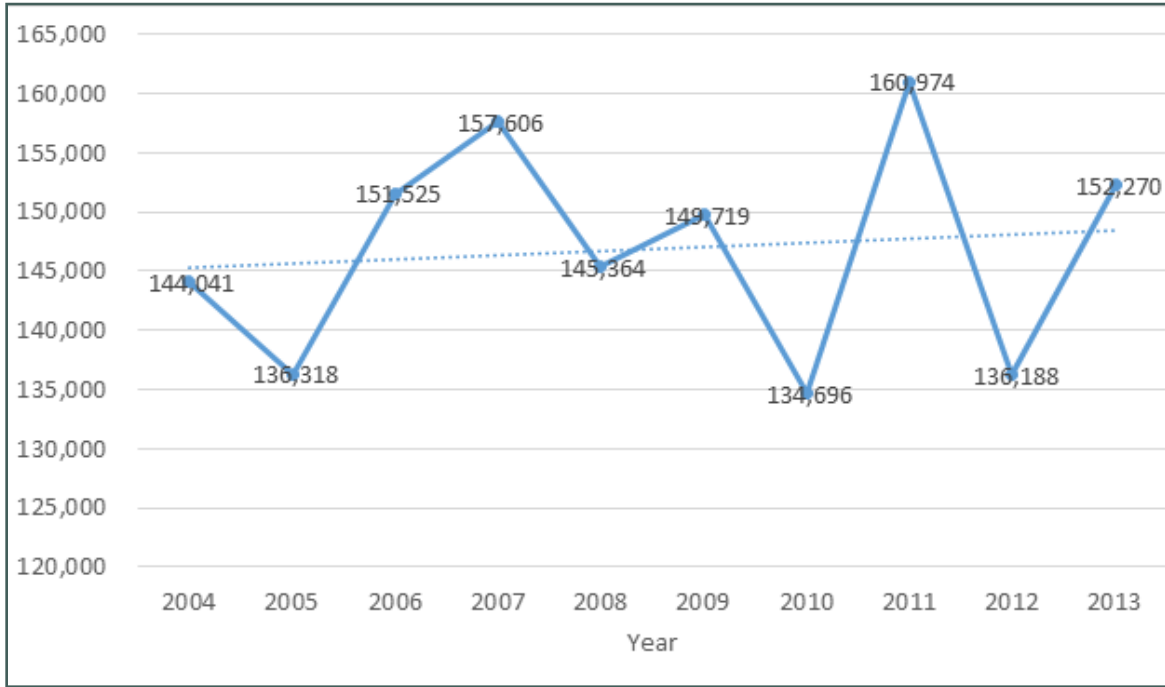


Figure B18. Aurora-Licton Springs residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

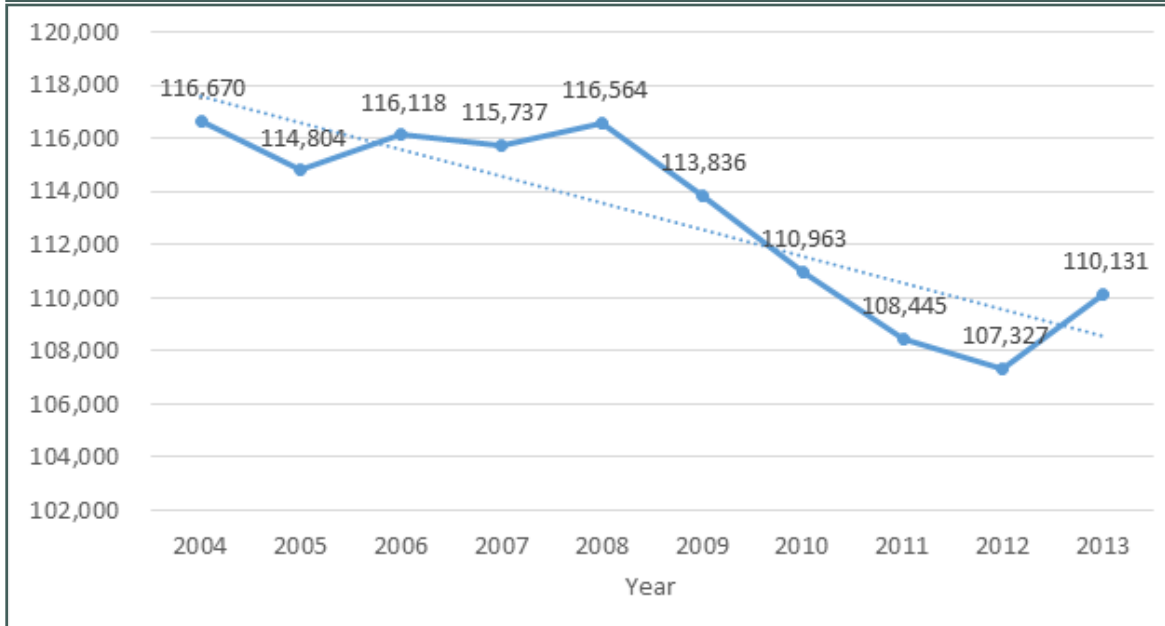


Figure B19. West Seattle Junction residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

## SEATTLE SUSTAINABLE NEIGHBORHOODS ASSESSMENT PROJECT

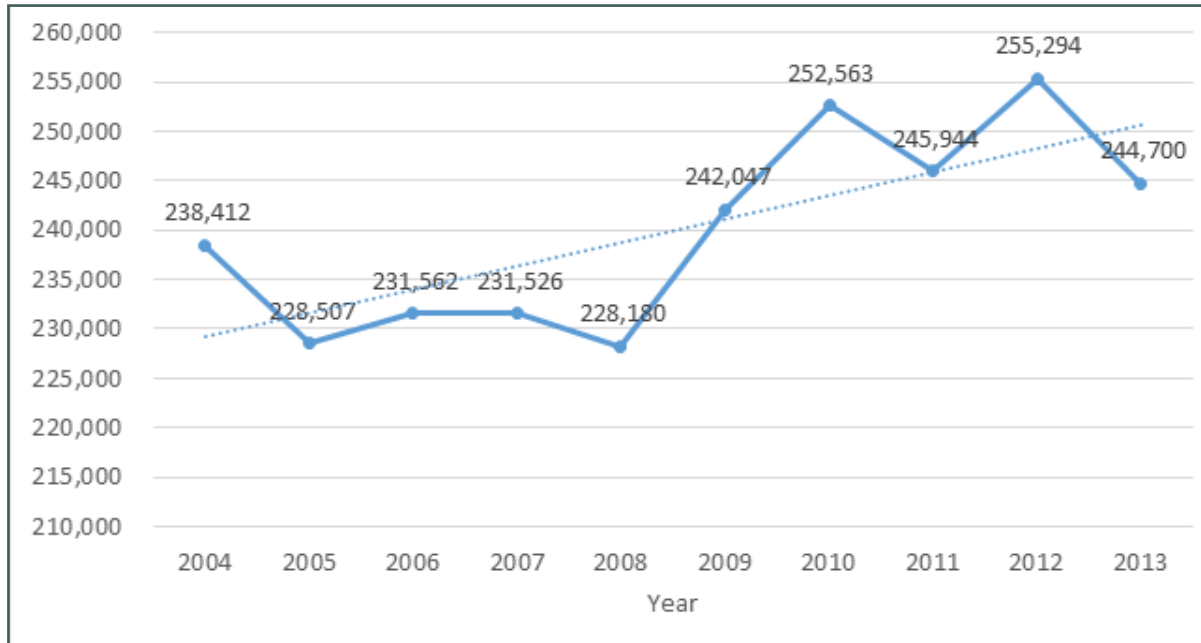


Figure B19. Ballard residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

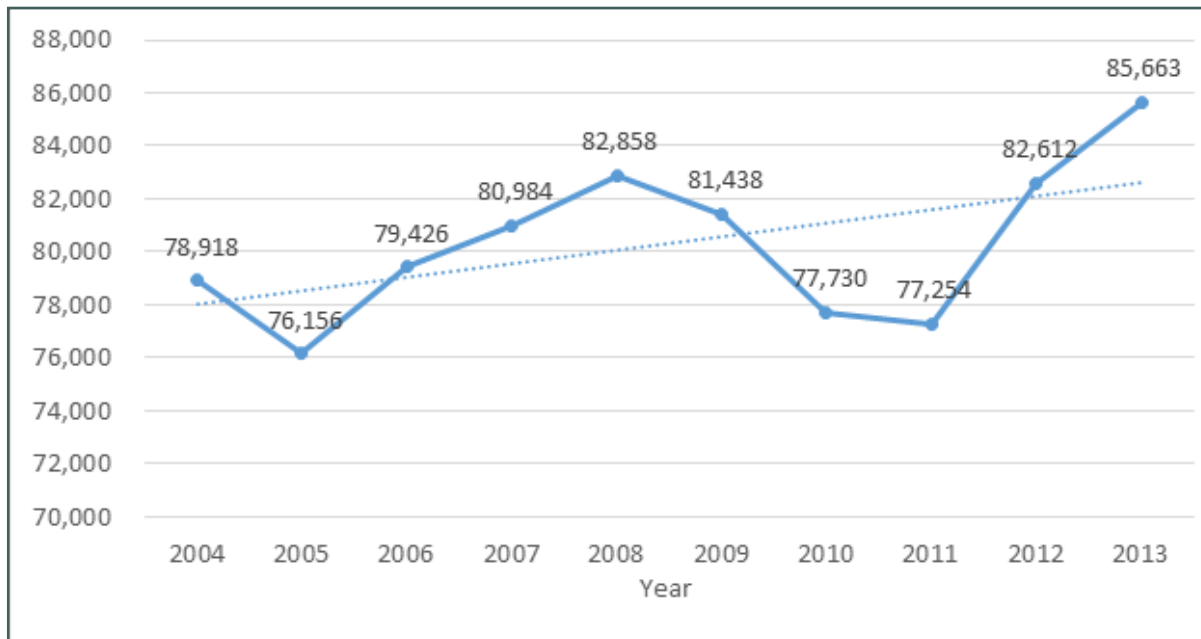


Figure B20. Lake City residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

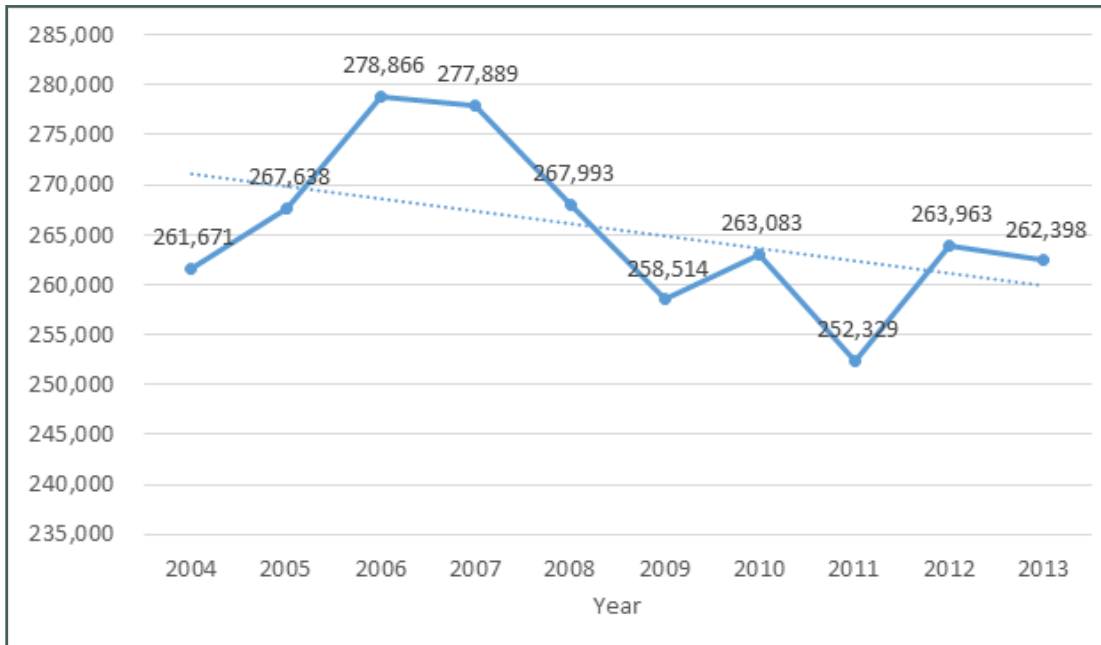


Figure B21. University Community residential water consumption in 100 cubic feet (CCF).

Source: Seattle Public Utilities.

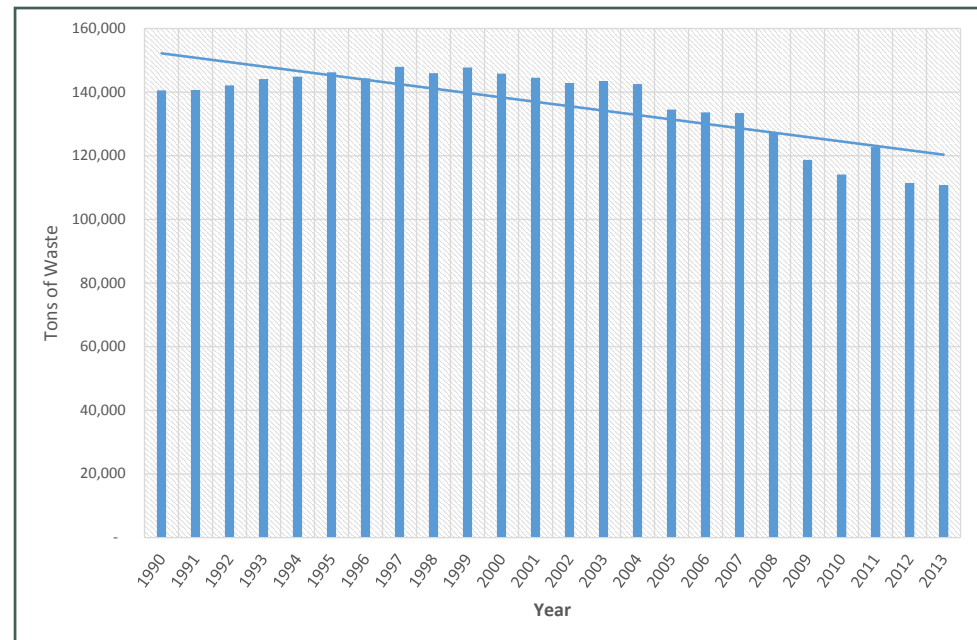


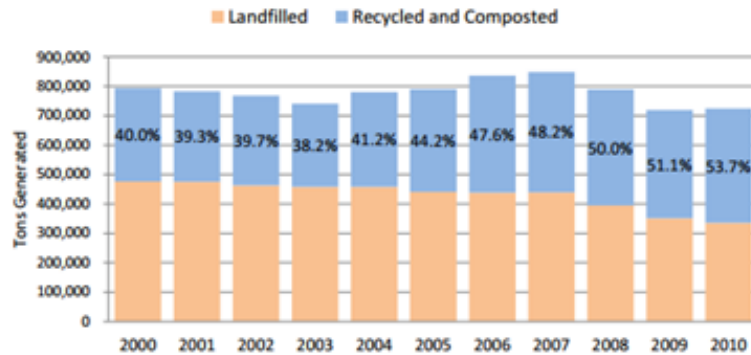
Figure B22. Citywide residential municipal solid waste tons.

Source: Seattle Public Utilities.

### 2.5.1 OVERALL MSW TRENDS

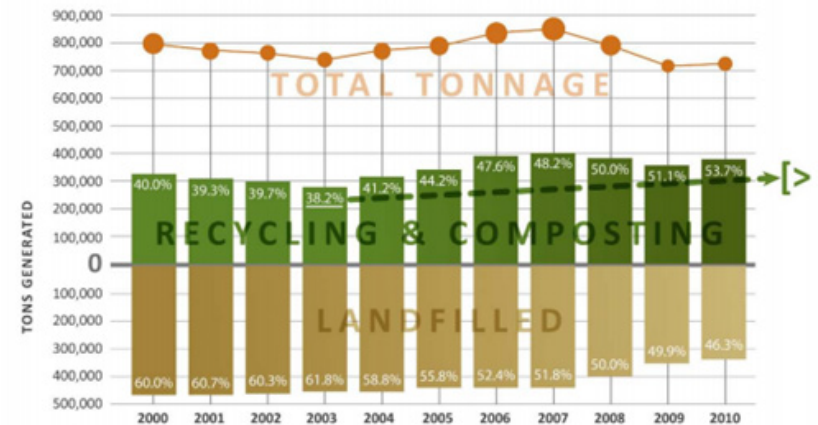
Seattle's overall MSW generation has generally followed economic trends, even as population has steadily increased in our city (Figure 2-1). The overall recycling rate declined the first few years of the past decade then has steadily climbed since 2003. SPU expects overall waste generation to increase gradually over the planning horizon of this Plan (Figure 2-2).

**Figure 2-1**  
Seattle Overall MSW Tons Generated and Recycling Rate



Even with the most recent economic fluctuations, recycling has steadily increased since 2003, reaching 53.7% in 2010, Seattle's highest recycling rate yet.

#### Seattle's Recycling Rate Continues to Climb



Four municipal solid waste (MSW) sectors contribute to the total waste generated in Seattle. They are the single- and multi-family residential, self-haul, and commercial sectors. In terms of total generated tons, the commercial sector is the largest, followed by the single-family sector.

Figure B23. Overall MSW trends (2000-2010).

Source: Seattle Solid Waste Plan 2011.

Figure B24. Seattle Recycling Rate (2000-2010).

Source: Seattle Solid Waste Plan 2011.

### Neighborhood and Community Arts Program (2007-2013)

The Neighborhood & Community Arts (NCA) program supports Seattle's neighborhood arts councils and community groups that produce events to promote arts and cultural participation and build community.

### Cultural Facilities Partners (2012-2013)

Cultural facilities, including performing arts centers, museums, cinemas, galleries, music venues, and workshop and rehearsal spaces, create visibility for the arts and function as community gathering places.

### Civic Partners (2006-2012)

The Civic Partner program awards funding to arts and cultural and heritage organizations in all disciplines with a minimum three-year history of serving Seattle residents and visitors. The City's investment is aimed at creating broad public access to a rich array of quality arts opportunities while promoting a healthy and diverse cultural community.

### smART Ventures Partners (2006-2013)

smART ventures encourages innovation and widens cultural participation, particularly by individuals, organizations and communities that may not qualify for other funding programs. Projects are creative and diverse, and in 2012, over half of the 52 funded projects involved artists and communities of color or underserved communities such as the deaf or LGBTQ. Many served wide-ranging audiences including youth, seniors and the homeless.

Source: Office of Arts and Culture

Urban Village	Total Funding Amount
Westwood Highland Park	\$1,800
Rainier Beach	\$24,503
North Beacon	\$40,200
Eastlake	\$2,780
Aurora	\$12,250
West Seattle	\$26,567
Ballard	\$50,205
Lake City	\$3,200
University Community	\$163,130
Downtown	\$901,315

Table B3. Total funding amount.

Source: Office of Arts and Culture.

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Table B4. Average rent for all 1 bedroom units in 20+ unit complexes  
Source: Dupre + Scott Collected Survey Data.

Year	Aurora	Lake City	University District	Westwood-Highland Park	Down-town	Rainier Beach	West Seattle	Ballard	Eastlake	North Beacon Hill	Average for the Year
Spring 1997	\$834	\$758	\$830	\$806	\$1,054	\$680	\$897	\$770	\$1,013	\$681	\$832
Spring 1998	\$832	\$810	\$865	\$881	\$1,132	\$707	\$922	\$804	\$1,067	\$739	\$876
Spring 1999	\$845	\$842	\$903	\$895	\$1,195	\$762	\$963	\$853	\$1,115	\$715	\$909
Spring 2000	\$834	\$872	\$918	\$883	\$1,243	\$769	\$987	\$845	\$1,133	\$777	\$926
Spring 2001	\$822	\$854	\$921	\$895	\$1,351	\$787	\$996	\$872	\$1,131	\$754	\$938
Spring 2002	\$817	\$898	\$950	\$923	\$1,322	\$791	\$1,037	\$882	\$1,085	\$781	\$949
Spring 2003	\$793	\$903	\$918	\$885	\$1,301	\$856	\$925	\$861	\$1,032	\$808	\$928
Spring 2004	\$770	\$832	\$932	\$855	\$1,240	\$720	\$947	\$865	\$973	\$768	\$890
Spring 2005	\$752	\$780	\$890	\$824	\$1,288	\$700	\$944	\$853	\$989	no value	\$891
Spring 2006	\$729	\$781	\$936	\$825	\$1,266	no value	\$914	\$879	\$1,018	\$760	\$901
Spring 2007	\$801	\$836	\$932	\$859	\$1,352	\$606	\$926	\$836	\$1,038	\$799	\$898
Spring 2008	\$810	\$868	\$1,031	\$871	\$1,422	\$617	\$906	\$940	\$1,058	\$812	\$933
Spring 2009	\$860	\$928	\$1,127	\$939	\$1,439	\$628	\$1,001	\$1,099	\$1,225	\$916	\$1,016
Spring 2010	\$853	\$842	\$1,075	\$881	\$1,323	\$633	\$1,260	\$1,064	\$1,190	\$874	\$1,000
Spring 2011	\$800	\$838	\$1,090	\$847	\$1,365	\$616	\$1,137	\$1,129	\$1,108	\$862	\$979
Spring 2012	\$801	\$822	\$1,073	\$870	\$1,424	\$662	\$1,236	\$1,123	\$1,206	\$849	\$1,006
Spring 2013	\$856	\$853	\$1,094	\$927	\$1,545	\$706	\$1,220	\$1,249	\$1,248	\$896	\$1,059
Spring 2014	\$896	\$985	\$1,206	\$1,011	\$1,673	\$685	\$1,272	\$1,355	\$1,264	\$1,035	\$1,138
Average for UV 1997 - 2014	\$817	\$850	\$983	\$882	\$1,330	\$701	\$1,027	\$960	\$1,105	\$813	\$948

Table B5. Elementary schools corresponding to each urban village that were used for the schools and academic performance indicator.

Urban Village	Elementary School(s)
Rainier Beach	Dunlap Elementary Southshore Elementary (Opened 2007)
North Beacon Hill	Beacon Hill International School
Westwood Highland Park	Roxhill Elementary
Eastlake	TOPS at Seward K-8 School
Aurora-Licton Springs	Daniel Bagley Elementary (outside of boundary)
Lake City	Olympic Hills Elementary
Ballard	Adams Elementary Salmon Bay K-8 School (Opened 2004)
West Seattle Junction	Schmitz-Park
University Community	John Stanford International School Bryant Elementary (Opened 1997)
Downtown	<i>There is not an Elementary School within the Downtown urban village</i>

Table B6. Urban village to census tract match up used to request data that was not available at the urban village level.

Urban Villages	Census Tracts
Downtown	72, 73, 80.01, 80.02, 81, 82, 83, 84, 85, 91, 92
University District	43.01, 43.02, 44, 52, 53.01, 53.02
Ballard	47, 33, 32
West Seattle Junction	105, 98
Lake City	1,7
Aurora-Licton Springs	13, 18
Eastlake	61, 66
North Beacon Hill	100.02, 94
Rainier Beach	118
Westwood Highland Park	114.01, 114.02



## APPENDIX C

### MAPS

Figure C1. Downtown Urban Center.

Source: Department of Planning and Development.



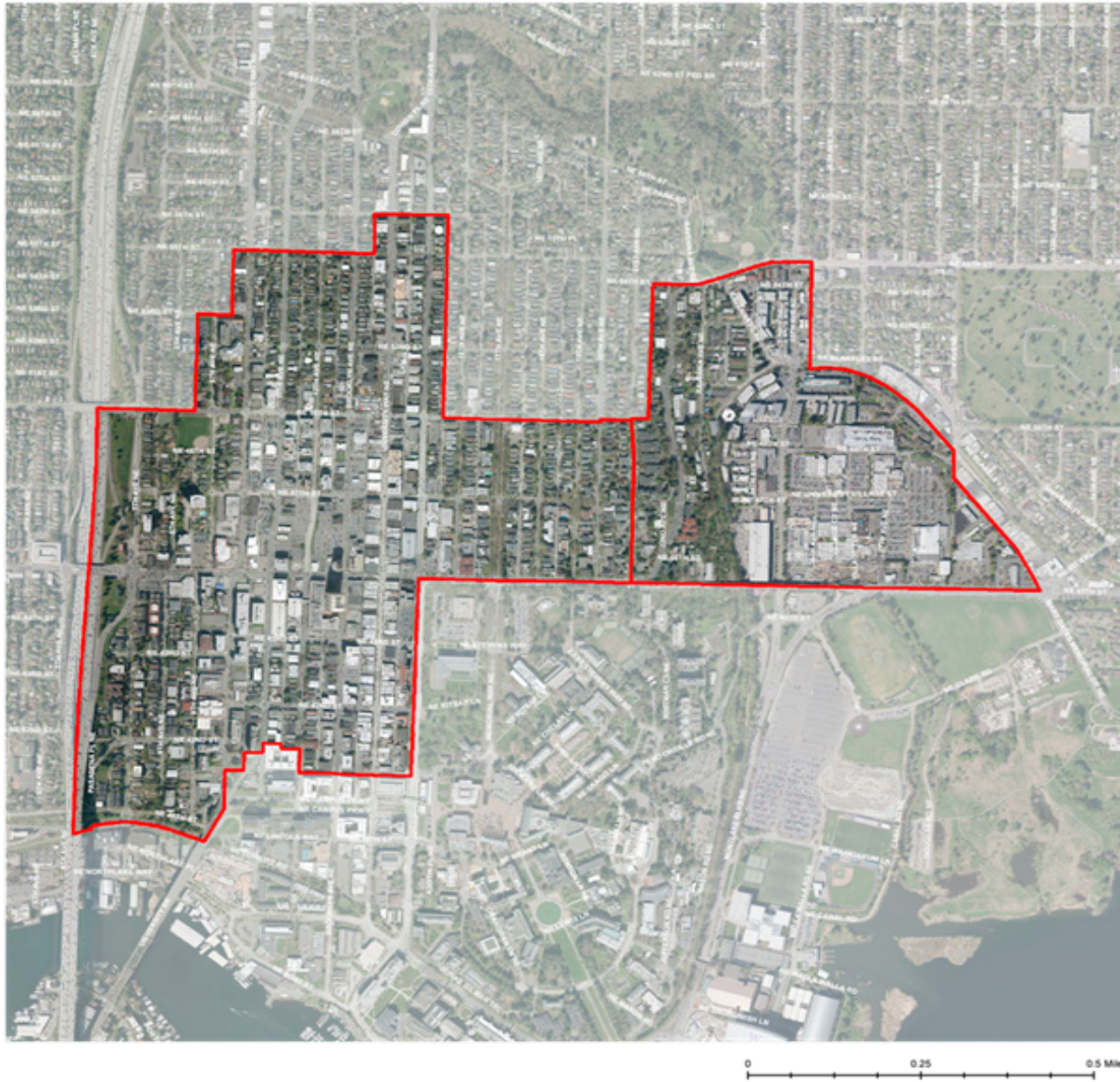


Figure C2. University Community Urban Center.

Source: Department of Planning and Development.



Figure C3. West Seattle Junction Hub Urban Village.

Source: Department of Planning and Development.

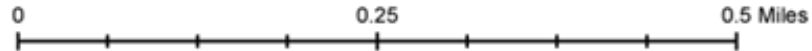
Figure C4. Ballard Hub Urban Village.

Source: Department of Planning and Development.



Figure C5. Lake City Hub Urban Village.

Source: Department of Planning and Development.



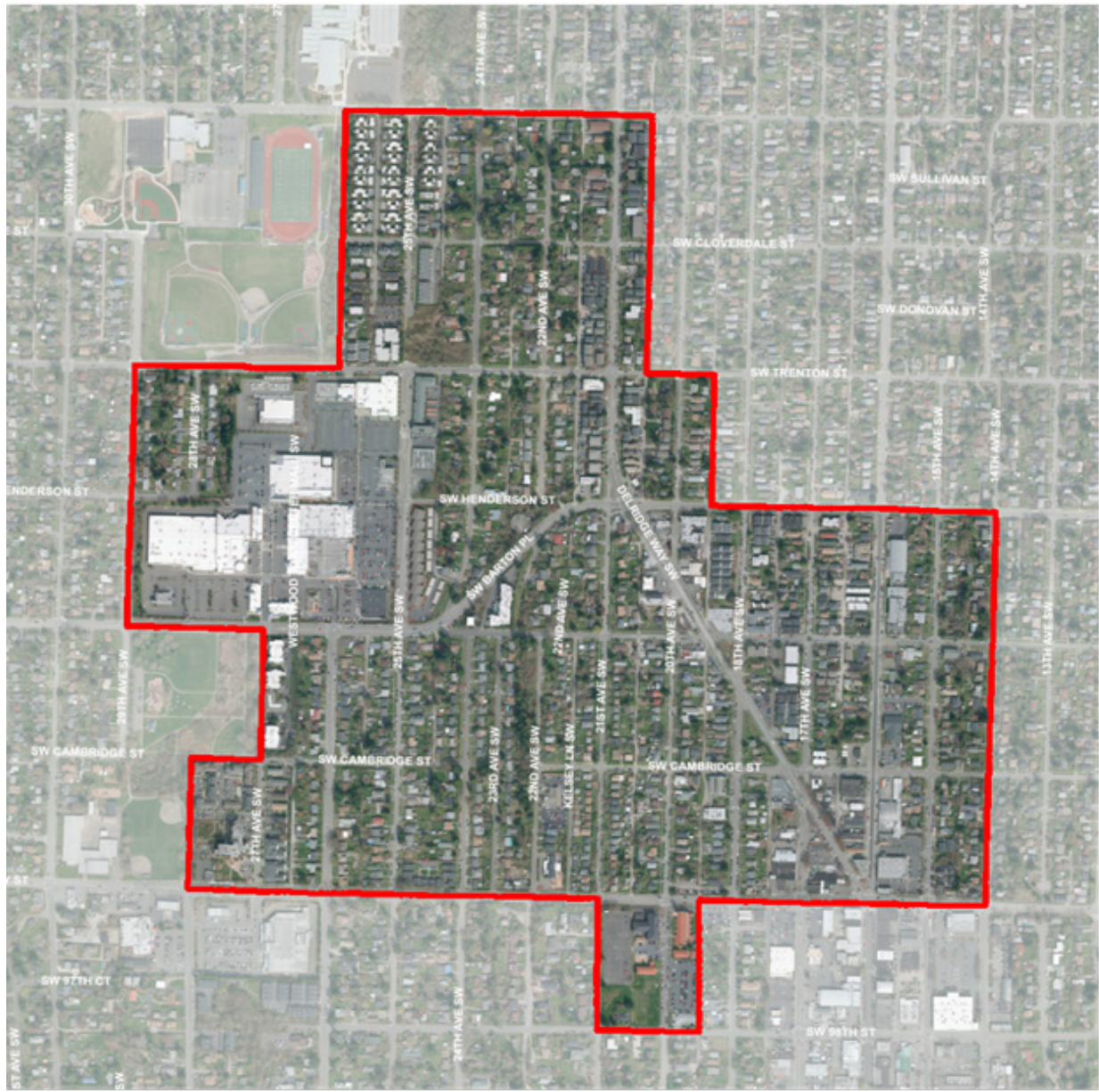


Figure C6. Westwood-Highland Park Residential Urban Village.

Source: Department of Planning and Development.

Figure C7. Rainier Beach Residential Urban Village.

Source: Department of Planning and Development.





Figure C8. North Beacon Hill Urban Village.

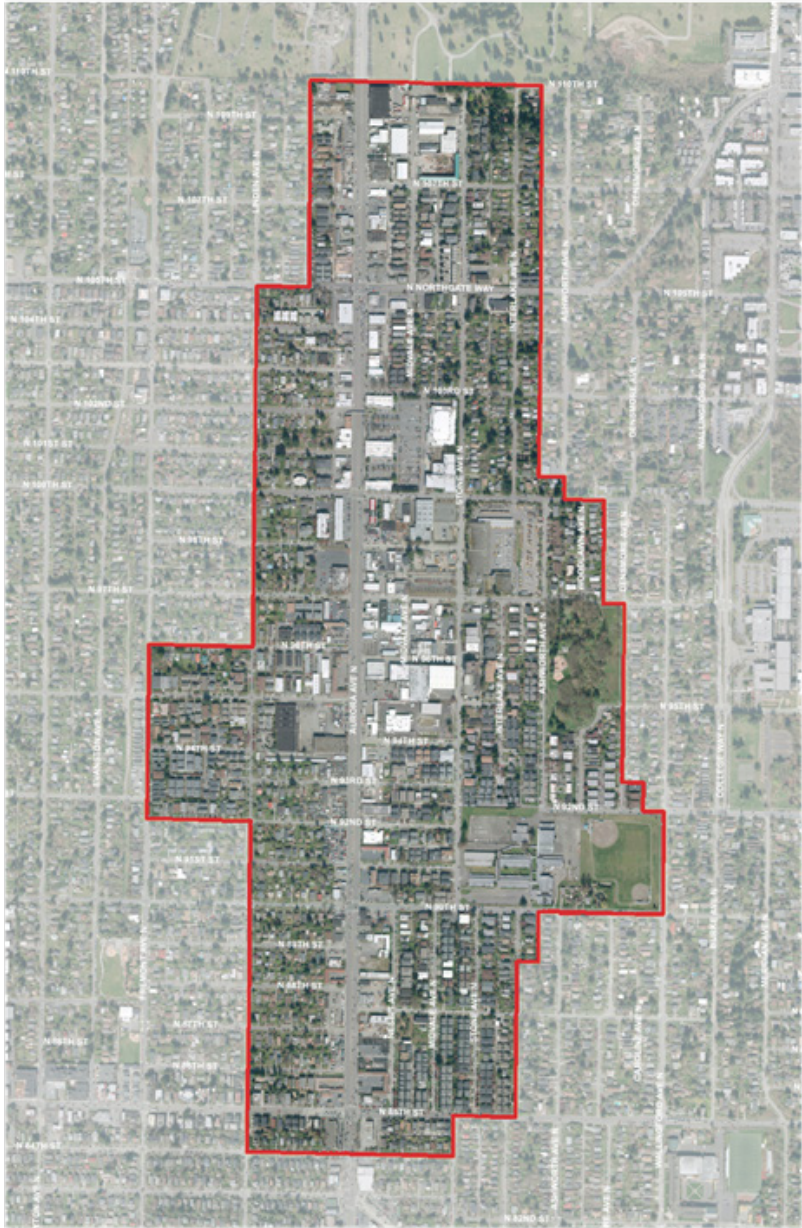
Source: Department of Planning and Development.





Figure C9. Eastlake Residential Urban Village.

Source: Department of Planning and Development.



0 0.25 0.5 Miles

Figure C10. Aurora-Licton Springs Residential Urban Village.

Source: Department of Planning and Development.

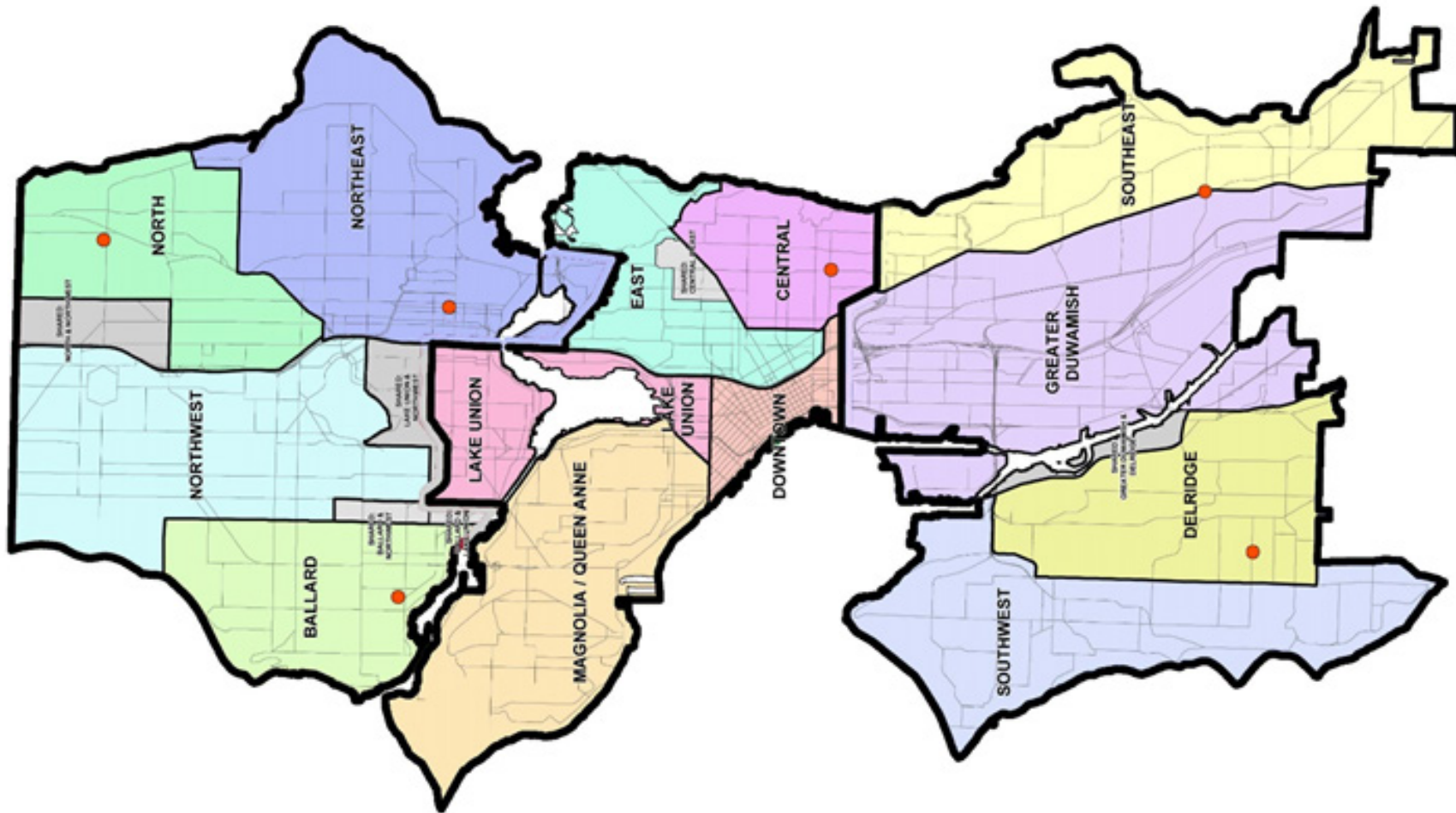


Figure C11. Seattle Neighborhood Districts Map.  
Source: Department of Neighborhoods.

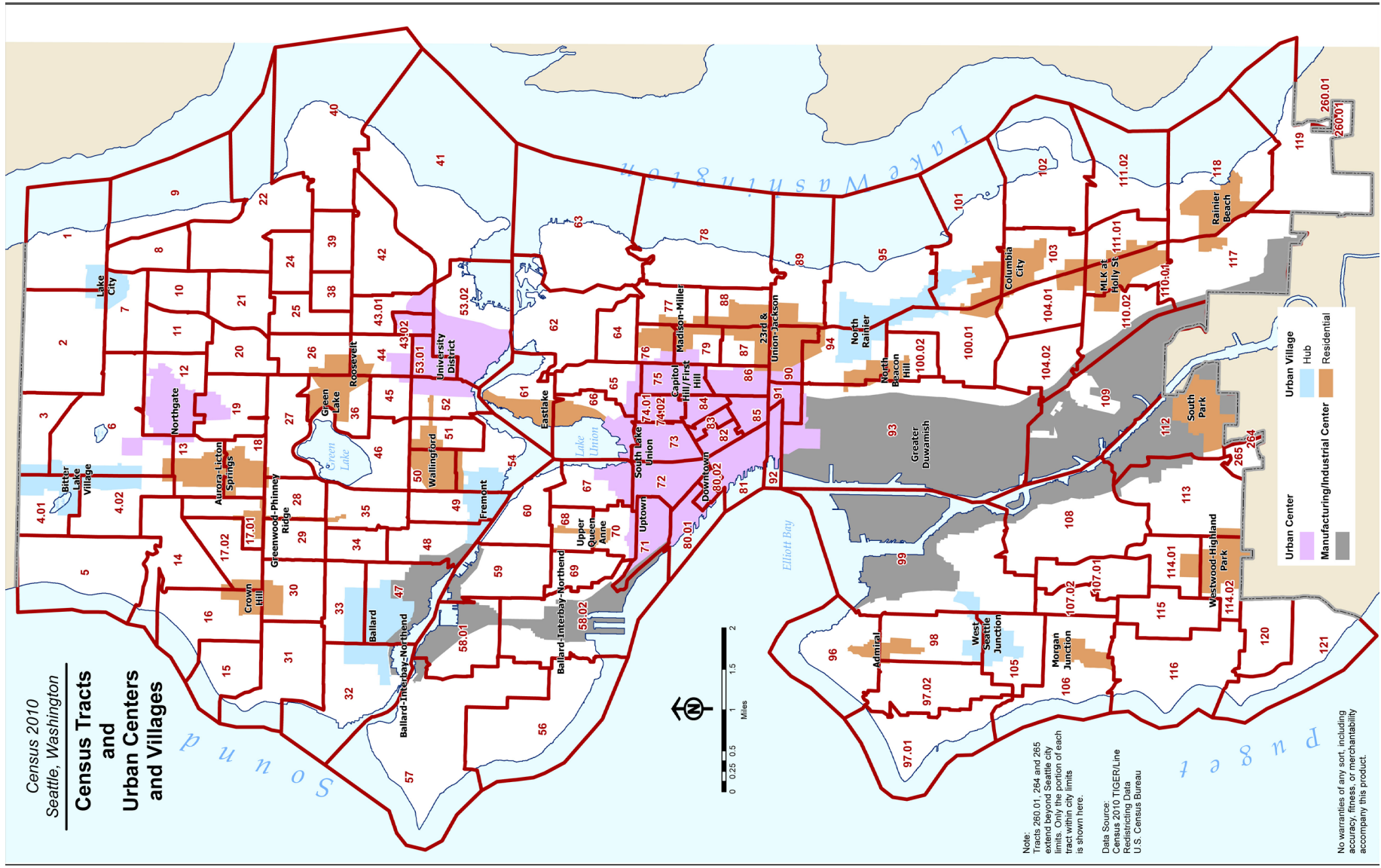


Figure C12. Census Tracts and Urban Villages Map.  
 Source: Seattle Department of Planning and Development.

# Seattle Public Schools

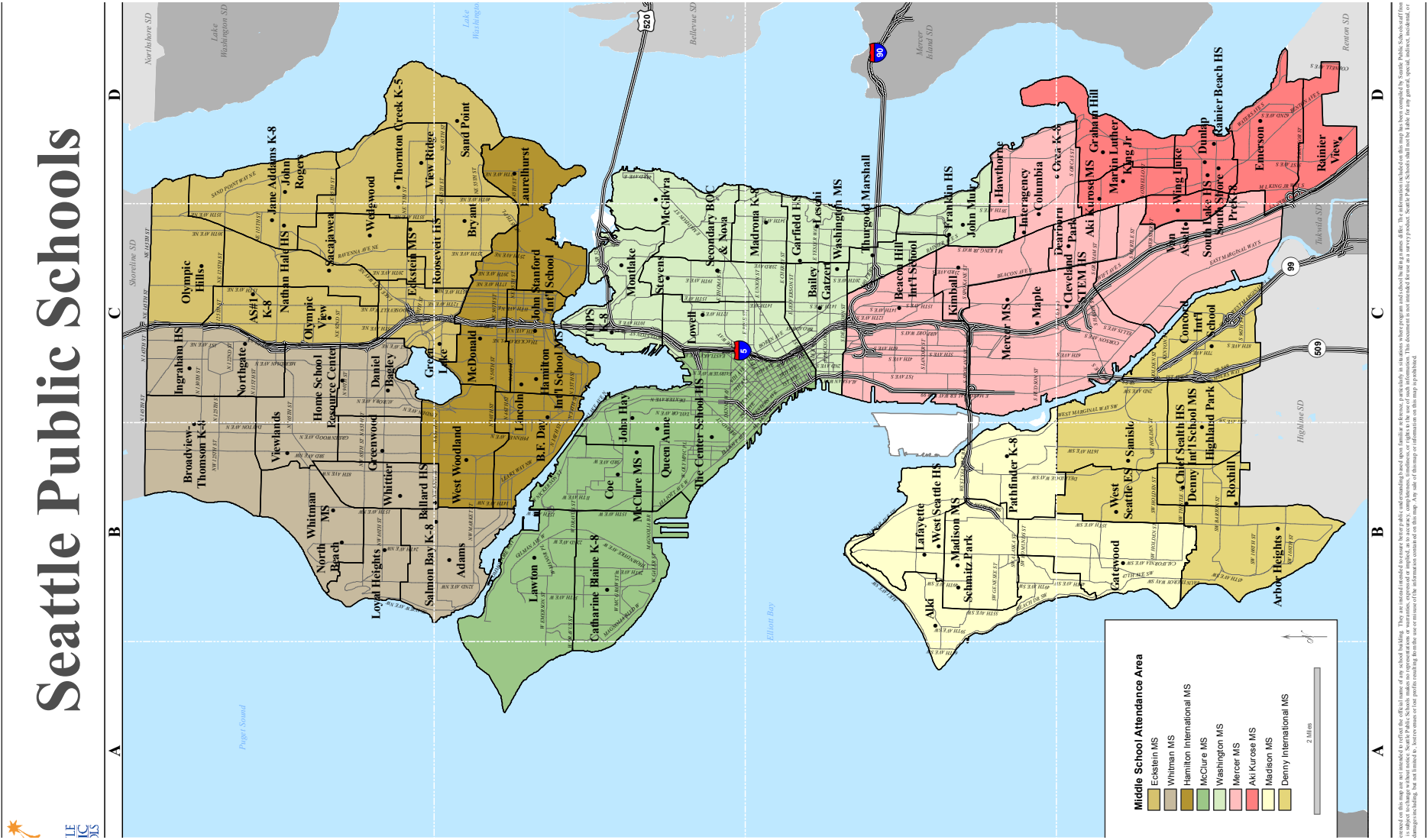


Figure C13. Seattle Public Schools.  
Source: Seattle Public Schools.

entirety on this map as we included it to reflect the official name of any school building. They are not intended to create, alter, or change public and school building names. All information included on this map has been compiled by Seattle Public Schools and is for informational purposes only. This document is not intended for use as a survey product. Seattle Public Schools shall not be liable for any general, special, incidental, or consequential damages, including but not limited to, loss of revenue or profit, arising out of the use of or reliance on the information contained on this map. Any claim of damages or other information on this map is prohibited.

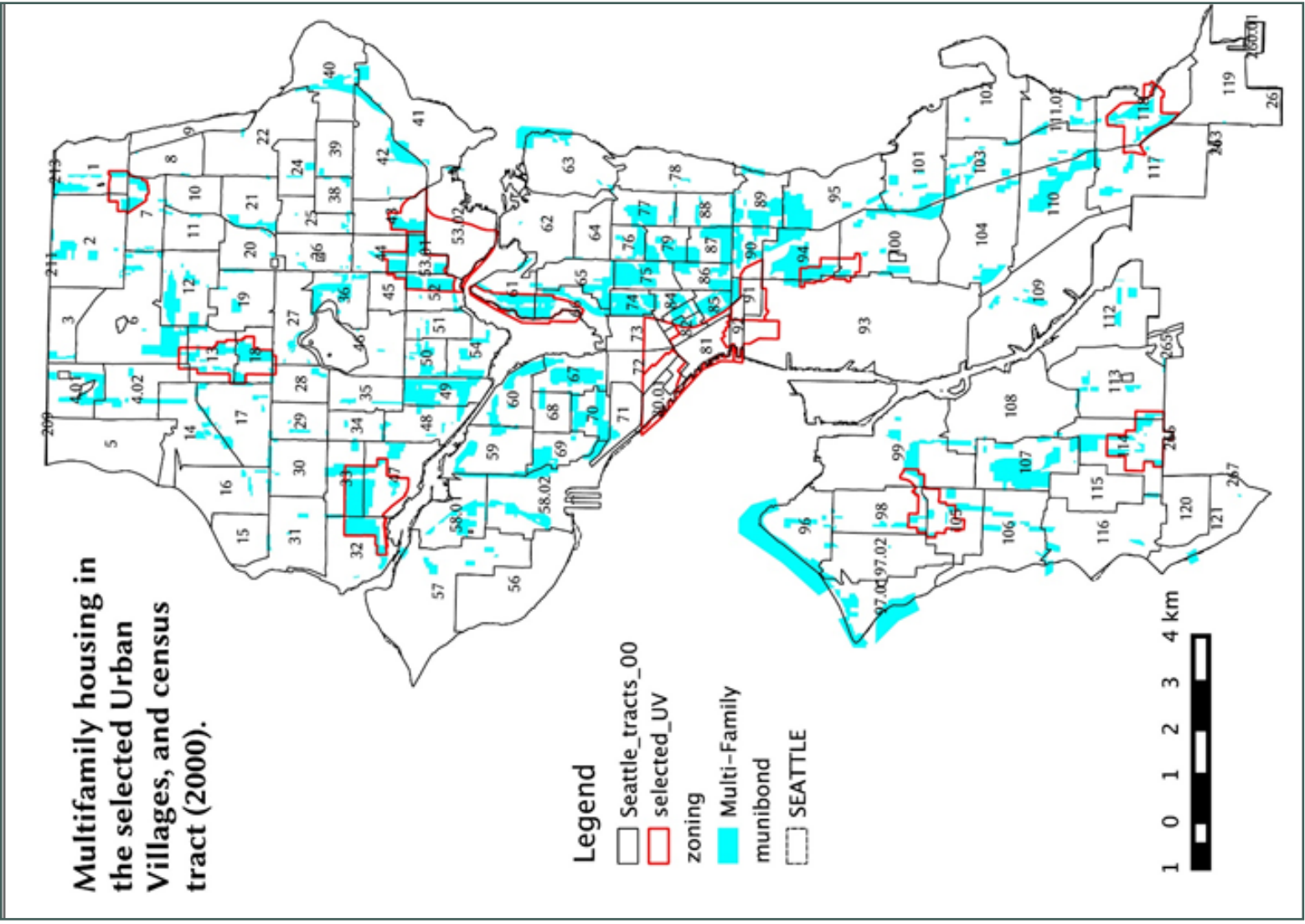


Figure C14. Multifamily housing in the selected urban villages and census tracts.  
 Source: WAGA GIS.

## APPENDIX D

### SOURCES AND REFERENCES

#### Neighborhood/Community Indicator Resources:

- Community Indicators Consortium (CIC), 2014
- National Neighborhood Indicators Partnership (NNIP), 2014
- City-data.com (neighborhood data platform)
- The Community Indicators Handbook
- Northwest Center for Livable Communities
- Office of Sustainable Housing and Communities
- Neighborhood Sustainability Indicators Guidebook, 1999
- U.S. EPA Green Communities Indicators
- Partnership for Sustainable Communities—HUD, DOT, and EPA
- Resilient Cities Annual Global Forum on Urban Resilience & Adaptation
- Project for Public Space—Placemaking for Communities
- Traditional Neighborhood Design (TND) Rating Standards Version 2.2 (2005)

#### Standards for Community/Neighborhood Sustainability:

- STAR Community Rating Systems, 2013
- LEED for Neighborhood Development
- International Organization for Standardization (ISO) Certified City-Wide Performance Measures, 2014
- Complete Street Rating System
- American Planning Association for Sustainability Policy Guide
- Global Community Initiatives EarthCAT

- The United Nations Urban Environmental Accords

#### Precedent Studies and Reports Reviewed

- Baltimore Vital Signs Reports, 2013
- The Madison Sustainability Plan—Sustainable Madison
- Denver Sustainable Neighborhoods Program
- St. Louise Sustainable Neighborhood Initiative
- The City of San Antonio Neighborhood Sustainability Assessment, 2012
- San Francisco Sustainable Communities Index
- Indianapolis Indy Indicators
- DataHaven—Data for Community Action, Greater New Haven and Valley Region
- Newark Community Needs Assessment, 2009
- Using Smart Growth Strategies to Create More Resilient Communities in Washington D.C.
- Iowa City Sustainability Assessment, 2007
- Indicators for a Sustainable San Mateo County, 2013
- Greater Portland Pulse, 2011
- Cascadia Scorecard Sightline Institute, 2004
- City of Minneapolis Sustainability Report 2012
- South Sound Sustainable Community Roundtable, 2006
- The Canadian Index of Well-Being, 2011
- City of Glendale Quality of Life Indicators, 2002
- Santa Monica Sustainable City Plan, 2006
- Philadelphia 2035 Healthy Communities: Healthy Planning Toolbox
- Pasadena Quality of Life Index 2011
- One Planet Communities: Earth's Greenest Neighborhoods, 2014
- Smart Communities Network: Measuring Progress, 2005
- Building Capacity: Helping Communities Create Vibrant, Healthy and Economically Prosperous Neighborhoods, Reconnecting America 2013

- American Planning Association Policy Guide on Planning for Sustainability
- Aalborg+10 Conference, Inspiring Futures 10 Commitments, European Sustainable Cities & Towns Campaign
- Neighborhoods for a Sustainable Vancouver 2011-2014
- Genuine Progress Indicator: Moving Beyond GDP, Center for Sustainable Economy and the Institute for Policy Studies' "Genuine Progress Project"
- Local Government Commission Ahwahee Principles for Resource-Efficient Communities

#### Seattle and King County Reports and Planning Studies:

- The City of Seattle Comprehensive Plan: Toward a Sustainable Seattle, A Plan for Managing Growth 1994-2014. 1995
- The City of Seattle Comprehensive Plan: Toward a Sustainable Seattle 1994-2014. 2014
- Urban Forest Stewardship Plan, 2013
- Urban Forest Management Plan, 2007
- Duwamish Health Impact Analysis, 2013
- Envisioning Seattle's Green Future, 2006
- Family-Sized Housing White Paper & Action Agenda, Seattle Planning Commission, 2014
- Growing Transit Communities Strategy Report, PSRC, 2013
- Food Access Policy and Planning Guide, Northwest Center for Livable Communities, 2011
- Racial Equity in Seattle, Race and Social Justice Initiative Three-Year Plan 2012-2014
- Moving the Needle, Seattle Office of Sustainability and Environment, 2014
- Civic Health Index, Seattle City Club, 2013
- Transit Oriented Communities Report, Futurewise, 2009
- Seattle Housing Inventory: An Analysis of Housing Data Citywide and for Four Geographic Areas of the City, Office of Housing, 2007

- VISION 2040, Puget Sound Regional Council, 2009
- Equity, Opportunity, and Sustainability, PSRC, 2014
- Neighborhood Planning and Vision of the City Update, 2001
- Seattle Climate Action Plan 2013
- SDOT Action Agenda, City of Seattle 2012
- Regional Economic Strategy for the Central Puget Sound Region, 2012
- Comprehensive Plan Update Seattle 2035, City of Seattle, DPD, 2014
- Sustainable Seattle Community Indicators, 2004
- Seattle Comprehensive Plan Monitoring Our Progress, 1998
- Planning for a Successful Process: Updating Seattle's Neighborhood Plans, 2008
- The Geography of Opportunity Mapping to Promote Equitable Community Development and Fair Housing in King County, WA, Kirwan Institute & Puget Sound Regional Council, 2010
- King County, WA Indicators Data Matrix, Kirwan Institute 2010
- King County, WA Benchmark Program
- Seattle Solid Waste Plan, 2011

### Workshops & Events Attended:

- Green Tools King County Sustainable Cities Roundtable EcoDistricts Training—Lynne Barker, Development Director of EcoDistricts
- OSE Climate Community Forum, May 5, 2014
- SCALLOPS Spring Forward, May, 2014
- Seattle Neighborhoods Summit, 2014
- City Neighborhood Council (CNC) Meeting, June 30, 2014
- City Neighborhood Council Neighborhood Planning Committee Meeting, July 15, 2014
- Seattle Comprehensive Plan 2035 Forum—Hosted by Transportation Choices Coalition & Futurewise

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- Kirk Robbins, Ballard District Council Chair
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- Judy Kirkhuff, Seattle Farmers Market Association
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- Kathy Hsieh, Office of Arts and Culture
- Krista Bunch, Public Relations, City of Seattle
- Kristy Grainger, Financial Planning, Seattle City Light
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- Gerard 'Sid' Sidorowicz, Office of Education, City of Seattle
- Dean Howard Frumkin, University of Washington School of Public Health
- Jason Reece, Kirwan Institute, Senior Researcher, King County Opportunity Mapping Project
- Jill Simmons, Office of Sustainability and Environment
- Joel Sisolak & Alex Brennan, Capitol Hill EcoDistrict Team
- John Fox, Seattle Displacement Coalition
- Karen Gordon, Department of Neighborhoods
- Laura Benjamin, Puget Sound Regional Council, Assistant Planner

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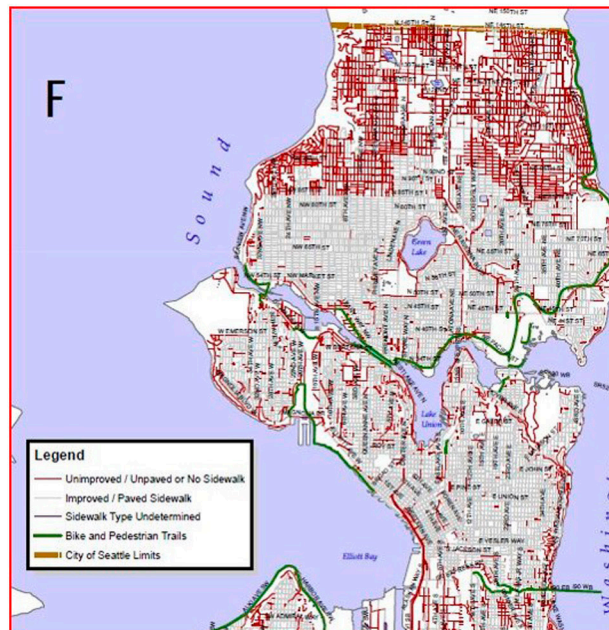
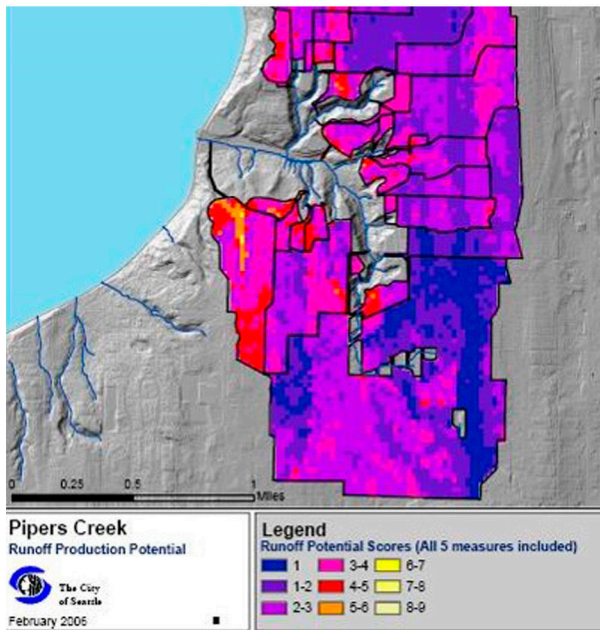
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12	Green Lake Park BirchTrees	Peter Steinbrueck Photography
13	Montage	Peter Steinbrueck Photography Chinatown Youth Dragon Dancers, Cabiri Dancers aerial performance at Green Lake, Seattle Center Fountain, City Hall Plaza
15	Aurora-Licton Springs Park	Licton Springs Habitat Restoration Phase II Pro Parks Project Information: <a href="http://www.seattle.gov/parks">www.seattle.gov/parks</a>
15	University District Farmers Market	Peter Steinbrueck Photography
16	Montage	Peter Steinbrueck Photography Chief Seattle Mural at Wilson Pacific by native artist Andrew Morrison, native blanket tapestry by Dale Chihuli, Museum of Glass
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42	Montage	Peter Steinbrueck Photography Chinatown Gate and King Street Station, Seattle Central Library, Capitol Hill Branch Library, Rainier Beach High School
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SEATTLE SUSTAINABLE NEIGHBORHOODS ASSESSMENT PROJECT

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111	DataHaven	<a href="http://www.ctdatahaven.org">www.ctdatahaven.org</a>
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Other links for the March 4, 2017 retreat session on future visioning:

Enrollment info –

- Housing - <http://www.seattleschools.org/cms/One.aspx?portalId=627&pageId=2934665>
- Projections - <http://www.seattleschools.org/cms/one.aspx?portalId=627&pageId=741840>
- Annual Reports - <http://www.seattleschools.org/cms/one.aspx?portalId=627&pageId=745564>
- Maps - <http://www.seattleschools.org/cms/one.aspx?portalId=627&pageId=665322>

Capital info –

- BEX IV projects - <https://bex.seattleschools.org/bex-iv>

City Housing info –

- Seattle Comprehensive Plan - <http://www.seattle.gov/dpd/cityplanning/completeprojectslist/comprehensiveplan/whatwhy/>



# Seattle Public Schools



Photos by Susie Fitzhugh

## Legal Boot Camp

**Board Retreat  
March 4, 2017**

# Today's Agenda

## 1) Quick Refresher

- Open Public Meetings
- Public Records
- Ethics Policy
- Quiz!

## 2) Overview - Key Areas of Legal Liability

- Tort (Negligence/Personal Injury)
- Employment
- Special Education
- Title IX

# OPMA Refresher

- Open Public Meetings Act (OPMA), RCW 42.30
- May only take “action” at a public meeting
  - “Action” is broadly defined to include voting, etc. and even discussion if a quorum of Directors are involved
- Limited exception for Executive & Closed Sessions
- Applies to phone, voicemail messages, social media, email, and text
- **Be wary of email exchanges!**
  - Email discussion between two directors that is cc’d or forwarded to two other Directors later may be a violation. *See, Wood v. Battle Ground School Dist.*, 107 Wn.App. 550, 565 (2001)



# OPMA Refresher (cont'd)

## Guidelines:

- 1) Avoid meeting/discussions involving four or more Directors outside of public meetings
- 2) Sending email to a quorum or more of the Board is okay when it is sent for informational purposes only and does not solicit a group reply
- 3) Include “DO NOT REPLY ALL” in the subject line of every email you send to a quorum or more of the Board
- 4) An email discussion between Directors should not be forwarded to or include additional Directors such that four or more Directors receive the email discussion

# Public Records Act Refresher

- Public Records Act, RCW 42.56
  - Most District records are disclosable to the public
  - Exceptions are limited – attorney/client, student info, etc.
- Liability (\$\$)
- Texting
  - **DON'T use texts for substantive District business**

# Ethics Policy Refresher

- State Law, RCW 42.23, and District Policy 5251
- Key Areas to Watch for:
  - Gifts
  - Misuse of Position for Private Gain
  - Conflict of Interest
  - Confidentiality
  - Retaliation
- Ask General Counsel or Ethics Officer!

# Ethics Policy Refresher-Conflict of Interest

- Addresses both *actual* conflicts and *appearance* of conflict
- Cannot participate in an action (Board discussion and vote) if any of the following have a financial interest:
  - You
  - A relative
  - Outside employer
  - Organization where you are an officer, board member, etc.
- **Must recuse self from participating in discussion and abstain from voting**

# Ethics Policy Refresher-Conflict of Interest

## (cont'd)

- Non-financial/Appearance of Conflict (Board Policy only)
- Watch for any circumstances where a reasonable person would question your impartiality. Could it look funny?
- Remedy:
  - Disclosure of the issue in writing - can then elect to participate and vote
- Ask for guidance from General Counsel or Ethics Officer!

# Confidentiality

- State law (RCW 42.23.070) and Ethics Policy prohibit disclosing confidential information to outside parties
  - What is confidential? Any information not currently subject to public disclosure
  - Information from Executive Sessions, certain personnel information, and attorney-client privileged information, etc.

# Quick Basics Quiz

- 1) You are included in an email with two other Directors regarding their policy positions on an upcoming agenda item for a Board meeting. You know that another Director, who is not on the original email, is very concerned about the topic. Is it okay for you to forward the email to her?
  - a) Yes, transparency requires you to share it with interested Directors.
  - b) No, that would include a quorum in an inappropriate discussion outside of a public meeting.
  - c) Yes, so long as you include “Do Not Reply All” in the subject line.

## Quick Basics Quiz (cont'd)

- 2) You are emailing with another Director and the Superintendent about your concerns regarding a controversial amendment to the student assignment plan. You know that the issue is very contentious (although not involving legal issues) and because of this, you cc the general counsel on your email and add Attorney-Client Privilege to the subject line. Is your email subject to public disclosure?
- a) No, any email that includes your legal counsel is confidential.
  - b) No, most email does not have to be disclosed.
  - c) Yes, only emails regarding legal advice are protected by attorney-client privilege.



## Quick Basics Quiz (cont'd)

- 3) In reference to the previous fact pattern, would it be appropriate for you to instead text the Superintendent and another Director about your concerns over the student assignment plan amendment?
- a) Yes, because texting is a handy way of communicating.
  - b) No, texting about substantive District business should be avoided in light of record retention and public disclosure concerns.

## Quick Basics Quiz (cont'd)

- 4) Your brother is an SPS teacher and member of SEA. The new SEA collective bargaining agreement (CBA) comes before the Board for approval. Can you participate in the discussion and approval of this contract?
- a) Yes, so long as you do not share a bank account with your brother.
  - b) Yes, the financial interest of a brother does not fall under the Ethics Policy.
  - c) No, you must recuse yourself from participating and abstain from voting for a contract (including a CBA) in which a family member, including a brother, has an interest.

# Legal Liability Overview

## Key Areas of District Legal Liability:

- Tort (e.g., negligence/personal injury)
- Employment
- Special Education
- Title IX

# Tort Liability

A private or civil wrong or injury, other than breach of contract, for which the court will provide a remedy in the form of an action for damages.

- Intentional Torts
- Negligence

# Negligence - Elements

- Duty

“Washington courts have long recognized that school districts have ‘an enhanced and solemn duty’ of reasonable care to protect their students.” Duty to exercise such care as an ordinarily responsible and prudent person would exercise under the same or similar circumstances. *N.L. v. Bethel School District*, 186 Wn.2d 422 (2016).

- Breach

- Cause

- Harm

# Employment Liability

- Employment Terminations (statutory hearings; arbitrations)
- Discrimination (race, gender, age, religion)
- Disability Discrimination (ADA or WLAD)
- FMLA; Washington FLA
- Worker's Compensation

# Employment Actions

- Hiring authority
- Classified employees
- Certificated employees
  - Non-renewal of provisional employees
  - Non-renewal of non-provisional employees
  - Discharge for sufficient cause
  - Transfer of certificated administrator to subordinate certificated position

# Special Education Liability

## Legal Framework:

- Three overlapping federal laws can create liability for failure to comply with laws protecting students with disabilities:
  - *Individuals with Disabilities Education Act of 2004 (IDEA)*
  - *Section 504 of the Rehabilitation Act of 1973 (Section 504)*
  - *Americans with Disabilities Act (ADA) (includes Title II)*



# Key Differences

- **IDEA:** An education act that ensures all children with disabilities have access to a free and appropriate public education (FAPE) through specially designed curriculum (IEP) and related services.
- **Section 504:** A civil rights law that prohibits discrimination on the basis of disability in programs that receive federal assistance. Section 504 guarantees that students with disabilities have the ability to access a FAPE. Typically, this includes related aids and services that a student needs in order to participate in and benefit from the District's education program.
- **Title II:** A civil rights law that prohibits discrimination on the basis of disability and ensures reasonable accommodations for students with disabilities.

# Remedies that May be Available

- **Compensatory Education:** A remedy designed to provide the educational benefits that likely would have accrued should the student received the services mandated in the student's IEP or 504 (e.g., student denied SLP services would be owed compensatory education)
- **Reimbursement:** When parents pay for services for their student (e.g., private placement, private evaluation, OT), reimbursement may be ordered if services were needed due to a lack of a FAPE by the District
- **Injunctive or Declaratory Relief:** Orders for future conduct, such as providing an independent evaluation, ordering a specific placement, holding an IEP meeting, or revising a District policy or practice
- **Attorney's Fees and Costs:** Family's legal fees can be awarded to prevailing families
- **Compensatory Damages:** Money for personal injury is NOT available under the IDEA, but may sometimes be available under 504 and the ADA

# IDEA

- There are four statutory options under the IDEA to raise concerns about the identification, evaluation, placement, and provision of a FAPE to a student:
  - **Mediation (Sound Options)**
  - **Citizen complaint**
  - **Due process**
  - **Civil lawsuit (must first exhaust administrative remedies through due process hearing)**

# IDEA (cont'd)

	Process	Decision-maker	Potential Remedies
<b>Mediation</b>	Voluntary process with a neutral mediator.	Parties	Whatever is agreed upon by District and family
<b>Citizen Complaint</b>	Investigation by OSPI, based largely on District's own investigation and information provided by complainant  Must be filed within 1 year of alleged violation(s)	OSPI	Student specific: compensatory education, reimbursement, or other corrective actions (i.e. prospective IEP revisions or services, evaluation)  District specific: revision of policies and procedures, trainings
<b>Due Process</b>	Hearing before administrative law judge (ALJ)  Must be filed within 2 years of alleged violation(s)	ALJ	Compensatory education Reimbursement Injunctive or Declaratory Relief (such as prospective placement) Attorney's fees
<b>Civil Lawsuit</b>	Civil lawsuit before federal judge  Can only be brought after first using due process procedures	Judge	Compensatory education Reimbursement Injunctive or Declaratory Relief (such as prospective placement) Attorney's fees

# Title IX Liability

- Title IX prohibits sex discrimination in educational institutions that receive federal funding
- Title IX covers sexual harassment and sexual violence
- Under Title IX, schools are legally required to respond to and remedy hostile educational environments

# Title IX Liability (cont'd)

There are three avenues under Title IX to raise concerns about discrimination:

- **Superintendent Procedure 3208SP (Sexual Harassment)**
- **OCR Complaint**
- **Civil Lawsuit**

# Title IX Liability (cont'd)

	Process	Decision-maker	Potential Remedies
<b>3208SP</b>	Internal investigation, findings, and appeal process	Deputy Superintendent  Title IX Coordinator	Corrective measures deemed necessary to protect complainant from sexual harassment, ensure safety at school, and address the effects of harassment (e.g. counseling)
<b>OCR Complaint</b>	Investigation by OCR	OCR will make findings, and if a violation is found, will propose a Resolution Agreement	Student specific: reimbursement (e.g. counseling) or other corrective actions (prospective counseling)  District specific: revision of policies and procedures, trainings
<b>Civil Lawsuit</b>	Civil lawsuit before federal judge	Judge	Reimbursement Injunctive or Declaratory Relief Attorney's fees Compensatory damages (in limited situations)

# Future Legal Topics?

- More depth on ethics policy, OPMA, Board governance issues
- Claims process and insurance
- Litigation process
- Risk management
- Your ideas?



# **School Law Basics**

# The Basics of School Law

A Guide for  
School Directors



Washington State  
School Directors' Association

ANNOTATED REVISED CODE OF  
WASHINGTON

TITLES  
27 to 28D

Education

2008

6

# The Basics of School Law

## A Guide for School Directors

Washington State School Directors' Association

Policy and Legal Services

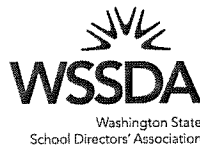
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*Revised November 2010*



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## INTRODUCTION

This guide is intended to give individual school board directors an introduction to some of the legal issues they may encounter in their board service.

The law is constantly changing. Indeed, nearly every day a state or federal court somewhere in the United States may decide a legal question about schools and that decision may have a profound impact on school districts everywhere. In addition, school districts are highly regulated by the state legislature, regulatory agencies and, to some extent, by Congress. There are laws regulating how to conduct board meetings; when to elect board officers; and when to form director districts and fill vacant board positions. The legislature gives taxing powers to the district, but closely regulates how funds may be used. There are laws on textbook adoption, required curriculum, basic education minimums, graduation requirements and student health. There are laws regarding emergency drills and saluting the flag. Laws govern how districts acquire property, manage it and dispose of it.

Laws establish a duty for the district to bargain with recognized employee groups; set wage rates; hire and fire a superintendent; provide in-service training; protect “whistle blowers” rights; act without discrimination; and accommodate the special needs of students, employees and patrons.

Finally, school directors are responsible for the quality of education provided by the district, accountable for the financial health of the district and the morale of the employees, and the educational opportunity provided to students no matter what their ability and potential without regard to their race, creed, color, sex, national origin, physical or mental disability.

The laws governing districts are of three kinds: statutes, regulations and court decisions. Statutes are passed by the legislature and signed

into law by the governor. They are collected together and published as the Revised Code of Washington (RCW). Every time the legislature meets, of course, it adopts new statutes and may amend or repeal old ones. Consequently, the laws governing districts are likely to change. Once statutes become law with the governor's signature, they often require certain state agencies to write regulations to implement them. These regulations are then gathered together and published as the Washington Administrative Code (WAC). Regulations of the Office of the Superintendent of Public Instruction are found at Chapter 392 WAC, and those of the State Board of Education are found at Chapter 180 WAC.

In the United States there are two court systems: state and federal. Both have trial courts where the matter is first tried and a decision rendered. If suit is filed in the state court system, it is filed first in the Superior Court for the applicable county. If an appeal is taken, it goes to the state Court of Appeals. Appeal may be taken from that court to the Washington State Supreme Court. In a proper case, an appeal may then go directly to the United States Supreme Court. That is when it ends.

If suit is filed originally in the federal court system — as sometimes happens — it is filed in the United States District Court, the basic trial court of the federal system. If an appeal is taken, it goes to the Ninth U.S. Circuit Court of Appeals. From there an appeal may be taken to the United States Supreme Court.

These materials are not intended to answer every question, even in the subject matter areas they cover. They are merely intended to alert you to the legal issues that you will encounter and where you need to obtain competent legal advice from the school district's attorney. Generally, each district will have an established, ongoing relationship with one or more attorneys. Individual board members do not ordinarily deal directly with the attorney, but rather work through the superintendent. The attorney represents the board, acting as a board, though, in case of a conflict between board and superintendent, the

school director should consult the attorney directly. For personal legal concerns, especially those that might put a school director in conflict with the school district, the director should retain his or her own attorney.



## **LEGAL REQUIREMENTS FOR SCHOOL BOARD MEETINGS**

### **When do you need to hold regular board meetings?**

Your board must hold a regular meeting at least monthly. (RCW 28A.343.380) The day, time and place of the meeting, must be set by board resolution or by policy. If a regular meeting falls on a holiday, the meeting must be held on the next business day. This should be stated in your policy setting the time of the regular meeting.

### **Where may board meetings be held?**

Districts must hold all regular meetings within the district boundaries. (RCW 28A.330.070) Special meetings may be held anywhere, provided the notice requirements are met.

### **What kind of minutes are required?**

Minutes of all regular and special meetings are required to be recorded promptly (RCW 42.32.030). Executive sessions only require notice that the board held the session by noting the general purpose. The minutes should not reflect any details of the executive session. As public records, the minutes of an executive session could not be held confidential, defeating the purpose of holding an executive session. Board minutes, once approved, become the official record of board action and are open to public inspection and copying. Accurate recording of board action is important because the minutes may become evidence in legal proceedings.

### **Open Public Meetings Act**

The Open Public Meetings Act (OPMA) requires that almost all school board meetings must be open to the public. (Ch. 42.30 RCW) The intent of the law could hardly be made any clearer:



The people of this state do not yield their sovereignty to the agencies which serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is not good for them to know. The people insist on remaining informed so that they may retain control over the instruments they have created.

RCW 42.30.010

#### **Statutory definitions of terms**

The definitions in the OPMA are written in such a way as to assure that the legislative intent will be satisfied. Thus:

- “Public agency” means ... any school district ...
- “Governing body” means the multimember board ... or other policy or rulemaking body of a public agency ... or any committee thereof ...
- “Action” means the transaction of the official business of a public agency by a governing body including but not limited to receipt of public testimony, deliberations, discussions, considerations, reviews, evaluations, and final actions. “Final action” means a collective positive or negative decision, or an actual vote by a majority of the members of a governing body when sitting as a body or entity, upon a motion, proposal, resolution, order, or ordinance.
- “Meeting” means meetings at which action is taken.

RCW 42.30.020

If the board forms any committee which acts on behalf of the board, conducts hearings or takes testimony or public comment, all meetings of that committee are subject to the same requirements as special board meetings.

A majority of the board may travel together or gather for purposes other than a regular or special meeting as long as they do not discuss any official business nor take any action on official matters. (RCW 42.30.070). This allows board members to travel together to the WSSDA Annual Conference, county or regional director meetings or other such gatherings.

### **Regular meetings and special meetings**

Regular meetings are those held at the same time and place and on the same day(s) each month as set by board resolution or policy. (RCW 42.30.075) (Example: 1st and 3rd Monday of each month, 7:30 p.m., at the district office.) Any other meeting is a special meeting. (RCW 42.30.080) Regular meetings require no notice other than the board policy, and the board may consider any official business and take action on any matter.

Special meetings require 24-hour written notice to each member of the board and to any news media that have filed a request to receive such notices. A special meeting notice must contain the time and place of the meeting and the business to be conducted. This notice must be delivered personally or by mail, fax or electronic mail at least 24 hours before the time specified for the meeting. Final action may be taken only on matters specified in the notice. Any action taken at a meeting for which proper notice was not given is null and void.

Exception: A special meeting may be called without notice to consider and act in “an emergency involving injury or damage to persons or property or the likelihood of such injury or damage, when time requirements of such notice would make notice impractical and increase likelihood of such injury or damage.” The courts have interpreted this exception very narrowly.

In order to dispense with the notice required by RCW 42.30.080, therefore, an emergency must exist which involves or threatens physical damage. The circumstances must be unexpected and must call so

urgently for action that even the 1-day delay the notice entails would substantially increase a likelihood of such injuries.

*Mead School Dist. v. Mead Education*, 85 Wn.2d 140 at 145 (1975)

In this case, the Court went on to hold that, since no emergency existed, the action was taken at a meeting held without the required notice being given, and was “null and void.” (RCW 42.30.060)

### **What does the law say about handling disturbances?**

According to RCW 42.30.050, if a meeting is interrupted by a patron or group of patrons to the point that orderly conduct of the meeting is not possible, members of the board may:

- Order the interrupter(s) to remove themselves from the meeting room, or;
- Order the room cleared, except for members of news media which are not involved in the disturbance and continue in session, or;
- Adjourn and reconvene at a place selected by a majority vote, again admitting members of the news media who were not involved in the disturbance.

If the public is excluded from the meeting, final action can be taken only on those items appearing on the agenda.

### **Exceptions to OPMA – Private Meetings**

The Open Public Meetings Act provides that it simply does not apply to certain meetings. Consequently, these meetings need not be held in public or with public notice:

- Holding a quasi-judicial hearing to decide a matter “between named parties as distinguished from a matter having general effect on the public ...” (RCW 42.30.140)

- Establishing collective bargaining strategies or holding collective bargaining sessions, including contract negotiations, or grievance meetings (RCW 42.30.140)

### **Executive sessions**

The OPMA recognizes that certain subjects are better discussed in private if the public interest is to be served or if the rights of individuals are to be guarded. These subjects, therefore, may be discussed privately in executive session. (RCW 42.30.110) Before a board goes into executive session, the president or chairman must publicly announce the general purpose of the executive session and the time when the session is expected to end.

Those subjects, as they relate to school districts, are:

- To consider site selection or acquisition of real estate.
- To consider the minimum price to offer real estate for sale or lease.
- To review performance on public contracts.
- To receive and evaluate complaints or charges brought against a public officer or employee. \*
- To evaluate the qualifications of an applicant for public employment or to review the performance of a public employee. \*
- To evaluate the qualifications of a candidate for appointment to elective office (interviews must be conducted in public).
- To confer with legal counsel on matters relating to agency enforcement actions or litigation or potential litigation.

\* NOTE: There is no exception for “personnel matters.” This is a common misconception, and may result in a violation of the OPMA.

Final action on any matter deliberated in executive session must be taken in public. Matters discussed in executive session should be kept confidential. Any breach of the confidentiality of an executive session can have serious repercussions. Boards should limit who, besides board members, attends executive sessions. Often it is important for the superintendent to be present to provide information and insight into the issue under discussion, but on other occasions it may be inappropriate for the superintendent to attend. Any outside professionals and other administrative staff who have specific input to a matter under consideration can be asked to attend an executive session, but the attendance should not become too large. Staff members should be excused when their participation is no longer needed.

#### **Penalties**

Any board member who attends a meeting and knows that it is in violation of the Open Public Meetings Act can be held personally liable for a \$100.00 civil fine. Any person can bring legal action for violations of the OPMA and recover costs, including attorney's fees. The district may recover its costs if a frivolous case is brought against it. (But don't count on it.)



## POLICY ADOPTION AND THE LAW

### **Policies**

A major function of the board is to adopt policy governing all facets of school operations. Just as the legislature passes laws, school districts adopt policies. In doing so, they act “quasi-legislatively”-like a legislature. Policies are the written statements by which districts govern themselves. They provide binding guidance to directors, administrators, staff, students, parents and the public about how district programs should work.

The board adopts the policies and they include the legal requirements imposed on the district by federal and state laws and regulations and court decisions. Within that legal framework, the policies express the local philosophy and direction that district programs and services will take. Once adopted, local policies are as binding on the district, including the school board, as any other legal requirement. They can be changed, of course, but that must be done according to proper procedures.

Policies create continuity and consistency in the governance and administration of a school district. They also establish a legal record and a standard of conduct against which the district’s performance will be measured. Policies are a vital part of the bridge between the district’s philosophy and the everyday administration of programs.

### **Adoption requirements**

There are few statutory requirements limiting the way a school board adopts policy, although constitutional due process requires some public accountability. The Washington State School Directors’ Association’s Policy Service recommends a two-step “reading” process for policy adoption. A proposed policy is introduced to the board at a meeting, and preliminary discussion takes place. That is the first “reading.” Then, at a subsequent meeting, the board takes final action

on the policy. That is the second “reading.” Policy adoption, like any other board action, can only take place at properly held open public meetings. When appropriate, public hearings should be part of the policy adoption process, especially when the policy is of special public concern, and the public should have adequate notice that a particular policy is under consideration.

When necessary, a policy can be adopted at the first meeting it is on the agenda. This should be done rarely, and only when the best interest of the district requires expedient action.

Historically, school boards could only adopt policies or institute programs that were specifically authorized by state statute, or were within the implied powers granted to school districts by state law. In 1992, the legislature changed that restriction to allow school boards to adopt written policies not in conflict with other laws that will promote the education of kindergarten through twelfth grade public school students, or the effective, efficient or safe operation of the schools. (RCW 28A.320.015) That provision modified the policy adoption process.

When a school district is considering a policy that will improve education or the operation of the schools, but is not specifically authorized by state law, notice of the proposed policy must be given in any meeting notice required by the Open Public Meetings Act. The board must also provide an opportunity for public written and oral comment and an opportunity for the board to consider the comments that it receives before it acts.



## FINANCIAL CONFLICT OF INTEREST

Chapter 42.23 RCW, Code of Ethics for Municipal Officers, (the conflict of interest statute) bars local officials — school directors and superintendents — from most financial interests in school district business. Specifically:

No municipal officer shall be beneficially interested, directly or indirectly, in any contract which may be made by, through or under the supervision of such officer, in whole or in part, or which may be made for the benefit of his or her office, or accept, directly or indirectly, any compensation, gratuity or reward in connection with such contract from any other person beneficially interested therein.

RCW 42.23.030

### **Example:**

A school director or superintendent would have a beneficial interest in a spouse's employment contract by operation of the state's community property law. The law is less clear about other relationships. For example, consider a district superintendent who wishes to employ his adult daughter as a teacher. A conflict of interest does not arise simply by virtue of the parent-child relationship. Suppose further, however, that the daughter has agreed to rent an apartment from her father, but only if she is hired as a teacher. In the latter case, the father arguably has an indirect beneficial interest in the employment contract. Advice of legal counsel should always be obtained if there is any question whether a conflict may exist.

### **Exceptions:**

There are exceptions to the restrictions of the statute:

- A bank or other public financial depository may be selected by a school board despite a connection with a director or superintendent.



- A publication may be chosen to publish required legal notices, despite a connection to a school director or superintendent, if it is chosen by public bid, or does not charge rates higher than those prescribed by law or charged to members of the general public.
- A school director may be designated the clerk and/or purchasing agent of his or her school district.
- A second class school district (2,000 students or fewer) may hire a person otherwise barred from employment by this statute for unskilled day labor at wages not exceeding \$200 in any calendar month. For example, a minor child of a director could be hired to do yard work part-time in the summer, so long as the child did not earn more than \$200 per month.
- A director or superintendent can do business with a school district if the value of the business does not exceed \$1,500 in any calendar month. The contract must be publicly disclosed, and, if the interested party is a school director, he or she may not vote to authorize the contract.
- Persons otherwise excluded from employment under this statute may work as bus drivers in second class school districts, if they are paid on the same plan or under the same collective bargaining agreement as other bus drivers.
- In school districts with fewer than 200 FTE students, the spouse of a director or superintendent may be hired for employment. The spouse must be paid on the same plan or under the same collective bargaining agreement as similar district employees.
- In any school district, the spouse of a director or superintendent may be employed as a substitute teacher, if the district has a written policy, and the board has made a finding that there is a shortage of substitutes. The pay

must be consistent with compensation paid to other district substitutes.

- If a person is under contract with the school district at the time that his or her spouse becomes either a director or superintendent of the district, the person may remain employed by the district.

If a director's spouse is employed by the district, the director should refrain from participating in or attempting to influence any board action affecting that employment including: hiring, establishing compensation and fringe benefits, setting working conditions, conducting performance evaluations, considering or imposing discipline and termination. The director must disclose the interest, may not vote on the issue and the interest should be reflected in the board's minutes. The superintendent is required to maintain a log of any contract subject to this statute and should inform the board about each of those contracts annually and when a new board member takes office.

### **Remote Interests**

Remote interests are those where a municipal officer may have an interest in a contract that is so tenuous as not to amount to a conflict of interest. If a municipal officer has such a "remote interest," the interest must be disclosed to the board, and the officer may not "... influence or attempt to influence any other officer of the municipality ... to enter into the contract." RCW 42.23.040.

Remote interests are defined as:

- That of a non-salaried officer of a nonprofit corporation;
- That of an employee or agent of a contracting party where the compensation of such employee or agent consists entirely of fixed wages or salary;
- That of a landlord or tenant of a contracting party;

- That of a holder of less than one percent of the shares of a corporation or cooperative, which is a contracting party.

A director or superintendent with a remote interest in a transaction under consideration must disclose the interest to the board, the minutes should reflect the disclosure, and a director with a remote interest may not participate in discussion or vote on the transaction.

Any contract made or business done in violation of the terms of the conflict of interest statute is void, and the district cannot be made to pay for goods or services provided under such an agreement. A director or superintendent who violates the act is subject to the district for a \$500 fine, other penalties that may be provided by law, and the violation may be grounds for forfeiture of the office. RCW 42.23.050.



## PERSONNEL

Personnel matters are among the most common sources of legal challenges confronting school districts. Both state and federal laws regulate personnel actions by school districts. Collective bargaining agreements also influence personnel decisions. Most aspects of public school employment are codified in RCW 28A and other laws governing public employment. The various statutory schemes dealing with employment contain specific responsibilities for principals, the superintendent and the board. In this area, the role of the board is limited. Basically the board's role is to approve or disapprove hiring decisions, to set policies regarding employee evaluations and ensure that those policies are followed and to take action to terminate classified employees. As we will see, the law places the responsibility for non-renewal of certificated employees with the superintendent, not with the board. Employment issues are addressed in the education statutes. The next chapter addresses collective bargaining law. For any specific question be sure to consider general employment laws and collective bargaining issues.

### **General employment authority**

The general grant of authority for school boards to employ staff is located in RCW 28A.400.300 which provides that:

Every board of directors, unless otherwise specially provided by law, shall:

- (1) Employ for not more than one year, and for sufficient cause discharge all certificated and classified employees;

In practice, personnel are hired upon the recommendation of the administration and upon approval of the board of directors. Selection for a position should result from a careful screening process, including many interviews, verification of credentials and background checks.

### **Classified employees**

Classified employees are those employees whose duties do not require a teaching or other professional certificate. Their employment is governed by the general employment statute (RCW 28A.400.300) referred to above. These employees are employed “for not more than one year,” and may be discharged during the term of their employment for “sufficient cause.” Classified employees have a property interest in their employment during the term of employment. Unlike certificated employees, the law does not provide for a specific hearing process as a prerequisite to discharge. We must look to court decisions for guidance in this regard.

If an employee has a property interest in continued employment, the employee is entitled to due process before the interest can be adversely affected. In *Cleveland Bd. of Education v. Loudermill*, the United States Supreme Court held that if a property interest was involved, a hearing must be held before the employee is discharged. A formal evidentiary hearing is not required. The informal “hearing” should be considered, at a minimum, as “an initial check against mistaken decisions essentially, a determination of whether there are reasonable grounds to believe that the charges against the employee are true and support the proposed action.” *Danielson v. Seattle*, 108 Wn.2d 788 (1987).

If a collective bargaining agreement does not cover the classified employee, or the collective bargaining agreement does not end in binding arbitration, the employee may contest his or her discharge by filing a lawsuit within thirty days of the discharge. The employee is entitled to a trial before a jury on the discharge.

### **Contracts-certificated personnel**

Certificated staff is employed under a contract for a term of not more than one year. However, a certificated employee is, by law, conclusively presumed to have been re-employed for the next contract term un-

less the employee receives notice of probable cause not to renew the contract for the next year. The determination of probable cause not to renew the contract must be made by the superintendent. The notice must be served upon the employee on or before May 15 preceding the new contract year or the contract will automatically continue. However, if the legislature has not adopted its budget, the district has until June 1 to provide the employee notice. (RCW 28A.405.210)

### **Non-renewal of certificated contracts**

Washington law provides for two similar but distinct methods to terminate the employment of a certificated employee. As discussed above, certificated employees are presumed to be re-employed under the same terms and conditions, unless timely notice of probable cause is received. Non-renewal of contracts typically occurs because of the need to reduce staff or because of unsatisfactory performance. Unsatisfactory performance must be determined under evaluation criteria and procedures specified by statute. (RCW 28A.405.100) After the employee's performance has been determined to be unsatisfactory, the employee must be placed on probation. If, at the conclusion of the probationary period, the employee's performance is still deemed to be unsatisfactory, then the superintendent may issue the notice of probable cause not to renew the contract.

### **Discharge of certificated employees**

Certificated employees may be discharged for sufficient cause at any time during the term of the employment contract. "Sufficient cause" has been held to be conduct which is not a "remedial teaching deficiency," and either materially and substantially affects his or her performance or lacks any positive aspect or legitimate professional purpose.

The law requires that the superintendent make the determination of probable cause for discharge of certificated employees. (RCW 28A.405.300) The notice of probable cause must specify the causes

for discharge. The district must be prepared to prove its case by a preponderance (majority) of the evidence.

### **Right to appeal**

A certificated employee receiving either a notice of non-renewal or a discharge, may appeal the superintendent's determination. The appeal is by means of a hearing held before an independent hearing officer. At the hearing, the district has the burden of proof. The district must also pay all fees and costs of the hearing officer.

The board of directors is not included at any stage of the process. The law specifically states that the superintendent shall make the determination of probable cause. The final determination that an employee's contract shall not be renewed, or that the employee be discharged, is made by the statutory hearing officer.

### **Miscellaneous provisions**

#### **Provisional employees.**

A certificated employee in the first three years of employment with a school district is considered a "provisional employee." Provisional employees must be observed once, for at least thirty minutes, during the first ninety calendar days of their employment period. A provisional employee whose performance is determined to be unsatisfactory need not be placed on probation before being given notice of probable cause to non-renew his or her employment contract, unless that right has been included in the collective bargaining agreement.

A provisional employee's appeal rights are limited to meeting with the superintendent to attempt to convince him or her to reinstate the employee. If the superintendent does not reinstate the employee, the superintendent must prepare a written recommendation to the board of directors for consideration at its next regular meeting. The employee may submit to the board written documentation in support of reinstatement. The board then notifies the employee in writing of its decision.

**Transfer of an administrator to “subordinate certificated position.”**

Specific provisions exist for the transfer of administrators to subordinate positions. Administrators are defined as “assistant superintendent, director, principal, assistant principal, coordinator,” or “any other supervisory or administrative position.” The superintendent may make a determination that a transfer is in the district’s best interest, and notify the administrator of the transfer in writing by May 15. Appeal is limited to an informal meeting with the board.





## **SCHOOL DISTRICTS AND COLLECTIVE BARGAINING**

Since 1935, the relations between private employers and labor unions in the United States have been regulated by federal legislation. That legislation has never applied to the state governments, which were left free to develop their own methods of regulating public employment. In 1975, the Washington state legislature adopted its own comprehensive labor legislation governing the rights of public employers and employee unions. The Public Employment Relations Commission (PERC) administers that legislation.

Labor law is a field of very wide scope and complexity. Its historical roots go back to colonial times and it is a subject upon which reasonable people hold sharply conflicting views and deeply felt convictions. No attempt can be made here to describe all of the facets of labor relations, nor all of the complexities of labor law. It must suffice to merely draw an outline and add a caution: no single school board member can act alone with respect to the district's labor relations. To do so will almost surely result in the violation of some legal restriction and can jeopardize labor peace in the district for years to come.

### **Definition of terms**

Some terms are widely used in labor relations and their meanings are as follows:

#### **1. Arbitration**

A quasi-judicial method of resolving labor disputes. The arbitrator gives the parties a definite decision, resolving the dispute. Often in labor relations, the arbitrators are a panel of three: one arbiter represents management, one represents the union, and the third is a professional arbiter beholden to neither labor nor management. The panel's decision is by majority rule. Many collective bargaining agreements provide

for binding arbitration as the method of resolving employee grievances.

2. Bargaining representative

Any lawful organization which has as one of its primary purposes the representation of employees in their employment relations with employers.

3. Bargaining unit

The group of employees represented by the bargaining representative.

4. Collective bargaining

The performance of the mutual obligations of the public employer and the bargaining representative to meet at reasonable times and to confer and negotiate in good faith in an effort to reach agreement with respect to the wages, hours and terms and conditions of employment. Collective bargaining results in a collective bargaining agreement, which is a contract between the bargaining unit and employer and is binding on the members of the bargaining unit. The collective bargaining agreement is part of the "law" of the district and may create additional rights for employees and responsibilities for the district.

5. Educational employees

Certificated employees (teachers) of a school district, except: the district's chief executive officer, chief administrative officers (including principals and assistant principals), confidential employees participating or assisting the employer in labor relations policy and employees with supervisory authority over other employees.

6. Grievance

Complaint by a member of the bargaining unit or the bargaining representative that the collective bargaining

agreement, or the employee's rights under the agreement, has been violated. The grievance is resolved through a procedure in the collective bargaining agreement called the grievance procedure, often culminating in arbitration.

#### 7. Mediation

A structural, orderly process of conflict resolution in which the disputants meet with a neutral third party, the mediator, who helps the parties themselves to generate a mutually-acceptable solution to their problem. The mediator is an impartial person who suggests ways of resolving a dispute but, unlike an arbitrator, cannot impose a settlement on the parties. Mediation often is a substitute for arbitration and litigation.

#### **Organization of bargaining units**

The process by which employers and representatives of their employees meet and negotiate in good faith about wages, hours and the terms and conditions of employment is called "collective bargaining." The employees are free to choose their own representatives without interference by the employer. There are some legal restrictions on the formation of those bargaining units and who can be in them. For instance, certificated and classified employees may not be in the same bargaining unit. All non-supervisory certificated employees — mainly teachers — must be in one bargaining unit. While the superintendent, assistant superintendents and other administrative staff, including principals and assistant principals, may be certificated, they may not belong to the teachers' bargaining unit. Supervisors also may not be members of the unit for the same reason. Also, "confidential employees" who assist in developing and administering the district's labor relations policy are excluded. A good example of a confidential employee would be the superintendent's secretary or executive assistant.

### **Unfair Labor Practices (ULPs)**

Because of the long history of strife in American labor relations, both federal and state labor laws prohibit certain practices by both employers and unions. These are known as unfair labor practices (ULPs).

#### **Employer ULPs**

It is an unfair labor practice for an employer to do any of the following:

- Interfere, restrain or coerce employees in the exercise of their collective bargaining rights.
- Control, dominate or interfere with a bargaining representative.
- Discourage or encourage membership in an employee organization.
- Refuse to engage in collective bargaining.

#### **Union ULPs**

It is an unfair labor practice for the union to do any of the following:

- Interfere, restrain or coerce employees in the exercise of their collective bargaining rights.
- Induce an employer to commit an ULP.
- Discriminate against an employee who has filed an ULP.
- Refuse to engage in collective bargaining.

PERC has the authority to investigate, prevent and issue remedial orders to stop ULPs. School directors should take special note of employer ULPs, since an individual director's off-hand inappropriate comment about collective bargaining to an employee can be construed as an ULP.

**The School Director's Role**

The superintendent, a staff member or a district team (staff and attorney) represents the district in the bargaining process. The board's role is to set the district's bargaining parameters for the negotiations. Throughout the negotiation process, the individual or team bargaining on behalf of the district keeps the board informed of the status of negotiations and any issues that arise. When negotiations are completed, the contract proposal will be presented to the board and union for final approval.



## STUDENT RIGHTS AND RESPONSIBILITIES

Issues regarding the rights and responsibilities of students have received a great deal of attention in the wake of the school shootings. Public schools must walk a fine — and at times uncertain — line between protecting the rights of students, and placing appropriate restrictions on their behavior, in order to provide a safe environment. Many of the situations facing school boards involve complex questions of constitutional law, which are beyond the scope of this presentation. The purpose of this monograph is to discuss the general contours of the subject.

Chapter 392-400 WAC sets forth the basic structure of student rights and responsibilities. This chapter of the code was first written in the late 1970's, and reflects the generally liberal approach to student discipline of that time. Student rights are enumerated as follows:

### **Student rights**

In addition to other rights established by law, each student served by or on behalf of a common school district shall possess the following substantive rights, and no school district shall limit these rights except for good and sufficient cause:

1. No student shall be unlawfully denied an equal educational opportunity or be unlawfully discriminated against because of national origin, race, religion, economic status, sex, pregnancy, marital status, previous arrest, previous incarceration, or a physical, mental or sensory handicap.
2. All students possess the constitutional right to freedom of speech and press, the constitutional right to peaceably assemble and to petition the government and its representatives for a redress of grievances, the constitutional right to the free exercise of religion and to have their schools free from sectarian control or influence, subject to reasonable

limitations upon the time, place, and manner of exercising such right.

3. All students possess the constitutional right to be secure in their persons, papers, and effects against unreasonable searches and seizures.
4. All students shall have the right to be free from unlawful interference in their pursuit of an education while in the custody of a common school district.
5. No student shall be deprived of the right to an equal educational opportunity in whole or in part by a school district without due process of law.

The foregoing enumeration of rights shall not be construed to deny or disparage other rights set forth in the constitution and the laws of the state of Washington or the rights retained by the people.

WAC 392-400-215

#### **Student responsibilities and duties**

...it shall be the responsibility and duty of each student to pursue his/her course of studies, comply with written rules of a common school district which are adopted pursuant to and in compliance with WAC 392-400-225 and RCW 28A.600.010, and submit to reasonable corrective action or punishment imposed by a school district and its agents for violation(s) of such rules.

WAC 392-400-210

Most sanctions imposed for violations of school regulations involve the exclusion of the student from school, and/or school activities. Definitions are provided for the various degrees of sanction.

### **Superintendent of Public Instruction definitions**

1. "Discipline" shall mean all forms of corrective action or punishment other than suspension and expulsion and shall include the exclusion of a student from a class by a teacher or administrator for a period of time not exceeding the balance of the immediate class period: Provided, That the student is in the custody of a school district employee for the balance of such period. Discipline shall also mean the exclusion of a student from any other type of activity conducted by or in behalf of a school district.
2. "Suspension" shall mean a denial of attendance (other than for the balance of the immediate class period for "discipline" purposes) at any single subject or class, or at any full schedule of subjects or classes for a stated period of time. A suspension also may include a denial of admission to or entry upon real and personal property that is owned, leased, rented, or controlled by the school district.
3. "Short-term suspension" shall mean a suspension for any portion of a calendar day up to and not exceeding ten consecutive school days.
4. "Long-term suspension" shall mean a suspension which exceeds a "short-term suspension" as defined in subsection (3) of this section.
5. "Expulsion" shall mean a denial of attendance at any single subject or class or at any full schedule of subjects or classes for an indefinite period of time. An expulsion also may include a denial of admission to or entry upon real and personal property that is owned, leased, rented, or controlled by the school district.

WAC 392-400-205



### **Special education students**

The provision of services to disabled students is very complex. In short, a disabled student may not be disciplined for conduct that is a manifestation of the disability. Even if a special education student is properly suspended, the district must provide educational services. There are processes that can lead to emergency action against a very dangerous special education student. The rules regarding discipline for special education students may be found at WAC 392-172A-05140 through -05175.

### **The School Director's Role**

The role of the school board is two-fold. First, the board sets, by policy, the expectations for student behavior. Second, the board may act as an appellate board to review the actions of the administration regarding discipline, suspension and expulsions.

The appeal process for both "discipline" and "short term suspensions" consists of an informal grievance procedure, which culminates with the right to present a verbal or written grievance to the board or appeals council at the "next regular meeting."

The appeal process for "long term suspensions" and expulsions is more involved, because both sanctions entail a more serious disruption of the student's education. In these cases, a hearing officer, or designee, conducts a very formal hearing. The student has the right to be represented by legal counsel, and the right to cross-examine witnesses. The hearing officer, or designee, must prepare a written decision setting forth findings of facts, conclusions, and the corrective action or punishment to be imposed. Upon appeal to the board, it may either make its decision on the record of the case, or hear the case de novo, rehearing the witnesses and reviewing the evidence. The rules also allow boards to create a disciplinary appeals council to hear appeals instead of the school board.

### **School searches, including locker searches**

Schools have broad, but not unlimited, authority to conduct searches of students and their belongings. Unlike law enforcement agents, school officials do not require probable cause and a warrant to conduct a search. Reasonable suspicion that the search will yield evidence of violation of the law or school rule is sufficient. In addition, the search must be reasonable in its inception and its scope. The standards for a proper search are set forth at RCW 28A.600.230, which prohibits strip searches or body cavity searches. Searches are mandatory if there are reasonable grounds to suspect the student possess a firearm.

As a general rule, individualized suspicion is required for a search of a student or the student's belongings. *Kuehn v. Renton School District*, 103 Wn.2d 594 (1985). The legislature has carved out a statutory exception to this rule, as to locker searches. RCW 28A.600.220 states that no expectation of privacy exists as to the use of any locker, and that the locker shall be subject to search for illegal drugs, weapons and contraband, at any time. RCW 28A.600.210 through .240.

### **Weapons in the schools**

With certain exceptions, a student who has carried onto, or has possessed a firearm on, school premises, school provided transportation or facilities being used exclusively for school purposes shall be expelled for at least one year. (RCW 28A.600.420)

### **Gang membership**

A student who is a member of a gang, and knowingly engages in gang activity on school premises, may be suspended or expelled. (RCW 28A.600.455)



## STATUTES ADDRESSING THE AUTHORITY OF SCHOOL DIRECTORS

The following statutes relate to the authority of school directors' duties:

### **RCW 28A.320.015**

#### **School boards of directors — Powers — Notice of adoption of policy.**

- (1) The board of directors of each school district may exercise the following:
  - (a) The broad discretionary power to determine and adopt written policies not in conflict with other law that provide for the development and implementation of programs, activities, services, or practices that the board determines will:
    - (i) Promote the education and daily physical activity of kindergarten through twelfth grade students in the public schools; or
    - (ii) Promote the effective, efficient, or safe management and operation of the school district;
  - (b) Such powers as are expressly authorized by law; and
  - (c) Such powers as are necessarily or fairly implied in the powers expressly authorized by law.
- (2) Before adopting a policy under subsection (1)(a) of this section, the school district board of directors shall comply with the notice requirements of the open public meetings act, chapter 42.30 RCW, and shall in addition include in that notice a statement that sets forth or reasonably describes the proposed policy. The board of directors shall provide a reasonable opportunity for public written and oral comment and consideration of the comment by the board of directors.

**Chapter 28A.330 RCW**

**PROVISIONS APPLICABLE TO FIRST-CLASS DISTRICTS**

**28A.330.010**

**Board president, vice president or president pro tempore — Secretary.**

At the first meeting of the members of the board they shall elect a president and vice president from among their number who shall serve for a term of one year or until their successors are elected. In the event of the temporary absence or disability of both the president and vice president, the board of directors may elect a president pro tempore who shall discharge all the duties of president during such temporary absence or disability.

The superintendent of such school district shall act as secretary to the board in accordance with the provisions of RCW 28A.400.030.

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**28A.330.020**

**Certain board elections, manner and vote required — Selection of personnel, manner.**

The election of the officers of the board of directors or to fill any vacancy as provided in \*RCW 28A.315.530, and the selection of the school district superintendent shall be by oral call of the roll of all the members, and no person shall be declared elected or selected unless he or she receives a majority vote of all the members of the board. Selection of other certificated and classified personnel shall be made in such manner as the board shall determine.

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**28A.330.030**

**Duties of president.**

It shall be the duty of the president to preside at all meetings of the board, and to perform such other duties as the board may prescribe.

**28A.330.040**

**Duties of vice president.**

It shall be the duty of the vice president to perform all the duties of president in case of the president's absence or disability.

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**28A.330.050**

**Duties of superintendent as secretary of the board.**

In addition to the duties as prescribed in RCW 28A.400.030, the school district superintendent, as secretary of the board, may be authorized by the board to act as business manager, purchasing agent, and/or superintendent of buildings and janitors, and charged with the special care of school buildings and other property of the district, and he or she shall perform other duties as the board may direct.

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**28A.330.060**

**Superintendent's bond and oath.**

Before entering upon the discharge of the superintendent's duties, the superintendent as secretary of the board shall give bond in such sum as the board of directors may fix from time to time, but for not less than five thousand dollars, with good and sufficient sureties, and shall take and subscribe an oath or affirmation before a proper officer, that he or she will support the Constitution of the United States and of the state of Washington and faithfully perform the duties of the office, a copy of which oath or affirmation shall be filed with the educational service district superintendent.

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**28A.330.070**

**Office of board — Records available for public inspection.**

The board of directors shall maintain an office where all records, vouchers and other important papers belonging to the board may be

preserved. Such records, vouchers, and other important papers at all reasonable times shall be available for public inspection. The regular meetings shall be held within the district boundaries.

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**28A.330.080**

**Payment of claims — Signing of warrants.**

Moneys of such school districts shall be paid out only upon orders for warrants signed by the president, or a majority of the board of directors and countersigned by the secretary: PROVIDED, That when, in the judgment of the board of directors, the orders for warrants issued by the district monthly shall have reached such numbers that the signing of each warrant by the president personally imposes too great a task on the president, the board of directors, after auditing all payrolls and bills as provided by RCW 28A.330.090, may authorize the issuing of one general certificate to the county treasurer, to be signed by the president, authorizing said treasurer to pay all the warrants specified by date, number, name and amount, and the funds on which said warrants shall be drawn; thereupon the secretary of said board shall be authorized to draw and sign said orders for warrants.

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**28A.330.090**

**Auditing committee and expenditures.**

All accounts shall be audited by a committee of board members chosen in such manner as the board so determines to be styled the "auditing committee," and, except as otherwise provided by law, no expenditure greater than three hundred dollars shall be voted by the board except in accordance with a written contract, nor shall any money or appropriation be paid out of the school fund except on a recorded affirmative vote of a majority of all members of the board: PROVIDED, That nothing herein shall be construed to prevent the board from making any repairs or improvements to the property of

the district through their shop and repair department as otherwise provided in RCW 28A.335.190.

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**28A.330.100**  
**Additional powers of board.**

Every board of directors of a school district of the first class, in addition to the general powers for directors enumerated in this title, shall have the power:

- (1) To employ for a term of not exceeding three years a superintendent of schools of the district, and for cause to dismiss him or her, and to fix his or her duties and compensation;
- (2) To employ, and for cause dismiss, one or more assistant superintendents and to define their duties and fix their compensation;
- (3) To employ a business manager, attorneys, architects, inspectors of construction, superintendents of buildings and a superintendent of supplies, all of whom shall serve at the board's pleasure, and to prescribe their duties and fix their compensation;
- (4) To employ, and for cause dismiss, supervisors of instruction and to define their duties and fix their compensation;
- (5) To prescribe a course of study and a program of exercises which shall be consistent with the course of study prepared by the superintendent of public instruction for the use of the common schools of this state;
- (6) To, in addition to the minimum requirements imposed by this title establish and maintain such grades and departments, including night, high, kindergarten, vocational training and,

except as otherwise provided by law, industrial schools, and schools and departments for the education and training of any class or classes of youth with disabilities, as in the judgment of the board, best shall promote the interests of education in the district;

- (7) To determine the length of time over and above one hundred eighty days that school shall be maintained: PROVIDED, That for purposes of apportionment no district shall be credited with more than one hundred and eighty-three days' attendance in any school year; and to fix the time for annual opening and closing of schools and for the daily dismissal of pupils before the regular time for closing schools;
- (8) To maintain a shop and repair department, and to employ, and for cause dismiss, a foreman and the necessary help for the maintenance and conduct thereof;
- (9) To provide free textbooks and supplies for all children attending school;
- (10) To require of the officers or employees of the district to give a bond for the honest performance of their duties in such penal sum as may be fixed by the board with good and sufficient surety, and to cause the premium for all bonds required of all such officers or employees to be paid by the district: PROVIDED, That the board may, by written policy, allow that such bonds may include a deductible proviso not to exceed two percent of the officer's or employee's annual salary;
- (11) To prohibit all secret fraternities and sororities among the students in any of the schools of the said districts; and
- (12) To appoint a practicing physician, resident of the school district, who shall be known as the school district medical inspector, and whose duty it shall be to decide for the board of directors all questions of sanitation and health affecting



the safety and welfare of the public schools of the district who shall serve at the board's pleasure: PROVIDED, That children shall not be required to submit to vaccination against the will of their parents or guardian.

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**28A.330.110**

**Insurance reserve — Funds.**

School districts of the first class, when in the judgment of the board of directors it be deemed expedient, shall have power to create and maintain an insurance reserve for said districts, to be used to meet losses specified by the board of directors of the school districts.

Funds required for maintenance of such an insurance reserve shall be budgeted and allowed as are other moneys required for the support of the school district.

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**PROVISIONS APPLICABLE ONLY TO SECOND-CLASS DISTRICTS**

**28A.330.200**

**Organization of board — Assumption of superintendent's duties by board member, when.**

The term of office of directors of districts of the second class shall begin, and the board shall organize, as provided in \*RCW 28A.315.500. At the first meeting of the members of the board they shall elect a chair from among their number who shall serve for a term of one year or until his or her successor is elected. The school district superintendent as defined in RCW 28A.150.080 shall serve as secretary to the board. Whenever a district shall be without the services of such a superintendent and the business of the district necessitates action thereby, the board shall appoint any member thereof to carry out the superintendent's powers and duties for the district.

**28A.330.210**

**Notice to ESD superintendent of change of chairman or superintendent.**

Every school district superintendent in districts of the second class shall within ten days after any change in the office of chair or superintendent, notify the educational service district superintendent of such change.

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**28A.330.220**

**Attorney may be employed.**

The board of directors of every second-class district in addition to their other powers are authorized to employ an attorney and to prescribe the attorney's duties and fix the attorney's compensation.

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**28A.330.230**

**Drawing and issuance of warrants.**

Second-class school districts, subject to the approval of the superintendent of public instruction, may draw and issue warrants for the payment of moneys upon approval of a majority of the board of directors, such warrants to be signed by the chair of the board and countersigned by the secretary: PROVIDED, That when, in the judgment of the board of directors, the orders for warrants issued by the district monthly shall have reached such numbers that the signing of each warrant by the chair of the board personally imposes too great a task on the chair, the board of directors, after auditing all payrolls and bills, may authorize the issuing of one general certificate to the county treasurer, to be signed by the chair of the board, authorizing said treasurer to pay all the warrants specified by date, number, name and amount, and the funds on which said warrants shall be drawn; thereupon the secretary of said board shall be authorized to draw and sign said orders for warrants.

**28A.330.240**  
**Employment contracts.**

The board of directors of each second-class school district shall adopt a written policy governing procedures for the letting of any employment contract authorized under RCW 42.23.030. This policy shall include provisions to ensure fairness and the appearance of fairness in all matters pertaining to employment contracts so authorized.

 NOTES

*The Washington State School Directors' Association provides leadership, advocacy and services to support public school directors' efforts to improve student learning.*



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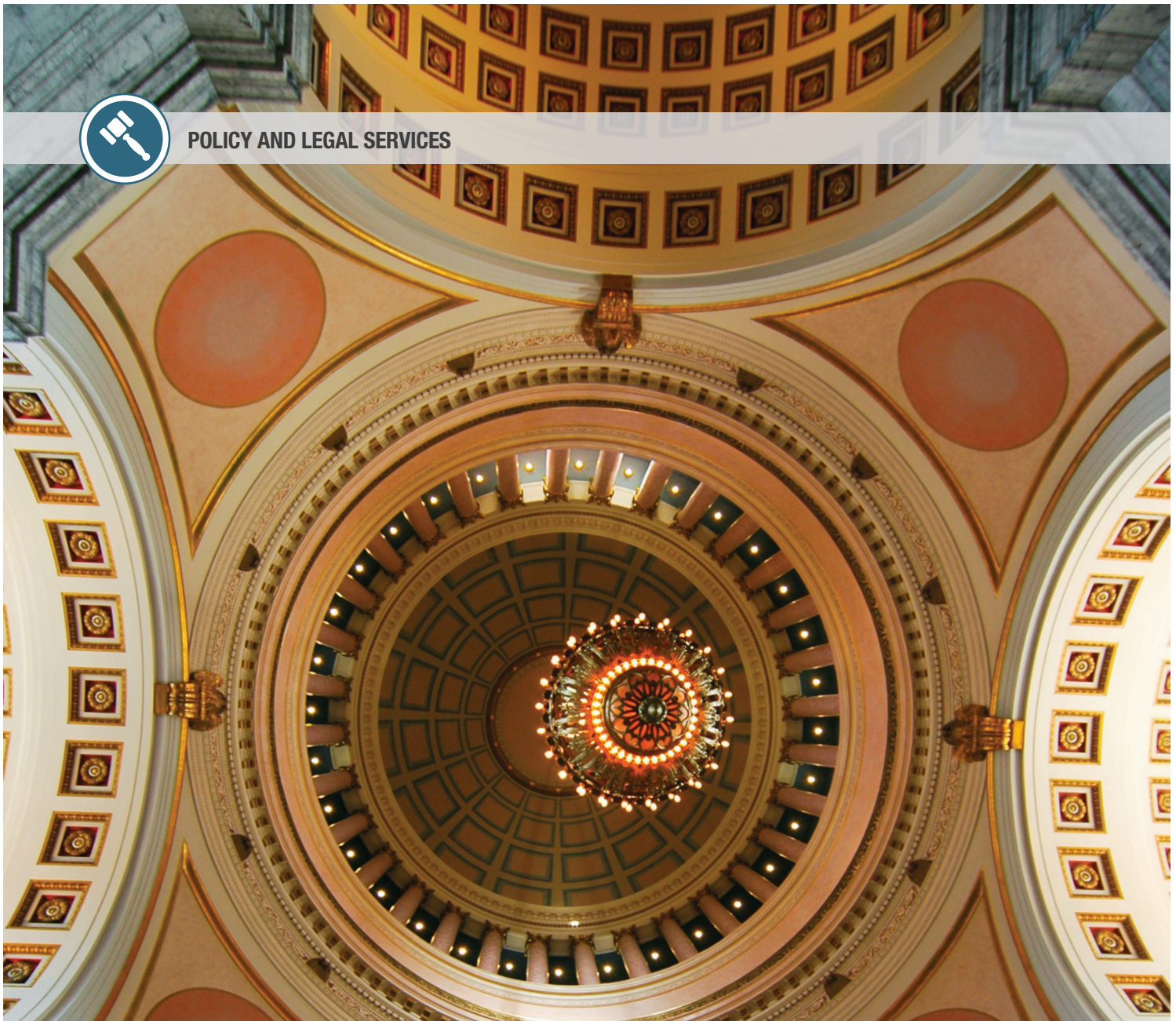
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POLICY AND LEGAL SERVICES



# Avoiding Conflicts of Interest

A Guide for School Board Members and Superintendents

WASHINGTON STATE SCHOOL DIRECTORS' ASSOCIATION



# Avoiding Conflicts of Interest

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# Introduction

Several years ago, the Legislature adopted significant amendments to the basic conflict of interest statute for local elected officials, primarily in the area of financial thresholds, but also in the area of scope of enforcement. This is an important area of the law for board members and superintendents, so a current and thorough knowledge of the law is important.

This publication reviews basic conflict of interest issues, with particular emphasis on how to structure district policies and board practices to comply with state law and public expectations when one or more board members (or the superintendent, beyond his or her contract) have an ongoing personal financial interest in the district's operations.

Situations continue to arise that require school board members and superintendents to heighten their sensitivity to conflict of interest issues, regardless of the size of their district. State law evolved from simply forbidding most opportunities for financial conflicts of interest, especially those related to employment, in all but the smallest school districts. Now a less restricted approach exists in all districts. For example, the spouse\* of a current district employee may be appointed superintendent or elected to the school board without the employee having to forfeit his or her position, the spouse of a director or superintendent may be a substitute teacher, and a director may have a business contract with the district. Case law has further clarified that the purpose of law is to regulate an officer's interests in contracts not non-pecuniary interests.

These ongoing personal and financial relationships require the superintendent, each board member and, most importantly, the affected board member to remain vigilant in conducting the district's business fairly and with complete transparency. Every district must ensure that its policies and practices are in full compliance with current legal requirements. All districts should make the effort to keep their conflict of interest policies current, since these efforts are always easier before the conflict and community concern arise.

A secondary goal is to raise the awareness of district officers so if there is any indication that a conflict exists, officials will ask themselves the appropriate questions. For example, will their personal interests benefit as a result of their official action? Would a reasonable person conclude that their personal interest impairs their independent and impartial judgment in the exercise of their official duties? If answered in the affirmative, the officer should then take appropriate action to avoid violating the law.

\*RCW 42.23.900 provides that the term "spouse" applies equally to state registered domestic partnerships or individuals in state registered domestic partnerships as well as marital relationships and married persons.

# Primary conflict of interest legal principle

Under state law, school board members and superintendents are subject to restrictions because they are municipal officers:

No municipal officer shall be beneficially interested, directly or indirectly, in any contract which may be made by, through or under the supervision of such officer, in whole or in part, or which may be made for the benefit of his or her office, or accept, directly or indirectly, any compensation, gratuity or reward in connection with such contract from any other person beneficially interested therein. (RCW 42.23.030. See page 15 for the full text.)

## General exemptions

The statute includes twelve exceptions to the prohibition quoted above. Several of them are not applicable to school districts. Several others are relatively mundane:

- The school board can select a bank or other public depository despite a connection to a district officer;
- A newspaper may be used to publish the district's legal notices if it is chosen by public bid or charges the district the rate set by law or charged to the general public, regardless of the financial interest of a district officer in the publication;
- School directors may be designated the clerk or purchasing agent for the district; and
- Second class school districts (with enrollment under 2,000) may hire district officers or their dependents for unskilled day labor at wages not exceeding \$200 in a calendar month.

## Business exemption

For many years only second class school districts could contract for goods or services with district officers if the value of the contract did not exceed \$750 in a calendar month. Currently, that exemption is available to all school districts and the limit has increased to \$1,500 in a calendar month.

The \$1,500 limit only applies to the municipal officer or the officer's company. If the total contract is worth more than \$1,500 per month, but the officer's portion is under the limit, the contract is still valid under the exception. For instance, an officer could be a subcontractor on a large contract if the value of the subcontract to the officer or the officer's company does not exceed the \$1,500 per month limit.

This exception does not apply to a sale or lease if the district is the one selling or leasing the property or materials. For instance, a school director or superintendent may not lease a facility from the district, even if the monthly lease amount is less than \$1,500.

The district is required to maintain a list of all contracts awarded to an officer of the district under this business exception, and the list must be available for public inspection and copying.

# Employment exemption

The business exemption and the following employment exemptions require the most attention from board members and administrators when it comes to adopting and implementing appropriate policies. There are five exemptions to the general rule that a municipal officer not be beneficially interested in a contract made under his or her authority that are related to employment:

1. Board members and their spouses in second class school districts may work as school bus drivers if they are paid no more than the other bus drivers.
2. In districts with fewer than 200 students, the board may hire the spouse of a director or the superintendent, if the spouse is paid no more than other employees in similar positions.
3. In all sizes of school districts the spouse of a director or the superintendent may be hired as a substitute teacher if the district has a policy stating that there is a shortage of substitutes and the pay is the same as for other substitutes.
4. Regardless of the size of the district, if a person is already employed by the district and his or her spouse becomes a superintendent or board member, the employee can continue to hold his or her job.
5. In districts with less than 200 students, a board member may be hired as a substitute teacher or a substitute educational aide. Consistent with the district's written policy, the terms of the board members' pay plan and contract must be commensurate with other substitutes in the district.

## Disclosure

### REQUIRED

If a municipal officer has a permissible interest in a contract under one of the twelve exceptions, the officer may not vote on the authorization, approval or ratification of the contract. The officer's interest in the contract must be disclosed to the school board and noted in the minutes of the board before the contract is made.

### PENALTIES

The penalty for violating the conflict of interest law is a \$500 fine and other civil and criminal penalties that may be provided by law. The district cannot be required to pay or perform its part of a contract made when an officer has a conflict of interest; the contract is void.

A contract violation of the conflict of interest statute is not an automatic forfeiture of office. The law states that any violation of the act "may" be grounds for forfeiture. This provision is enforced by the courts and it is not clear what standard they will use to decide if a violation is serious enough to merit forfeiture of office.

# Remote interest

A municipal officer does not have conflict of interest if only a “remote interest” exists in a contract. The conflict of interest statute defines “remote interests” that district officers may have as follows:

- Nonsalaried officers of nonprofit corporations with a business relationship with the district;
- Employees or agents of a company doing business with the district if the employee/district officer’s wages or salary are fixed;
- A landlord or tenant of someone employed by or doing business with the district; or
- A stockholder with less than one percent of the shares of a company doing business with the district.

If a board member or superintendent has a remote interest, he or she must disclose the remote interest for recording in the minutes prior to the formation of the contract, and board members may not vote on any business item related to their remote interest. It is recommended that the superintendent not represent the district in business matters where he or she has a remote interest with the other party. Additionally, a board member or superintendent may be in violation of the statute and subject to the penalties outlined above, if they have a remote interest and influences or attempts to influence any other officer of the district into approving the contract.

## Policy considerations

### POLICY REQUIREMENT

State law requires that second class school districts have a policy ensuring fairness and the appearance of fairness in the kinds of employment contracts described in the previous section. (See RCW 28A.330.240, page 20.) It is highly recommended that first class districts have similar policies. When RCW 28A.330.240 was adopted only second class districts could issue the various kinds of employment contracts described above.

### POLICY ISSUES

It is important for board members and superintendents to stay current with statutory changes in the conflict of interest law and to keep policies in this area up to date. It can be extremely damaging to public confidence if the board or superintendent is perceived as personally benefiting from office, especially if the action involves a violation of law. It will not look unwitting to those who examine it with hindsight.

Perhaps the most important element of a sufficient conflict of interest policy is the provision that establishes how the board will deal with employment contracts between the district and the spouse of a district officer, a board member or a financially dependent family member. The WSSDA Policy Service recommends the following paragraph:

Whenever a director, his or her spouse or dependent is employed by the district, the director shall refrain from participating in or attempting to influence any board action affecting the employment status of the director, spouse or dependent. Actions affecting employment status include, but are not limited to, hiring, establishing compensation and fringe benefits, setting working conditions, conducting performance evaluations, considering or imposing discipline and termination.

Remember that the law itself prohibits municipal officers with these kinds of interests from authorizing, approving or ratifying the contract that would benefit them.

While more districts than ever are facing the situation of having board members with spouses employed by the district and the fairness and appearance of fairness questions that situation raises, it is mathematically possible that all or a majority of board could face that sort of conflict. One district has already faced the problem with four of five board members with spouses in one collective bargaining unit. Voting on a collective bargaining agreement when a board member has a spouse in the union would normally be a violation of the policy recommended above, which created a significant dilemma for the board in question. It is best that this contingency be addressed in policy before it actually arises, when possible, so that any board in this difficult position not increase the perception that it is self-serving.

If at least one or two board members do not have a permissible conflict with a specific contract, then those one or two vote to either approve or disapprove the contract. This is permissible under parliamentary procedure. A quorum of the board must be present for a valid meeting to continue, but if a majority of the board refuses or cannot act, in most cases a majority of those voting can pass a motion forming a contract. In the case described above, the collective bargaining agreement would have been approved or disapproved on a one to zero vote, with four abstaining due to a permissible conflict of interest. It is not clear under current law what will happen if all five (seven in Seattle) board members are unable to vote on a contract due to a permissible conflict of interest.

# Other statutory ethical obligations

The Legislature has also created some statutory ethical obligations for municipal officers, including school directors and superintendents. These provisions are important and good practice:

- No school board member or superintendent can use his or her office to secure special privileges for him or herself, or for others;
- No school board member or superintendent may accept any compensation, gift, reward or gratuity for a matter connected with or related to the officer's position, except from the district;
- No school board member or superintendent may accept employment or engage in business or professional activities that might lead to the disclosure of confidential information acquired through his or her position with the district; and
- No school board member or superintendent may disclose confidential information gained through his or her office, or use such information for personal gain or benefit.

The Legislature has made violations of these requirements subject to the same penalties that contractual conflicts of interest are subject to, a \$500 fine and possible forfeiture of office, plus any other civil or criminal penalties otherwise imposed by law.

For decades school board members have been advised that they must keep confidential information, including that learned in executive sessions, private—from everyone. The reasons were primarily one of personal ethics and the fiduciary responsibility of the district. Disclosure of information gained in executive sessions could be extremely damaging to the district's legal position and the confidence of the community.

When confronted with a board member who did not keep confidential information private, there was, however, no legal remedy. Legislative amendments seem to have changed that. Now board members have a personal and financial reason to maintain confidentiality. Violation of the requirement that municipal officers not disclose confidential information can result in a \$500 fine and possible forfeiture of office.

## Conclusion

Due to significant changes in state law, it is now more important than ever that board members and superintendents in all sizes of districts know and understand the most recent provisions of state law regarding conflicts of interest and the code of ethics for municipal officers. By giving boards more flexibility to hire the spouses of district officers and do business with board members, the Legislature has increased the responsibility of school boards to manage all of the district's financial relationships fairly and with the appearance of fairness. Board members with "legal conflicts" need to be the most sensitive, but all school district officers should be attune to the legal, ethical and community relations nuances these issues raise.

# Frequently asked questions\*

## **Q. Can my spouse be a substitute teacher in the district where I am a board member?**

- A. Regardless of school district size, the spouse of a director may be hired as a substitute teacher if the terms of the contract are commensurate with the pay plan or collective bargaining agreement applicable to all district employees, consistent with board policy, and there is a shortage of substitutes. In addition, a board member may not vote in the authorization, approval or ratification of a contract in which he or she is beneficially interested. The interest of the board member must be disclosed to the board of directors and noted in the official minutes of the board before the formation of the contract. (RCW 42.23.030(10))

## **Q. Can my son/daughter work for the school district where I am a board member?**

- A. A school director's son/daughter may work for the school district where he or she sits on the board if the board member does not directly or indirectly benefit from the son/daughter's employee contract. For example, a board member could receive a pecuniary benefit from his/her child working in the district if that child lived in the same household as the board member. (RCW 42.23.030)

## **Q. Can a board member's son-in-law/daughter-in-law apply for and be offered a position in the district?**

- A. Similar to the previous question, a school director's son-in-law or daughter-in-law may work for the board member's school district if the board member does not directly or indirectly benefit from the contract. For example, a board member could receive a pecuniary benefit from a son-in-law working in the district if he lived in the same household as the board member. In addition, a school director may not vote in the authorization, approval or ratification of a contract in which he or she is beneficially interested. The interest of the board member must be disclosed to the board of directors and noted in the official minutes of the board before the formation of the contract. (RCW 42.23.030)

A board member is also prohibited from using his or her position to influence the hiring of his or her son-in-law/daughter-in-law. (RCW 42.23.070)

## **Q. My spouse currently works for the school district. Can I run for a position on the board?**

- A. Yes, regardless of the size of the district, if a person is already under contract as a certificated or classified employee with the school district before the date the board member takes office and the terms of the employee contract are commensurate with the pay plan or collective bargaining agreement operating in the district. In addition, a board member may not vote in the authorization, approval or ratification of a contract in which he or she is beneficially interested. The interest of the board member must be disclosed to the board of directors and noted in the official minutes of the board before the formation of the contract. (RCW 42.23.030(11))

## **Q. Can my spouse be hired as a full time permanent teacher while I am serving on the board?**

- A. If the board member serves in a second class district with less than 200 FTE students, the board member's spouse may be hired as an employee after the board member assumes office. In districts larger than 200 FTE students this exception does not apply. (RCW 42.23.030(11))

## **Q. I am a board member. Can I serve as a substitute teacher?**

- A. Yes, if you are in a district of 200 or less FTE students, the board declares a shortage of substitutes and the contract issued is commensurate with other substitute contracts. (RCW 42.23.030(9))

*Questions continued on next page*

\*In situations where a conflict of interest exemption applies, the director must disclose any relationship, abstain from the vote and have that information reflected in the official minutes. Additionally, the district must maintain a list of the contracts awarded to directors and make the list available for public inspection and copying. 7

It is worth emphasizing that, in those instances when the spouse of the board member is employed by the district or the board member is fulfilling a district contract, it is imperative that the board member not vote on the authorization, approval, or ratification of the contract and that the interest is disclosed to the board and noted in the official minutes.

**Q. Can a board member who owns a business contract with the district where he or she is serving?**

- A. Yes, all size school districts may contract for goods and services with district board members, if the value of the member's contract does not exceed \$1,500 in a calendar month. The district is required to maintain a list of all contracts awarded to board members in the district under the business exception of the conflict of interest statute. The list must be available for public inspection and copying. In addition, a board member may not vote in the authorization, approval or ratification of a contract in which he or she is beneficially interested. The interest of the board member must be disclosed to the board of directors and noted in the official minutes of the board before the formation of the contract. (RCW 42.23.030(6)(a)(d))

**Q. Is it okay for a board member to be president of a union at the same time he or she is on the board?**

- A. Legally, a board member who works in another district may serve as president of the union where he/she is a member. From a practical standpoint, holding both positions may present challenges for the individual board member and the board.

**Q. Can a school board member volunteer in the classroom?**

- A. School board members may volunteer in the classroom as long as they do not use their position to secure special privileges or exemptions for themselves or others. Although volunteering is legally permissible, it is advisable for board members to proceed cautiously because their status as a school director may make it uncomfortable for others in the school or classroom setting. (RCW 42.23.070)

**Q. Can a school bus driver run for the board?**

- A. Maybe. There is a specific exemption allowing a school bus driver in a second-class district to serve as a school director. In a first class district, if the board member earns less than \$1,500 in a calendar month, the law allows that individual to contract with the district. (RCW 42.23.030(8))

**Q. Can the district employ a board member as a coach?**

- A. A board member may be employed by the district if the value of the contract does not exceed \$1,500 in any calendar month. This value includes any additional payments that may be received from district supporters such as booster clubs. Although legally permissible, the district and board member must carefully consider the practical ramifications of such a relationship and the challenging perceptions that must be confronted. (RCW 42.23.030(6)(a))

**Q. I am both a board member and the owner of a construction company. Can my company bid on the district's upcoming construction project?**

- A. No, a board member's construction company is not permitted to bid on a construction project because the approval of such a contract would substantially benefit her and her company. The same rule applies if the board member is a subcontractor. In both instances, the board member would need to resign or forfeit the opportunity for her company to bid on the contract. (RCW 42.23.030)

**Q. I am a board member. May I obtain a supplemental contract with the district?**

- A. Yes, but the contract may not exceed \$1,500 in any calendar month. Additional funding received from affiliated district organizations, such as a PTA, PTO, or a booster club, must be included in determining the \$1,500 limit. (RCW 42.23.030(6)(a))



# Chapter 42.23 Revised Code of Washington (Code of Ethics for Municipal Officers – Contract Interests)

RCW 42.23.010

## **Declaration of purpose.**

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It is the purpose and intent of this chapter to revise and make uniform the laws of this state concerning the transaction of business by municipal officers, as defined in chapter 268, Laws of 1961, in conflict with the proper performance of their duties in the public interest; and to promote the efficiency of local government by prohibiting certain instances and areas of conflict while at the same time sanctioning, under sufficient controls, certain other instances and areas of conflict wherein the private interest of the municipal officer is deemed to be only remote, to the end that, without sacrificing necessary public responsibility and enforceability in areas of significant and clearly conflicting interests, the selection of municipal officers may be made from a wider group of responsible citizens of the communities which they are called upon to serve.

RCW 42.23.020

## **Definitions.**

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For the purpose of chapter 268, Laws of 1961:

- (1) “Municipality” shall include all counties, cities, towns, districts, and other municipal corporations and quasi municipal corporations organized under the laws of the state of Washington;
- (2) “Municipal officer” and “officer” shall each include all elected and appointed officers of a municipality, together with all deputies and assistants of such an officer, and all persons exercising or undertaking to exercise any of the powers or functions of a municipal officer;
- (3) “Contract” shall include any contract, sale, lease or purchase;
- (4) “Contracting party” shall include any person, partnership, association, cooperative, corporation, or other business entity which is a party to a contract with a municipality.

RCW 42.23.030

## **Interest in contracts prohibited – Exceptions.**

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No municipal officer shall be beneficially interested, directly or indirectly, in any contract which may be made by, through or under the supervision of such officer, in whole or in part, or which may be made for the benefit of his or her office, or accept, directly or indirectly, any compensation, gratuity or reward in connection with such contract from any other person beneficially interested therein. This section shall not apply in the following cases:

- (1) The furnishing of electrical, water or other utility services by a municipality engaged in the business of furnishing such services, at the same rates and on the same terms as are available to the public generally;

- (2) The designation of public depositaries for municipal funds;
- (3) The publication of legal notices required by law to be published by any municipality, upon competitive bidding or at rates not higher than prescribed by law for members of the general public;
- (4) The designation of a school director as clerk or as both clerk and purchasing agent of a school district;
- (5) The employment of any person by a municipality for unskilled day labor at wages not exceeding two hundred dollars in any calendar month. The exception provided in this subsection does not apply to a county with a population of one hundred twenty-five thousand or more, a city with a population of more than one thousand five hundred, an irrigation district encompassing more than fifty thousand acres, or a first-class school district;
- (6)(a) The letting of any other contract in which the total amount received under the contract or contracts by the municipal officer or the municipal officer's business does not exceed one thousand five hundred dollars in any calendar month.
  - (b) However, in the case of a particular officer of a second-class city or town, or a noncharter optional code city, or a member of any county fair board in a county which has not established a county purchasing department pursuant to RCW 36.32.240, the total amount of such contract or contracts authorized in this subsection (6) may exceed one thousand five hundred dollars in any calendar month but shall not exceed eighteen thousand dollars in any calendar year.
  - (c)(i) In the case of a particular officer of a rural public hospital district, as defined in RCW 70.44.460, the total amount of such contract or contracts authorized in this subsection (6) may exceed one thousand five hundred dollars in any calendar month, but shall not exceed twenty-four thousand dollars in any calendar year.
    - (ii) At the beginning of each calendar year, beginning with the 2006 calendar year, the legislative authority of the rural public hospital district shall increase the calendar year limitation described in this subsection (6)(c) by an amount equal to the dollar amount for the previous calendar year multiplied by the change in the consumer price index as of the close of the twelve-month period ending December 31st of that previous calendar year. If the new dollar amount established under this subsection is not a multiple of ten dollars, the increase shall be rounded to the next lowest multiple of ten dollars. As used in this subsection, "consumer price index" means the consumer price index compiled by the bureau of labor statistics, United States department of labor for the state of Washington. If the bureau of labor statistics develops more than one consumer price index for areas within the state, the index covering the greatest number of people, covering areas exclusively within the boundaries of the state, and including all items shall be used.
- (d) The exceptions provided in this subsection (6) do not apply to:
  - (i) A sale or lease by the municipality as the seller or lessor;
  - (ii) The letting of any contract by a county with a population of one hundred twenty-five thousand or more, a city with a population of ten thousand or more, or an irrigation district encompassing more than fifty thousand acres; or
  - (iii) Contracts for legal services, except for reimbursement of expenditures.

- (e) The municipality shall maintain a list of all contracts that are awarded under this subsection (6). The list must be made available for public inspection and copying;
- (7) The leasing by a port district as lessor of port district property to a municipal officer or to a contracting party in which a municipal officer may be beneficially interested, if in addition to all other legal requirements, a board of three disinterested appraisers and the superior court in the county where the property is situated finds that all terms and conditions of such lease are fair to the port district and are in the public interest. The appraisers must be appointed from members of the American Institute of Real Estate Appraisers by the presiding judge of the superior court;
- (8) The letting of any employment contract for the driving of a school bus in a second-class school district if the terms of such contract are commensurate with the pay plan or collective bargaining agreement operating in the district;
- (9) The letting of an employment contract as a substitute teacher or substitute educational aide to an officer of a second-class school district that has two hundred or fewer full-time equivalent students, if the terms of the contract are commensurate with the pay plan or collective bargaining agreement operating in the district and the board of directors has found, consistent with the written policy under RCW 28A.330.240, that there is a shortage of substitute teachers in the school district;
- (10) The letting of any employment contract to the spouse of an officer of a school district, when such contract is solely for employment as a substitute teacher for the school district. This exception applies only if the terms of the contract are commensurate with the pay plan or collective bargaining agreement applicable to all district employees and the board of directors has found, consistent with the written policy under RCW 28A.330.240, that there is a shortage of substitute teachers in the school district;
- (11) The letting of any employment contract to the spouse of an officer of a school district if the spouse was under contract as a certificated or classified employee with the school district before the date in which the officer assumes office and the terms of the contract are commensurate with the pay plan or collective bargaining agreement operating in the district. However, in a second-class school district that has less than two hundred full-time equivalent students enrolled at the start of the school year as defined in RCW 28A.150.040, the spouse is not required to be under contract as a certificated or classified employee before the date on which the officer assumes office;
- (12) The authorization, approval, or ratification of any employment contract with the spouse of a public hospital district commissioner if: (a) The spouse was employed by the public hospital district before the date the commissioner was initially elected; (b) the terms of the contract are commensurate with the pay plan or collective bargaining agreement operating in the district for similar employees; (c) the interest of the commissioner is disclosed to the board of commissioners and noted in the official minutes or similar records of the public hospital district prior to the letting or continuation of the contract; and (d) and the commissioner does not vote on the authorization, approval, or ratification of the contract or any conditions in the contract.

A municipal officer may not vote in the authorization, approval, or ratification of a contract in which he or she is beneficially interested even though one of the exemptions allowing the awarding of such a contract applies. The interest of the municipal officer must be disclosed to the governing body of the municipality and noted in the official minutes or similar records of the municipality before the formation of the contract.

42.23.040

### **Remote interests.**

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A municipal officer is not interested in a contract, within the meaning of RCW 42.23.030, if the officer has only a remote interest in the contract and the extent of the interest is disclosed to the governing body of the municipality of which the officer is an officer and noted in the official minutes or similar records of the municipality prior to the formation of the contract, and thereafter the governing body authorizes, approves, or ratifies the contract in good faith by a vote of its membership sufficient for the purpose without counting the vote or votes of the officer having the remote interest. As used in this section “remote interest” means:

- (1) That of a nonsalaried officer of a nonprofit corporation;
- (2) That of an employee or agent of a contracting party where the compensation of such employee or agent consists entirely of fixed wages or salary;
- (3) That of a landlord or tenant of a contracting party;
- (4) That of a holder of less than one percent of the shares of a corporation or cooperative which is a contracting party.

None of the provisions of this section are applicable to any officer interested in a contract, even if the officer’s interest is only remote, if the officer influences or attempts to influence any other officer of the municipality of which he or she is an officer to enter into the contract.

RCW 42.23.050

### **Prohibited contracts void – Penalties for violation of chapter.**

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Any contract made in violation of the provisions of this chapter is void and the performance thereof, in full or in part, by a contracting party shall not be the basis of any claim against the municipality. Any officer violating the provisions of this chapter is liable to the municipality of which he or she is an officer for a penalty in the amount of five hundred dollars, in addition to such other civil or criminal liability or penalty as may otherwise be imposed upon the officer by law.

In addition to all other penalties, civil or criminal, the violation by any officer of the provisions of this chapter may be grounds for forfeiture of his or her office.

RCW 42.23.060

### **Local charter controls chapter.**

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If any provision of this chapter conflicts with any provision of a city or county charter, or with any provision of a city-county charter, the charter shall control if it contains stricter requirements than this chapter. The provisions of this chapter shall be considered as minimum standards to be enforced by municipalities.

RCW 42.23.070

**Prohibited acts.**

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- (1) No municipal officer may use his or her position to secure special privileges or exemptions for himself, herself, or others.
- (2) No municipal officer may, directly or indirectly, give or receive or agree to receive any compensation, gift, reward, or gratuity from a source except the employing municipality, for a matter connected with or related to the officer's services as such an officer unless otherwise provided for by law.
- (3) No municipal officer may accept employment or engage in business or professional activity that the officer might reasonably expect would require or induce him or her by reason of his or her official position to disclose confidential information acquired by reason of his or her official position.
- (4) No municipal officer may disclose confidential information gained by reason of the officer's position, nor may the officer otherwise use such information for his or her personal gain or benefit.

RCW 42.23.900

**Construction – Chapter applicable to state registered domestic partnerships – 2009 c 521.**

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For the purposes of this chapter, the terms spouse, marriage, marital, husband, wife, widow, widower, next of kin, and family shall be interpreted as applying equally to state registered domestic partnerships or individuals in state registered domestic partnerships as well as to martial relationships and married persons, and references to dissolution of marriage shall apply equally to state registered domestic partnerships that have been terminated, dissolved, or invalidated, to the extent that such interpretation does not conflict with federal law. Where necessary to implement chapter 521, Laws of 2009, gender-specific terms such as husband and wife used in any statute, rule, or other law shall be construed to be gender neutral, and applicable to individuals in state registered domestic partnerships.

# Chapter 28A.330 Revised Code of Washington (Provisions applicable to school district)

RCW 28A.330.240

## **Employment contracts**

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The board of directors of each second class school district shall adopt a written policy governing procedures for the letting of any employment contract authorized under RCW 42.23.030. This policy shall include provisions to ensure fairness and the appearance of fairness in all matters pertaining to employment contracts so authorized.

# WSSDA Model Policies

## Model Policy 1610

### Conflicts of Interest: 1st Class Districts

Section: 1000 – Board of Directors

No school director or the superintendent may benefit, directly or indirectly, in any contract made by, through or under the supervision of the director or superintendent, except as provided below:

- A. Any contract, purchase of materials, or activity paid for from school funds if the total volume received by the district officer or his or her business does not exceed \$1,500.00 in any calendar month. The district will maintain a list of all contracts covered under this paragraph and the list will be available for public inspection and copying;
- B. An individual director may be designated as clerk and/or purchasing agent at the prevailing hourly wage;
- C. The spouse of a director or the superintendent may be employed as a substitute teacher on the same terms and at the same compensation as other substitute teachers in the district. The superintendent must find that the number of qualified substitute teachers in the district is insufficient to meet the anticipated needs for short-term and one-day substitute teachers, and the superintendent must ensure that substitute teachers are assigned to available positions in a fair and impartial manner;
- D. Prior to approval of the employment of a director or spouse of a school director or superintendent, the board of directors will be advised of the number of other individuals who are qualified for and interested in the position(s) to be filled. The district will not discriminate in any way against any applicant for a certified position or any certificated employee on the basis of a family relationship with a school director or the superintendent. All employment decisions will be made on the basis of choosing the applicant which furthers the best interest of the school district;
- E. If a person is employed by the district under contract as a classified or certificated employee before his or her spouse becomes a director or superintendent, the contract can be renewed for further employment, provided that the terms of the contract are commensurate with the pay plan or collective bargaining agreement operating in the district for that position; or
- F. The director or officer has only a remote interest in a contract and the interest is disclosed prior to board action and recorded in the official minutes.

A director may not vote on the authorization, approval or ratification of a contract in which he or she is beneficially interested and to which one of the exemptions described above applies.

Whenever a director, or his or her spouse or dependent is employed by the district, the director will refrain from participating in or attempting to influence any board action affecting the employment status of the director, spouse or dependent. Actions affecting employment status include, but are not limited to, hiring, establishing compensation and fringe benefits, setting working conditions, conducting performance evaluations, considering or imposing discipline and termination.

The superintendent will maintain a log of any contract subject to this policy and annually or when a new director assumes office, will inform the board of the existence of all such contracts.

**CROSS REFERENCES:**

6230

Relations with Vendors

**LEGAL REFERENCES:**

RCW 28A.405.250

Certificated employees, applicants for certificated position, not to be discriminated against —  
Right to inspect personnel file

RCW 28A.635.050

Certain corrupt practices of school officials — Penalty

RCW 42.23.030

Interest in contracts prohibited — Exception

RCW 42.23.040

Remote Interests

Adoption Date:

School District Name:

Classification: Priority

Revised Dates: 08.99; 02.02; 12.11

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## **Model Policy 1610**

### **Conflicts of Interest: 2nd Class Districts**

Section: 1000 – Board of Directors

Individual directors and the superintendent will have no pecuniary interest, directly or indirectly, in any contract, the purchase of any goods or services, or any other activity paid from school district funds, except as permitted in the following:

- A. A director, or his or her spouse or dependents, or the spouse or dependents of the superintendent may be paid no more than \$200 in any calendar month for unskilled day labor;
- B. A director may be employed as a bus driver at the same compensation and on the same terms as other district bus drivers;
- C. A director may enter into non-salaried financial transactions not to exceed \$1,500 in any calendar month. The district will maintain a list of all contracts covered under this paragraph and the list will be available for public inspection and copying;
- D. A school director may be designated as district clerk and/or purchasing agent;
- E. The spouse of a director or the superintendent may be employed as a substitute teacher on the same terms and at the same compensation as other substitute teachers in the district, if the following conditions are met: the superintendent finds that the number of qualified substitute teachers in the school district is insufficient to meet anticipated needs for short-term and one-day substitute teachers; and the superintendent ensures that assignments of substitute teachers to available positions is done in a fair and impartial manner;
- F. If a person is employed by the district under contract as a classified or certificated employee before his or her spouse becomes a director or superintendent, the contract can be renewed for further employment, provided that the terms of the contract are commensurate with the pay plan or collective bargaining agreement operating in the district for that position;
- G. In school districts with fewer than 200 FTE students, the board may employ the spouse of a director or the superintendent as a certificated or classified staff member; or
- H. A director may be employed as a substitute teacher or a substitute educational aide in school districts with 200 or less FTE students, provided that the terms of the contract are commensurate with the pay plan or collective bargaining agreement operating in the district for that position. The board must find that the number of qualified substitute teachers and educational aides in the district is insufficient to meet anticipated needs.

A director may not vote on the authorization, approval or ratification of a contract in which he or she is beneficially interested and to which one of the exemptions described above applies.

Prior to approval of the employment of the spouse of a school director or the superintendent, the board of directors will be advised of the number of other individuals who are qualified for and interested in the position(s) to be filled. The district will not discriminate in any way against any applicant for a certificated position or any certificated employee on the basis of a family relationship with a school director or the superintendent. All employment decisions will be made on the basis of choosing the applicant which furthers the best interests of the school district.

Whenever a director, or his or her spouse or dependent is employed by the district, the director will refrain from participating in or attempting to influence any board action affecting the employment status of the director, spouse or dependent. Actions affecting employment status include, but are not limited to, hiring, establishing compensation and fringe benefits, setting working conditions, conducting performance evaluations, considering or imposing discipline and termination.

The superintendent will maintain a log of any contract subject to this policy and annually, or when a new director assumes office, will inform the board of the existence of all such contracts.

**CROSS REFERENCES:**

6230

Relations with Vendors

**LEGAL REFERENCES:**

RCW 28A.330.240

Employment contracts

RCW 28A.405.250

Certificated employees, applicants for certificated position, not to be discriminated against —  
Right to inspect personnel file

RCW 28A.635.050

Certain corrupt practices of school officials Penalty

RCW 42.23.030

Interest in Contracts Prohibited

RCW 42.23.040

Remote interests

Adoption Date:

School District:

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Court of Appeals of Washington,  
Division 1.

James Hopkins, Jr., Appellant,  
v.  
Seattle Public School District No. 1, Respondent.

No. 73147-5-I  
|  
FILED: July 18, 2016

### Synopsis

**Background:** Student brought action against school district for negligence and negligent supervision, alleging that the district knew a middle school student, who was enrolled in special education classes and punched him in the back of his head, was a danger to himself or others and that the district owed him a duty to supervise its employees to ensure that he would be free from harm while under the district's custody. The Superior Court, King County, Judith H. Ramseyer, J., entered judgment on a jury verdict in favor district. Student appealed.

**Holdings:** The Court of Appeals, Schindler, J., held that:

[1] district had duty to exercise reasonable care to protect student from foreseeable harm;

[2] error in failing to give jury instruction on district's duty was not harmless; and

[3] district was required to provide appropriate education to children with disabilities.

Reversed and remanded.

West Headnotes (11)

### [1] Appeal and Error

☞ Conduct of trial or hearing in general

The Court of Appeals reviews the decision not to give a jury instruction for abuse of discretion.

Cases that cite this headnote

### [2] Trial

☞ Duty to give requested instruction: erroneous requests

A trial court need not give a requested jury instruction that is erroneous in any respect.

Cases that cite this headnote

### [3] Appeal and Error

☞ Requests and Failure to Give Instructions

Student preserved appellate review of whether jury instructions trial court gave were legally erroneous, on appeal from judgment in favor of school district on his claims for negligence and negligent supervision alleging that district knew that another middle school student, who punched him in the back of his head, was a danger to himself and that the district owed him a duty to supervise its employees, even if student's proposed instructions contained more language than was appropriate, where student objected not only to the refusal to give his proposed instructions, but also to the failure of the trial court to give a jury instruction on the district's duty to protect a student from foreseeable harm.

1 Cases that cite this headnote

### [4] Trial

☞ Sufficiency and Scope of Objections or Exceptions to Instructions Given

The purpose of the rule governing objections to jury instructions is to apprise the trial judge of the nature and substance of the objection. Wash. Super. Ct. Civ. R. 51(f).

Cases that cite this headnote

### [5] Appeal and Error

☞ Cases Triable in Appellate Court

The Court of Appeals reviews legal errors in jury instructions de novo.

Cases that cite this headnote

[6] **Trial**

⇨ Matters of law

**Trial**

⇨ Confused or misleading instructions

**Trial**

⇨ Facts and Evidence

Jury instructions are sufficient if the instructions are supported by the evidence, allow each party to argue its theory of the case, are not misleading, and when read as a whole, properly inform the trier of fact of the applicable law; if any of these elements is absent, the instruction is erroneous.

Cases that cite this headnote

[7] **Appeal and Error**

⇨ Instructions

**Appeal and Error**

⇨ Prejudicial Effect

If a jury instruction misstates the law, prejudice is presumed and is grounds for reversal unless the error was harmless.

Cases that cite this headnote

[8] **Education**

⇨ Duty and standard of care

A school district has a duty to exercise reasonable care to protect students in its custody from foreseeable harm.

1 Cases that cite this headnote

[9] **Education**

⇨ Duty and standard of care

Error in failing to give jury instruction on special relationship and duty of a school district to exercise reasonable care to protect students from foreseeable harm, in student's action alleging that the district knew a middle school student, who was enrolled in special education classes and punched him in the back of his head, was a danger to himself

or others and that the district owed him a duty to supervise its employees to ensure that he would be free from harm while under the district's custody, was not harmless, where instructions given allowed jury to apply an ordinary negligence standard without regard to the special relationship and duty of district.

1 Cases that cite this headnote

[10] **Trial**

⇨ Facts and Evidence

The propriety of giving a jury instruction is governed by the facts of the case.

Cases that cite this headnote

[11] **Education**

⇨ Free appropriate public education

**Education**

⇨ Mainstreaming in general

Public school districts are required to provide appropriate education to students with disabilities; they are also required, to the maximum extent appropriate, to educate children with disabilities in the general education environment.

Cases that cite this headnote

**\*\*585** Appeal from King County Superior Court, 13-2-37271-1, Honorable Judith H. Ramseyer.

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### ORDER TO PUBLISH

¶ 1 At the direction of a majority of the panel in accord with RAP 12.3(d), the opinion issued on July 18, 2016 in the above case shall be published in the Washington Appellate Reports.

¶ 2 Now, therefore, it is hereby

¶ 3 ORDERED that at the direction of a majority of the panel, the opinion issued on July 18, 2016 in the above case shall be published in the Washington Appellate Reports.

FOR THE COURT:

/s/

Schindler, J.

Judge

Schindler, J.

**\*\*586 \*98** ¶ 4 It is well established that a school district has a special relationship and a duty to use reasonable care to protect students in its custody from foreseeable harm. James Hopkins Jr. appeals the verdict in favor of Seattle Public School District No. 1 (School District). Hopkins contends the trial court erred in refusing to instruct the jury on the special relationship and duty of the School District. Because the court's instructions allowed the jury to apply an ordinary negligence standard without regard to the special relationship and duty of the School District, we reverse the judgment on the verdict, and remand for a new trial.

### FACTS

¶ 5 In 2006, James Hopkins Jr. and E.E. were students at Aki Kurose Middle School. E.E. attended special education **\*99** classes except for physical education (PE). On June 7, 2006, E.E. and Hopkins were in the boys' locker room after PE class. E.E. punched Hopkins in the back of his head. Hopkins fell to the ground and broke his jaw.

¶ 6 On November 1, 2013, Hopkins filed a lawsuit against Seattle School District No. 1 (School District). Hopkins asserted claims for negligence and negligent supervision. The complaint alleged the School District knew E.E. "was a danger to himself and/or others." The complaint alleged the School District "owed a duty to Hopkins to supervise its employees to ensure Hopkins would be free from physical harm while under the custody and control" of the School District. The School District denied the allegations and asserted a number of affirmative defenses.

¶ 7 In his motion for summary judgment on liability, Hopkins cited the leading case on the special relationship and the duty the School District owed to protect him from foreseeable harm, McLeod v. Grant County School District No. 128, 42 Wash.2d 316, 255 P.2d 360 (1953). Hopkins argued the undisputed facts showed the School District breached the duty to protect him from foreseeable harm.

¶ 8 The School District conceded that "[w]ith respect to the duty element, there is no dispute" that a school district has the duty to exercise reasonable care when supervising students in its custody. The School District argued there were material questions of fact regarding foreseeability. The court denied summary judgment on liability.

¶ 9 At the beginning of trial, the court described the claims to the jury:

The plaintiff, Mr. James Hopkins, whom you were introduced to, claims that the Seattle Public School is at fault for injuries he sustained as a result of a June 2006 assault by a fellow middle school student whose initials are E.E. The plaintiff alleges Seattle Public School District owed a duty of reasonable care to protect him and breached this duty by failing to prevent E.E. from assaulting him in June 2006. He claims this breach of duty was a cause of the June 2006 assault and his injury.

**\*100** Defendant public school district denies it breached a duty to use reasonable care to prevent students—student-to-student assaults. Seattle Public School District further denies that its alleged actions or failures to act caused the assault or plaintiff's injury. Seattle Public School District also denies the nature and extent of damages plaintiff claims were caused by the assault.



In addition, Seattle Public School District claims that the plaintiff was contributorily negligent in provoking the assault and by failing to mitigate or reduce his damages, and that the assailant, known by the initials E.E., was the proximate cause of plaintiff's injury. The plaintiff denies these claims.

**\*\*587** ¶ 10 In opening statement, Hopkins' attorney told the jury: "The school district has an obligation to protect all students from foreseeable harm." The attorney asserted the School District "was negligent by failing to supervise a special ed kid" they knew was likely to assault other students and in failing to protect Hopkins from the attack.

¶ 11 The School District told the jury that it exercised reasonable care in supervising E.E. and could not have prevented the spontaneous and impulsive assault that was provoked by Hopkins.

¶ 12 Near the end of trial, the parties addressed the proposed jury instructions.

¶ 13 Hopkins' attorney objected to the instructions proposed by the School District because the instructions did not include an instruction on the special relationship and duty the School District owed to students or foreseeability. Hopkins argued the court should give the instructions he proposed on the duty of the School District to exercise reasonable care to prevent foreseeable harm. Hopkins proposed giving the following instructions:

Instruction 8:

A school official stands in the place of a parent when the student is in the school's custody. The placement of children under a school's custody and control gives rise to a duty on the **\*101** part of the school to exercise ordinary care to protect students in its custody from reasonably anticipated dangers, including from the intentional or criminal conduct of third parties.

Instruction 9:

Negligence is the failure to exercise ordinary care. Ordinary care is that degree of care which an ordinarily careful and prudent person would exercise under the same or similar circumstances or conditions. A school district fails to exercise ordinary care to protect students if it fails to anticipate dangers that may reasonably be

anticipated or to take reasonable precautions to prevent the harm from occurring.

Instruction 10:

Whether a risk of harm is reasonably foreseeable under the same or similar circumstances depends upon the particular defendant's characteristics and experience. Where the disturbed, aggressive nature of a child is known to school authorities, proper supervision requires the taking of specific, appropriate procedures for the protection of other children from the potential for harm caused by such behavior.

The School District attorney objected to Hopkins' proposed instructions as incorrect, misleading, and argumentative.

¶ 14 The School District asserted the pattern instructions based on 6 Washington Practice: Washington Pattern Jury Instructions: Civil (6th ed. 2012) (WPI) accurately stated the "duty is to exercise ordinary care, to reasonably supervise students within its custody. That's the duty at issue."<sup>1</sup> The School District argued the court should give its proposed instructions including the WPI on negligence and ordinary care:

Instruction 8:

Negligence is the failure to exercise ordinary care. It is the doing of some act that a reasonably careful person would not do under the same or similar circumstances or the failure to do some act that a reasonably careful person would have done under the same or similar circumstances.

See WPI 10.01, at 124. **\*102** Instruction 9: "Ordinary care means the care a reasonably careful person would exercise under the same or similar circumstances." See WPI 10.02, at 126.

¶ 15 Hopkins did not object to giving the WPI on ordinary care but argued it was "critical" to give his proposed jury instructions on the special relationship and duty of the School District.

This language is taken from the cases that are cited. This is about the special relationship. And that's what this case is all about—I mean, that's a critical piece to Plaintiff's case is that when Mr. Hopkins stepped out of—off the bus or stepped onto the bus out of his family

home and then was in the school, he had a relationship with the school in—that's akin under **\*\*588** the law as between him and his parents. Uh, that's absolutely supported in the law. And that relationship, gives ri[s]e to the—to a special obligation to—from the school to protect him.

....

... And I think it's very important for the Court to instruct the jury on this special relationship that Mr. Hopkins had and the obligations that arise on the school because of that.

....

The jury needs to understand the special relationship between the school and its students. And I think it's appropriate to explain what negligence and ordinary care means in the context of that school. I think that's another very important part of it.

¶ 16 The next day, the court provided the parties with a copy of the court's proposed jury instructions. The court's proposed instructions included the WPI on negligence and ordinary care.<sup>2</sup> The court's proposed instructions did not include an instruction on the special relationship and duty **\*103** of the School District to protect students in its custody or on foreseeability.

¶ 17 Hopkins filed a memorandum objecting to the failure of the court to include a jury instruction on the duty the School District owed to a student and on foreseeability. Hopkins argued it was error for the court to refuse to instruct the jury on the duty of the School District to protect a student from foreseeable harm.

¶ 18 When trial reconvened, the parties addressed the court's proposed instructions.

¶ 19 The School District argued a school has the duty of ordinary care and a separate instruction on the special relationship was unnecessary.

[W]hat the cases say is that school districts have a duty of ordinary care to their students. The reason why they have that duty of ordinary care is because of this special relationship. Therefore, it's

not necessary to instruct the jury that, yeah, they have a special relationship. That's just the [basis] for whether it's the duty of ordinary care.

¶ 20 Hopkins objected to the court's instructions. Hopkins argued the court had to instruct the jury on the duty of the School District and foreseeability.

This is not a cookie cutter case. This involved misconduct of an intentional actor, and it involves a school district that has a special relationship and obligation to Mr. Hopkins. I believe it would be error for the Court not to instruct the jury on the specific duty owed by the school district and provide some instruction on what the duty means when it pertains to intentional acts or misconduct of third parties.

¶ 21 The court stated it refused to give Hopkins' proposed instructions on the duty of the School District and foreseeability because the instructions contained language that was argumentative and “inflammatory.”

**\*104** ¶ 22 Hopkins reiterated the failure of the court to give an instruction on the duty of the School District and foreseeability would constitute legal error and prevent him from arguing his theory of the case.

I believe it would be error for this Court to not instruct on the specific duty that's owed by [a] school district. At a minimum, there has to be some kind of instruction that follows the ... McLeod court....

We cannot argue our case without some kind of instruction about that. I don't see how this is included in the plain negligence standard. Again, this is not a cookie cutter case.

¶ 23 The court noted Hopkins' objection but refused to give an additional instruction on duty or foreseeability. The court ruled Hopkins' theory “can be argued under the instructions that have been given.”

¶ 24 By special verdict, the jury found the School District was not negligent. The court entered judgment on the verdict and dismissed the lawsuit.

**\*\*589 ANALYSIS**

¶ 25 Hopkins contends the court erred in failing to instruct the jury on the special relationship and duty of the School District to use reasonable care to protect a student in its custody from foreseeable harm. The School District asserts the trial court did not err in refusing to give the jury instructions proposed by Hopkins. The School District argues the jury instructions proposed by Hopkins were argumentative, misleading, and incorrect.

[1] [2] ¶ 26 We review the decision not to give a jury instruction for abuse of discretion. Fergen v. Sestero, 182 Wash.2d 794, 802, 346 P.3d 708 (2015). A trial court need not “ ‘give a requested instruction that is erroneous in any respect.’ ” Crossen v. Skagit County, 100 Wash.2d 355, 360, 669 P.2d 1244 (1983) (quoting Vogel v. Alaska S.S. Co., 69 Wash.2d 497, 503, 419 P.2d 141 (1966)).

[3] \*105 ¶ 27 However, even if Hopkins' proposed instructions contained more language than was appropriate, we conclude Hopkins preserved his right to challenge the instructions given as legally erroneous. The undisputed record establishes Hopkins objected not only to the refusal to give his proposed instructions, but also to the failure of the court to give a jury instruction on the duty of the School District to protect a student from foreseeable harm. See Washburn v. City of Federal Way, 178 Wash.2d 732, 748, 310 P.3d 1275 (2013) (Because the City objected not only to the refusal to give its public duty doctrine instruction but also objected to giving proposed instructions, the objection was preserved.); Joyce v. Dep't of Corr., 155 Wash.2d 306, 325, 119 P.3d 825 (2005) (The Department properly objected to legally erroneous jury instructions that prevented the Department from arguing its theory of the case.).

[4] ¶ 28 The purpose of CR 51(f) is to apprise the trial judge of the nature and substance of the objection. Crossen, 100 Wash.2d at 358, 669 P.2d 1244. The record shows Hopkins repeatedly cited the leading Washington Supreme Court case on the special relationship and duty of the School District to argue that the court must give

an instruction on the duty of the School District and foreseeability.

School districts owe a duty to protect the pupils in its custody from dangers reasonably to be anticipated—including the foreseeable misconduct of third-parties, like E.E. Under well-established principles, when a pupil attends a school, he or she is subject to the rules and discipline of the school, and the protective custody of the teachers is substituted for that of the parent[ “to protect the pupils in its custody from dangers reasonably to be anticipated.”] ... McLeod, 42 Wash.2d at 319, 255 P.2d 360.

Hopkins repeatedly objected to the failure to give a jury instruction on “the specific duty owed by a public [school] to its student, or the school's duty to protect Mr. Hopkins from the foreseeable misconduct of third parties” as legal error.

¶ 29 We conclude the record establishes Hopkins clearly and unequivocally stated the failure to instruct the jury on \*106 the duty of the School District and foreseeability was an error of law.

[5] [6] [7] ¶ 30 We review legal errors in jury instructions de novo. Fergen, 182 Wash.2d at 803, 346 P.3d 708. Jury instructions are sufficient if the instructions are supported by the evidence; allow each party to argue its theory of the case; are not misleading; and when read as a whole, properly inform the trier of fact of the applicable law. Fergen, 182 Wash.2d at 803, 346 P.3d 708; Anfinson v. FedEx Ground Package Sys., Inc., 174 Wash.2d 851, 860, 281 P.3d 289 (2012). If any of these elements is absent, the instruction is erroneous. Anfinson, 174 Wash.2d at 860, 281 P.3d 289. If the instruction misstates the law, prejudice is presumed and is grounds for reversal unless the error was harmless. Fergen, 182 Wash.2d at 803, 346 P.3d 708.

[8] ¶ 31 Well established case law imposes a duty on a school district to exercise reasonable care to protect students in its custody from foreseeable harm. McLeod, 42 Wash.2d at 320, 255 P.2d 360; Christensen v. Royal Sch. Dist. No. 160, 156 Wash.2d 62, 70, 124 P.3d 283 (2005).

\*590 ¶ 32 McLeod identifies two factors that determine the scope of the legal duty of a school district. First, there is the special relationship where the “protective custody of teachers is mandatorily substituted for that of the parent.” McLeod, 42 Wash.2d at 319, 255 P.2d 360.

The relationship here in question is that of school district and school child. It is not a voluntary relationship. The child is compelled to attend school. He must yield obedience to school rules and discipline formulated and enforced pursuant to statute.... The result is that the protective custody of teachers is mandatorily substituted for that of the parent.

The duty which this relationship places upon the school district has been stated in the *Briscoe* case ... as follows:

“As a correlative of this right on the part of a school district to enforce, as against the pupils, rules and regulations prescribed by the state board of education and the superintendent of public instruction, a duty is imposed by law on the school district to take certain precautions to protect the pupils in its custody from dangers reasonably to be anticipated.”

\*107 *McLeod*, 42 Wash.2d at 319–20, 255 P.2d 360 (quoting *Briscoe v. Sch. Dist. No. 123*, 32 Wash.2d 353, 362, 201 P.2d 697 (1949)). Second, there is “the duty of a school district ... to anticipate dangers which may reasonably be anticipated, and to then take precautions to protect the pupils in its custody from such dangers.” *McLeod*, 42 Wash.2d at 320, 255 P.2d 360. A school district must “exercise such care as an ordinarily reasonable and prudent person would exercise under the same or similar circumstances.” *Briscoe*, 32 Wash.2d at 362, 201 P.2d 697.

¶ 33 Below and on appeal, the School District relies on *Kok v. Tacoma School District No. 10*, 179 Wash.App. 10, 317 P.3d 481 (2013), to argue the trial court properly instructed the jury on the duty of ordinary care to protect students from harm. The School District claims an instruction on the obligation to exercise reasonable care to protect students from harm is an unnecessary elaboration of the duty of ordinary care.

¶ 34 We reject the argument that an instruction on the well established legal scope of the duty of a school district to exercise reasonable care to protect students from foreseeable harm is unnecessary. Nor does *Kok* support the argument that the court properly instructed the jury using the pattern WPI on negligence and the duty of ordinary care.

¶ 35 *McLeod*, not *Kok*, is the leading authority on the duty of a school district. The court in *Kok* addressed whether there was a genuine issue of material fact on foreseeability. Although foreseeability is “generally a question for the jury, the court concluded reasonable minds could only conclude the student's acts were not foreseeable by the District,” and affirmed summary judgment dismissal of the lawsuit. *Kok*, 179 Wash.App. at 17–18, 317 P.3d 481.

¶ 36 Without citation to authority, the School District argues a jury should not be instructed on foreseeability. That may be true with respect to proximate cause. See WPI \*108 15.01, at 191. It is not true with respect to duty. *McLeod* makes clear that the duty of a school district to use reasonable care extends only to such risks of harm as are foreseeable. *McLeod*, 42 Wash.2d at 320, 255 P.2d 360; see also *J.N. v. Bellingham Sch. Dist. No. 501*, 74 Wash.App. 49, 57, 871 P.2d 1106 (1994). To establish foreseeability, the harm sustained must be within a “general field of danger” that should have been anticipated. *McLeod*, 42 Wash.2d at 321, 255 P.2d 360. Acts are foreseeable “only if the district knew or in the exercise of reasonable care should have known of the risk” that resulted in the harm. *Peck v. Siau*, 65 Wash.App. 285, 293, 827 P.2d 1108 (1992). Thus, in this case, it was essential to instruct the jury on foreseeability.

[9] ¶ 37 We hold the court erred in failing to give jury instructions on the special relationship and duty of the School District to exercise reasonable care to protect students from foreseeable harm. Because the instructions given allowed the jury to apply an ordinary negligence standard without regard to the special relationship and duty of the School District, the error was not harmless and prevented Hopkins from arguing his theory \*\*591 of the case. We reverse and remand for a new trial.

¶ 38 Because the dispute over giving a jury instruction on the obligation of the School District to educate a student with disabilities and on contributory negligence will likely arise on remand, we briefly address those instructions.

[10] ¶ 39 The propriety of giving a jury instruction is governed by the facts of the case. *Ferqen*, 182 Wash.2d at 803, 346 P.3d 708.

[11] ¶ 40 The court instructed the jury on the federal and state law requirements to educate special needs students. Jury instruction 17 states:

Both federal and state laws require public school districts to provide appropriate education to students with disabilities. Both federal and state laws also require that, to the maximum extent appropriate, public school districts must educate children with disabilities in the general education environment.

\*109 ¶ 41 Hopkins argues the instruction is an improper comment on the evidence and is irrelevant. We disagree. The instruction was not an unconstitutional comment on the evidence. See State v. Brush, 183 Wash.2d 550, 565, 353 P.3d 213 (2015); State v. Becker, 132 Wash.2d 54, 64, 935 P.2d 1321 (1997). The instruction correctly states the obligation of a school district under state and federal law and is relevant to whether the School District exercised reasonable care.

¶ 42 Hopkins contends that as a matter of law, the Washington Supreme Court decision in Christensen bars a school district from asserting contributory negligence.<sup>3</sup> Below, the parties debated the applicability of Christensen. In Christensen, the court held that as a matter of public policy, “a defense of contributory fault should not be available to the perpetrator of sexual abuse or to a third party that is in a position to control the

perpetrator.” Christensen, 156 Wash.2d at 70, 124 P.3d 283. The opinion makes clear the court is addressing only “a civil action against a school district ... for sexual abuse” by a teacher; “[t]he act of sexual abuse is key here.” Christensen, 156 Wash.2d at 71–72, 69, 124 P.3d 283.

¶ 43 Christensen does not support the argument that as a matter of law, a school district may never assert contributory negligence. See Briscoe, 32 Wash.2d at 366, 201 P.2d 697. On the other hand, on appeal Hopkins cites a case, Gregoire v. City of Oak Harbor, 170 Wash.2d 628, 244 P.3d 924 (2010), which may arguably cut in the opposite direction in this case. We leave it to the trial court on remand to reconcile whether on the facts developed at trial, an instruction on contributory negligence should be given.

¶ 44 We reverse the judgment on the verdict and remand for a new trial.

WE CONCUR:

Cox, J.

Becker, J.

All Citations

195 Wash.App. 96, 380 P.3d 584, 335 Ed. Law Rep. 1156

#### Footnotes

1 Internal quotation marks omitted.

2 In addition to WPI 10.01 and 10.02, the court also included an instruction based on WPI 12.07.

Every person has the right to assume that others will exercise ordinary care and comply with the law and a person has a right to proceed on such assumption until he or she knows, or in the exercise of ordinary care should know, to the contrary.

See WPI 12.07, at 159.

3 Jury instruction 13 states: “Contributory negligence is negligence on the part of a person claiming injury or damage that is a proximate cause of the injury or damage claimed.”

186 Wash.2d 422  
Supreme Court of Washington,  
En Banc.

N.L., Respondent,  
v.  
Bethel School District, Petitioner.

No. 91775-2  
|  
Filed September 01, 2016

**Synopsis**

**Background:** Student brought negligence action against school district after being raped at age 14 by another student who was a registered sex offender. The Superior Court, Pierce County, Susan K. Serko, J., 2014 WL 2417622, granted summary judgment to district. Student appealed. The Court of Appeals, 187 Wash.App. 460, 348 P.3d 1237, reversed. District petitioned for review.

**Holdings:** The Supreme Court, González, J., held that:

[1] mere fact that an injury occurs off campus is not by itself determinative of a negligence claim against a school district;

[2] issue of whether students skipping track practice and leaving campus together was foreseeable was for jury; and

[3] issue of whether rape was proximately caused by school district's failure to take any action with regards to registered sex offender was for jury.

Opinion of the Court of Appeals affirmed.

Madsen, C.J., filed dissenting opinion in which Johnson, Owens, and Gordon McCloud, JJ., joined.

West Headnotes (22)

[1] Negligence  
⇒ Elements in general

To prevail in a negligence suit, a plaintiff must show (1) the existence of a duty to the plaintiff, (2) a breach of that duty, (3) a resulting injury, and (4) the breach as the proximate cause of the injury.

Cases that cite this headnote

[2] Negligence  
⇒ Duty as question of fact or law generally  
Whether a duty exists is a question of law for the court.

Cases that cite this headnote

[3] Negligence  
⇒ Protection against acts of third persons  
As a general rule, the common law imposes no duty to prevent a third person from causing physical injury to another.

Cases that cite this headnote

[4] Negligence  
⇒ Protection against acts of third persons  
A duty to prevent a third person from causing physical injury to another can arise when a special relationship exists between the defendant and either the third party or the foreseeable victim of the third party's conduct.

1 Cases that cite this headnote

[5] Negligence  
⇒ Protection against acts of third persons  
Intentional or criminal conduct may be foreseeable, for purposes of imposing a duty to prevent a third person from causing physical injury to another, unless it is so highly extraordinary or improbable as to be wholly beyond the range of expectability.

Cases that cite this headnote

[6] Education  
⇒ Injuries by other students

School districts have a duty to protect their students from the foreseeable risk of harm the students may inflict on each other.

Cases that cite this headnote

[7] **Education**

☞ Injuries by other students

School districts have the duty to exercise such care as an ordinarily responsible and prudent person would exercise under the same or similar circumstances to protect their students from the foreseeable risk of harm the students may inflict on each other.

Cases that cite this headnote

[8] **Education**

☞ By other students

School districts have a duty to protect the students in their custody from foreseeable dangers and it is foreseeable that one student might rape another.

Cases that cite this headnote

[9] **Education**

☞ Duty and standard of care

School districts have a duty of reasonable care toward the students in their care to protect them from foreseeable dangers that could result from a breach of the district's duty.

Cases that cite this headnote

[10] **Education**

☞ Field trips and other off-premises injuries in general

While the location of an injury is relevant to many elements of a negligence claim against a school district, the mere fact the injury occurs off campus is not by itself determinative; the relevant inquiry is to the location of the negligence rather than the location of the injury.

Cases that cite this headnote

[11] **Judgment**

☞ Tort cases in general

Issue of whether students skipping track practice and leaving campus together was foreseeable was for jury, which precluded summary judgment to school district on raped student's negligence claim.

Cases that cite this headnote

[12] **Education**

☞ Duty and standard of care

School districts have no duty to prevent unforeseeable harms to their students.

Cases that cite this headnote

[13] **Negligence**

☞ In general:foreseeability of other cause

The fact that the danger stems from such an intervening act does not itself exonerate a defendant from negligence; if such intervening force is reasonably foreseeable, a finding of negligence may be predicated thereon.

Cases that cite this headnote

[14] **Negligence**

☞ Necessity of and relation between factual and legal causation

Proximate cause has two elements: cause in fact and legal cause.

Cases that cite this headnote

[15] **Negligence**

☞ 'But-for' causation;act without which event would not have occurred

**Negligence**

☞ Proximity and relation in general

The cause in fact element of proximate cause refers to the but for consequences of an act, which is the physical connection between an act and an injury.

Cases that cite this headnote

[16] **Negligence**

⚡ Proximate Cause

The cause in fact element of proximate cause is normally a question for the jury.

Cases that cite this headnote

[17] **Negligence**

⚡ Public policy considerations

The legal cause element of proximate cause is grounded in policy determinations as to how far the consequences of a defendant's acts should extend.

Cases that cite this headnote

[18] **Negligence**

⚡ Mixed considerations

In deciding whether a defendant's breach of duty is too remote or insubstantial to trigger liability as a matter of legal cause, which is an element of proximate cause, courts evaluate mixed considerations of logic, common sense, justice, policy, and precedent.

Cases that cite this headnote

[19] **Negligence**

⚡ Proximate Cause

Where the facts are not in dispute, legal causation, as an element of proximate causation, is for the court to decide as a matter of law.

Cases that cite this headnote

[20] **Negligence**

⚡ Necessity and Existence of Duty

**Negligence**

⚡ Requisites. Definitions and Distinctions

Both the legal cause element of proximate cause and duty concern the question of how far the legal consequences of the defendant's negligence should extend.

Cases that cite this headnote

[21] **Negligence**

⚡ Possibility of multiple causes

**Negligence**

⚡ Effect of other causes on liability

There may be more than one proximate cause of an injury, and the concurring negligence of a third party does not necessarily break the causal chain from original negligence to final injury.

Cases that cite this headnote

[22] **Judgment**

⚡ Tort cases in general

Issue of whether student's rape was proximately caused by school district's failure to take any action in response to being notified of registered sex offender was for jury, which precluded summary judgment to school district on student's negligence claim.

Cases that cite this headnote

**\*\*163** Appeal from Pierce County Superior Court, 12-2-12359-0, Honorable Susan K. Serko.

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### Opinion

González, J.

**\*\*164 \*425 ¶ 1** N.L. met Nicholas Clark at school track practice. She was 14, and he was 18. Both were students in the Bethel School District. Neither N.L. nor any responsible adult on the field knew that Clark was a registered sex offender who had previously sexually assaulted **\*426** a younger girl who had been about N.L.'s age at the time. The Pierce County Sheriff's Department had informed Clark's school principal of his sex offender status, but the principal took no action in response. Clark persuaded N.L. to leave campus with him and raped her. N.L. sued the district, alleging negligence. We must decide whether Bethel School District's duty to N.L. ended when she left campus and whether its alleged negligence, as a matter of law, was not a proximate cause of her injury. The answer to both questions is no. We affirm.

### FACTS

¶ 2 N.L. ran track for Bethel Junior High School. Clark ran track for Bethel High School's varsity team. The two schools share the track field between them, and on April 24, 2007, the junior and senior high schools were both using the field for practice. N.L. alleges that Clark acted as a coach and mentor to the younger students on both schools' teams. During practice, a mutual friend introduced N.L. to Clark. The two exchanged phone numbers and started exchanging text messages. Clark told N.L. he was 16 years old. He invited her to lunch after school the next day. Unbeknown to either the junior or senior high school track coach or apparently any other district employee on the field that day, Clark was a registered sex offender.

¶ 3 The next day, Clark and N.L. skipped track practice with the intention, N.L. thought, of going to Burger King for lunch. They left campus in Clark's car. Clark drove past the Burger King, ostensibly to fetch something he had forgotten at home. Instead, Clark took N.L. into his house and raped her.<sup>1</sup>

**\*427 ¶ 4** N.L. told a friend what Clark had done to her. The friend told her mother, who informed both the school and N.L.'s mother. The school called the police, and the next month, Clark was charged with third degree rape. Clark ultimately pleaded guilty to second degree assault.

¶ 5 Clark already had an extensive disciplinary history while in the Bethel School District by that day in April 2007. By the seventh grade, he had started making racial slurs and inappropriate sexual comments in class. This behavior escalated to physical assaults and sexual misconduct against younger female students. In June 2004, when Clark was 16, he sexually assaulted another student at Bethel Junior High School. Based on that assault, Clark was charged with indecent liberties and suspended for the rest of the school year. That October, Clark pleaded guilty to attempted indecent liberties, was sentenced to 12 months of community custody, and was required to register as a level one sex offender. Among other things, he was ordered to have no contact with people two or more years younger than himself. N.L. is four years younger than Clark.

**\*\*165 ¶ 6** That December, the Pierce County sheriff notified Bethel High School's principal that Clark was a registered sex offender. There is considerable evidence in the record that suggests the principal did not inform Clark's teachers, coaches, or relevant staff of Clark's status. The evidence also suggests that the principal did not develop a safety plan, let alone one that would have helped Clark avoid students two or more years younger than him. The record also suggests there was a district policy in place at the time that required the principal to inform Clark's teachers of his status. Clerk's Papers (CP) at 99 (citing District Policy 3143<sup>2</sup>); CP at 361-62, 420. The assistant principal testified he did not know of any such policy.

**\*428 ¶ 7** Former Superintendent of Public Instruction Judith Billings analyzed the district's practices around the time N.L. was raped. Superintendent Billings observed that "RCW and Bethel District policy require that the principal 'must inform any teacher of the student and any other personnel who should be aware of the information' of a student's sex offender status." CP at 300. She also noted that "[m]odel policies for Washington State, the standard of care recognized and implemented by most school districts—but not by Bethel—provides that 'other personnel' includes coaches and counselors, neither of

whom were informed” of Clark's sex offender status. *Id.* She concluded, among other things, that “[t]he haphazard nature of Bethel's approach to keeping its students safe from registered sex predators frankly boggles the imagination,” and that the district “fell unconscionably below the accepted standard of care ‘to protect students from dangers that are known or should have been known.’” *Id.* at 302, 304.

¶ 8 In 2012, N.L. sued the Bethel School District for negligence on the grounds it had failed to take reasonable precautions to protect her from a known registered sex offender. The district moved for summary judgment, arguing that it had no duty to N.L. because she was not actually in its custody at the time she was raped and that N.L.'s “decision to skip track practice and leave campus with Clark were ‘independent act[s]’ that ‘br[oke] the chain of causation.’” CP at 20, 21 (alterations in original) (quoting *Riojas v. Grant County Pub. Util. Dist.*, 117 Wash.App. 694, 697, 72 P.3d 1093 (2003)).

\*429 ¶ 9 The trial judge noted in her oral ruling that “the issue is not so much the duty as the causation element, and on that basis I'm going to dismiss the case.” Verbatim Tr. of Proceedings (Jan. 10, 2014) at 18. The Court of Appeals reversed, finding the district had a duty of reasonable care to N.L. and that there was a genuine issue of fact as to whether any breach of the duty was a proximate cause of N.L.'s injury. *N.L. v. Bethel Sch. Dist.*, 187 Wash.App. 460, 463, 348 P.3d 1237 (2015). We granted the district's petition for review. *N.L. v. Bethel Sch. Dist.*, 184 Wash.2d 1002, 357 P.3d 665 (2015). We have received an amicus brief in support of the district from the Washington State School Directors Association, the Association of Washington School Principals, and the Washington Association of School Administrators (WSSDA). The Washington State Association for Justice Foundation submitted an amicus brief in support of N.L.

## ANALYSIS

[1] ¶ 10 To prevail in her negligence suit, N.L. “must show (1) the existence of a duty to the plaintiff, (2) a breach of that duty, (3) a resulting injury, and (4) the breach as the proximate cause of the injury.” \*\*166 *Crowe v. Gaston*, 134 Wash.2d 509, 514, 951 P.2d 1118 (1998) (citing *Reynolds v. Hicks*, 134 Wash.2d 491, 495, 951 P.2d 761 (1998)). At this summary judgment stage, the district

contests only the intertwined issues of duty and proximate cause. Thus, they are the only issues before us. CP at 20–21; see also *Lowman v. Wilbur*, 178 Wash.2d 165, 169, 309 P.3d 387 (2013) (citing *Hartley v. State*, 103 Wash.2d 768, 779–81, 698 P.2d 77 (1985)).

## 1. DUTY

[2] [3] [4] [5] ¶ 11 Whether a duty exists is a question of law for the court. *Aba Sheikh v. Choe*, 156 Wash.2d 441, 448, 128 P.3d 574 (2006) (citing *Hertog v. City of Seattle*, 138 Wash.2d 265, 275, 979 P.2d 400 (1999)). “As a general rule, our common \*430 law imposes no duty to prevent a third person from causing physical injury to another.” *Aba Sheikh*, 156 Wash.2d at 448, 128 P.3d 574 (citing RESTATEMENT (SECOND) OF TORTS § 315 (AM. LAW INST. 1965)). But such a duty can arise when “‘a special relationship exists between the defendant and either the third party or the foreseeable victim of the third party's conduct.’” *Niece v. Elmview Grp. Home*, 131 Wash.2d 39, 43, 929 P.2d 420 (1997) (internal quotation marks omitted) (quoting *Hutchins v. 1001 Fourth Ave. Assocs.*, 116 Wash.2d 217, 227, 802 P.2d 1360 (1991)). “Intentional or criminal conduct may be foreseeable unless it is ‘so highly extraordinary or improbable as to be wholly beyond the range of expectability.’” *Kok v. Tacoma Sch. Dist. No. 10*, 179 Wash.App. 10, 18, 317 P.3d 481 (2013) (internal quotation marks omitted) (quoting *Niece*, 131 Wash.2d at 50, 929 P.2d 420).

[6] [7] ¶ 12 Washington courts have long recognized that school districts have “an enhanced and solemn duty” of reasonable care to protect their students. *Christensen v. Royal Sch. Dist. No. 160*, 156 Wash.2d 62, 67, 124 P.3d 283 (2005). This includes the duty to protect their students from the foreseeable risk of harm the students may inflict on each other. See *McLeod v. Grant County Sch. Dist. No. 128*, 42 Wash.2d 316, 319–20, 255 P.2d 360 (1953) (citing *Briscoe v. Sch. Dist. No. 123*, 32 Wash.2d 353, 362, 201 P.2d 697 (1949)); see also *J.N. v. Bellingham Sch. Dist.*, 74 Wash.App. 49, 871 P.2d 1106 (1994). School districts have the duty “to exercise such care as an ordinarily responsible and prudent person would exercise under the same or similar circumstances.” *Briscoe*, 32 Wash.2d at 362, 201 P.2d 697 (citing *Rice v. School Dist. No. 302*, 140 Wash. 189, 248 P. 388 (1926)). Based on *McLeod*, the district argues there are two necessary components to its duty to students: “[ (1) ] the harm was foreseeable and [ (2) ] the

injury occurred in a custodial context.” Suppl. Br. of Pet’r at 8 (citing *McLeod*, 42 Wash.2d at 319, 321, 255 P.2d 360).

¶ 13 The district is correct that in *McLeod*, we found a duty in part because the district’s authority and obligations \*431 had been substituted for the parents’ while the students were in the district’s custody. *McLeod*, 42 Wash.2d at 319, 255 P.2d 360. But *McLeod* does not suggest that a district’s liability for breaches of that duty is cut off as soon as the student steps off campus.

¶ 14 In *McLeod* and the cases it relied on, the duty arose, and the injury occurred, while the student was in the district’s custody. *McLeod*, 42 Wash.2d at 318, 255 P.2d 360; see also *Briscoe*, 32 Wash.2d at 355, 357, 201 P.2d 697 (district potentially liable for injuries that occurred during unsupervised recess); *Eckerson v. Ford’s Prairie Sch. Dist. No. 11*, 3 Wash.2d 475, 483–84, 101 P.2d 345 (1940) (district properly held liable for negligent construction and supervision that resulted in injury after one child slammed door on another). During the noon recess, several students forced a 12-year-old girl into a small room off the gymnasium and raped her. *McLeod*, 42 Wash.2d at 318, 255 P.2d 360. The district had assigned a teacher to watch the students in the gymnasium specifically “for the purpose of protecting any students from being harmed by other students.” *Id.* Unfortunately, that teacher “absented himself.” *Id.* We allowed *McLeod*’s negligence suit to go forward. *Id.* at 320, 255 P.2d 360. We noted the plaintiff was compelled to attend school and was under the “protective custody of teachers[, which] mandatorily substituted for that of the parent.” *Id.* at 319, 255 P.2d 360. We found the rape “fell within a general field of danger which should have been anticipated” given the students’ access \*\*167 to a dark and isolated room. *Id.* at 321, 322, 255 P.2d 360. We concluded that “the duty of a school district ... is to anticipate dangers which may reasonably be anticipated, and then to take precautions to protect the pupils in its custody from such dangers.” *Id.* at 320, 255 P.2d 360.

[8] ¶ 15 *McLeod* establishes that school districts have a duty to protect the students in their custody from foreseeable dangers and that it is foreseeable that one student might rape another. 42 Wash.2d at 320, 322, 255 P.2d 360. The district insists that *McLeod* also limits school districts’ duties in negligence to custodial situations. See, e.g., Suppl. Br. of Pet’r \*432 at 1. The

district seems to reason that since its duty arose from the fact that its care and custody had been mandatorily substituted for that of the parents’, its duties must end when the student is no longer in its care and custody. *Id.* But while the district’s duty to exercise reasonable care might end when the student leaves its custody, nothing in *McLeod* suggests that the district’s liability for a breach of duty while the student was in its custody would be cut off merely because the harm did not occur until later.

¶ 16 The *McLeod* court had no occasion to consider whether the district’s liability was cut off once the students left campus because both the harm and the district’s alleged negligence happened while the students were squarely in the district’s custody. Here, too, the duty arose while N.L. and Clark were in the district’s custody. Similarly, the alleged breach in both *McLeod* (the failure to supervise) and here (failure to take adequate steps to protect students from a registered sex offender) occurred while the students were all still in the districts’ custody.

¶ 17 Bethel also points to our opinion in *Coates v. Tacoma School District No. 10*, 55 Wash.2d 392, 396, 347 P.2d 1093 (1960), as support for the proposition that a school’s duty of reasonable care to prevent injuries is limited to injuries that happen in the custodial context. Bethel Sch. Dist.’s Resp. Br. at 18–20. In *Coates*, a Tacoma student was injured in a drunk driving accident at 2:00 a.m. on a Sunday in Mason County, allegedly on his way home from a school club initiation that likely involved drinking. 55 Wash.2d at 393, 347 P.2d 1093. The student sued, alleging failure to supervise. *Id.* at 394, 347 P.2d 1093. He did not allege that the “club was a curricular or extracurricular activity of the school district” or that the district had appointed anyone to supervise it. *Id.* at 394–95, 347 P.2d 1093. We dismissed the case on multiple grounds, including how distant the accident was from the school and the school day. *Id.* at 394–95, 347 P.2d 1093. We observed that

where the event causing the injuries is so distant in time and place from any normal school activity that it would be assumed \*433 that the protective custody was in the parents, unless facts and circumstances are alleged which extend the duty of the school district

beyond the normal school district-student relationship.

*Id.* at 399. This is not the language of a per se rule that a district has a duty only to students who are in its custody when an injury caused by its negligence occurs. Instead, the court relied on the fact that the “events causing the injuries [was] so distant in time and place from any normal school activity” to relieve the school of liability, not that they were merely off campus. *Id.* Here, one of the alleged events causing N.L.’s injury is the fact the district took inadequate precautions to protect children from a known risk while on school grounds. We find this case is not analogous to *Coates*.

¶ 18 The district finds more support in a Court of Appeals opinion, *Scott v. Blanchet High Sch.*, 50 Wash.App. 37, 38, 44–45, 747 P.2d 1124 (1987). There, relying on *Coates*, the Court of Appeals found that a private high school was not liable for failing to supervise a student who had “sexual and romantic activities” with a teacher that grew out of after-school counseling. *Id.* at 38, 44–45, 747 P.2d 1124. The court noted that “[a]t some point ... the event is so distant in time and place that the responsibility for adequate supervision is with the parents rather than the school.” *Id.* at 44–45, 747 P.2d 1124 (citing *Coates*, 55 Wash.2d at 399, 347 P.2d 1093). But *Scott* is not an opinion of this court, and again, “[a]t some point” is not the language \*\*168 of a per se rule requiring district custody during the injury for a duty to attach.

¶ 19 The district does not point to any case that clearly articulates its suggested rule, and we find none in our case law. The district is absolutely correct that “[f]or school pupils ... the essential rationale for imposing a duty ‘is that the victim is placed under the control and protection of the other party, the school, with resulting loss of control to protect himself or herself.’” *N.K. v. Corp. of Presiding Bishop of Church of Jesus Christ of Latter-Day Saints*, 175 Wash.App. 517, 532, 307 P.3d 730 (2013) (quoting \*434 *Hutchins v. 1001 Fourth Ave. Assocs.*, 116 Wash.2d 217, 228, 802 P.2d 1360 (1991)). But it does not follow that the victim must be in the school’s custody at the time of the injury for the duty to have existed.

¶ 20 The California Supreme Court rejected a similar proposal some years ago. See *Hoyem v. Manhattan Beach City Sch. Dist.*, 22 Cal.3d 508, 515, 585 P.2d 851, 150 Cal.Rptr. 1 (1978). “Contrary to [the district]’s assertion, no California decision suggests that when a school district

fails to properly supervise a student on school premises, the district can automatically escape liability simply because the student’s ultimate injury occurs off school property.” *Id.* (citing *Calandri v. Ione Unified Sch. Dist.*, 219 Cal.App.2d 542, 549–50, 33 Cal.Rptr. 333 (1963) (school district liable for injury student sustained at home as a result of dangerous instrument made in shop class)). The court concluded that “the off-campus situs of an injury does not ipso facto bar recovery from a school district.” *Id.*

¶ 21 While courts across the nation are divided, the California court is far from alone. The Maryland Supreme Court found that a school district had a duty to a student who had committed suicide off campus on a school holiday. *Eisel v. Bd. of Educ.*, 324 Md. 376, 377, 597 A.2d 447 (1991). There, the student had expressed suicidal thoughts to friends, who had reported it to school officials. School officials questioned the student but took no other action. Despite the fact the suicide took place off campus and not during school hours, the court let the wrongful death action go forward, noting that “[f]oreseeability is the most important variable in the duty calculus” and given what the district knew, the death was foreseeable. *Id.* at 386, 597 A.2d 447 (citing *Ashburn v. Anne Arundel County*, 306 Md. 617, 628, 510 A.2d 1078 (1986)). As the Idaho Supreme Court observed, “[A] school district may owe a duty to its students, despite the fact that injury occurred off of school grounds and outside of school hours.” \*435 *Stoddart v. Pocatello Sch. Dist. # 25*, 149 Idaho 679, 684, 239 P.3d 784 (2010) (citing *Brooks v. Logan*, 127 Idaho 484, 903 P.2d 73 (1995)).<sup>3</sup>

[9] [10] ¶ 22 We hold that districts have a duty of reasonable care toward the students in their care to protect them from foreseeable dangers that could result from a breach of the district’s duty. While the location of the injury is relevant to many elements of the tort, the mere fact the injury occurs off campus is not by itself determinative. As the Idaho Supreme Court noted in a somewhat similar case, “the relevant inquiry is to the location of the negligence rather than the location of the injury.” *Id.* at 685, 239 P.3d 784. Whether the district breached its duty to take reasonable care to protect N.L. from Clark is a factual question in this case.<sup>4</sup>

[11] [12] [13] \*\*169 ¶ 23 In the alternative, the district argues that it had no duty in this case because, in its view, the harm was not foreseeable because N.L.’s

“injury was the result of criminal conduct” and was “precipitated by her failure to fulfill her obligations as a student” by skipping an after-school track practice. Suppl. Br. of Pet’r at 6. “Taken together,” it contends, “the circumstances of the injury in this case are ‘so \*436 highly ... improbable as to be wholly beyond the range of expectability.’ ” *Id.* (alteration in original) (quoting *McLeod*, 42 Wash.2d at 323, 255 P.2d 360). It is true that districts have no duty to prevent unforeseeable harms to their students. *See Kok*, 179 Wash.App. at 19, 317 P.3d 481. But *McLeod* explicitly rejected the district’s argument that as a matter of law, student-on-student rape was not foreseeable because student criminal conduct is not foreseeable or because the intervening act of another student exonerates the district from its duty. 42 Wash.2d at 321, 255 P.2d 360. “The fact that the danger stems from such an intervening act ... does not itself exonerate a defendant from negligence. If, under the assumed facts, such intervening force is reasonably foreseeable, a finding of negligence may be predicated thereon.” *Id.* at 320, 255 P.2d 360 (citing *Berglund v. Spokane County*, 4 Wash.2d 309, 103 P.2d 355 (1940)). “This principle has special application in cases, such as the one before us, where the defendant has custody of the plaintiff.” *Id.*

¶ 24 We are left then with the district’s argument that 14-year-old N.L.’s decision to leave campus with Clark changes this calculation as a matter of law. But “ [f]oreseeability is normally an issue for the jury.” ” *Taggart v. State*, 118 Wash.2d 195, 224, 822 P.2d 243 (1992)) (quoting *Christen v. Lee*, 113 Wash.2d 479, 492, 780 P.2d 1307 (1989)). We see no reason to depart from that rule here. Students have been skipping class “[s]ince at least the days of Huck Finn and Tom Sawyer.” *Hoyem*. 22 Cal.3d at 520, 150 Cal.Rptr. 1, 585 P.2d 851. We cannot say as a matter of law that it is unforeseeable that students will leave campus together.

¶ 25 We affirm the Court of Appeals and hold that the district had a duty to students to use reasonable care to protect them from foreseeable injuries and that whether this injury fell within the scope of that duty is properly a question for the jury.

## 2. PROXIMATE CAUSE

[14] [15] [16] [17] [18] [19] [20] [21] ¶ 26 Next, we are asked whether the trial court properly dismissed on

proximate cause grounds. Proximate \*437 cause has two elements: cause in fact and legal cause. *Hartley v. State*, 103 Wash.2d 768, 777, 698 P.2d 77 (1985) (citing *Harbeson v. Parke-Davis, Inc.*, 98 Wash.2d 460, 475, 656 P.2d 483 (1983)). “Cause in fact refers to the ‘but for’ consequences of an act—the physical connection between an act and an injury.” *Id.* at 778, 698 P.2d 77 (citing *King v. City of Seattle*, 84 Wash.2d 239, 249, 525 P.2d 228 (1974)). It is normally a question for the jury. *Id.* Legal cause “is grounded in policy determinations as to how far the consequences of a defendant’s acts should extend.” *Crowe*, 134 Wash.2d at 518, 951 P.2d 1118. “In deciding whether a defendant’s breach of duty is too remote or insubstantial to trigger liability as a matter of legal cause, we evaluate ‘mixed considerations of logic, common sense, justice, policy, and precedent.’ ” *Lowman*, 178 Wash.2d at 169, 309 P.3d 387 (internal quotation marks omitted) (quoting *Hartley*, 103 Wash.2d at 779, 698 P.2d 77). “[W]here the facts are not in dispute, legal causation is for the court to decide as a matter of law.” *Schooley v. Pinch’s Deli Mkt., Inc.*, 134 Wash.2d 468, 478, 951 P.2d 749 (1998) (citing *King*, 84 Wash.2d at 250, 525 P.2d 228). Both legal cause and duty concern the question of how far the legal consequences of the defendant’s negligence should extend. *Id.* “There may, of course, be more than one proximate cause of an injury, and the concurring negligence of a third party does not necessarily break the causal chain from original negligence to final injury.” \*\*170 *Smith v. Acme Paving Co.*, 16 Wash.App. 389, 396, 558 P.2d 811 (1976) (citing *State v. Jacobsen*, 74 Wash.2d 36, 442 P.2d 629 (1968)).

[22] ¶ 27 The district’s summary judgment motion (and the trial court’s ruling) did not clearly articulate whether it was based on legal cause, cause in fact, or both. The substance of the district’s (and its amici) arguments to this court go to legal cause: whether “ ‘mixed considerations of logic, common sense, justice, policy, and precedent’ ” should lead us to conclude any negligence on the part of the district did not cause N.L.’s injuries. *Lowman*, 178 Wash.2d at 169, 309 P.3d 387 (quoting \*438 *Hartley*, 103 Wash.2d at 779, 698 P.2d 77). The district suggests that “ ‘the connection between the ultimate result and the act of the defendant is too remote or insubstantial to impose liability.’ ” Suppl. Br. of Pet’r at 9 (quoting *Tyner v. Dep’t of Soc. & Health Servs.*, 141 Wash.2d 68, 82, 1 P.3d 1148 (2000)).

¶ 28 Sex offender registration began in this state with the community protection act of 1990. LAWS OF 1990, ch. 3, § 402. The act was in response to several horrific crimes by known sex offenders and was based on the work of a governor's task force on community protection. Norm Maleng, *The Community Protection Act and the Sexual Violent Predators Statute*, 15 U. PUGET SOUND L. REV. 821, 821, 822 n.2 (1992) (citing GOVERNOR'S TASK FORCE ON CM TY. PROT., DEPT OF SOC. & HEALTH SERVS., FINAL REPORT II-2 to II-3 (1989)). Initially, the purpose of registration was to assist law enforcement investigation of sexual offenses. *State v. Ward*, 123 Wash.2d 488, 493, 869 P.2d 1062 (1994) (quoting LAWS OF 1990, ch. 3, § 401). The legislature also authorized law enforcement to notify the community of a registered sex offender “when ... necessary to protect the public and counteract the danger created by the particular offender.” *In re Pers. Restraint of Meyer*, 142 Wash.2d 608, 613, 16 P.3d 563 (2001) (quoting LAWS OF 1990, ch. 3, § 117, codified as RCW 4.24.550(1)). In this case, the Pierce County sheriff deemed it necessary to inform Clark's school of his status at least in part so that the institution could take appropriate steps to counteract the danger he presented. CP at 20, 75–76.

¶ 29 Given this background and the principles set down in *McLeod*, we cannot say as a matter of law that a district's failure to take any action in response to being notified that Clark was a registered sex offender was not a legal cause of N.L.'s injury. Sexual assault by a registered sex offender is foreseeable, as is the fact that a much younger student can be convinced to leave campus by an older one. *See Bryant v. United States*, 565 F.2d 650, 654 (10th Cir. 1977) (whether school's failure to supervise \*439 students who skipped class and were consequently injured in a snowstorm was a proximate cause of their injuries was properly a matter for the jury); *Griego v. Marquez*, 1976-NMCA-022, 89 N.M. 11, 14, 546 P.2d 859 (1976) (whether intervening act in a second motor vehicle accident was the proximate cause of injury sustained is a question of fact for the jury); *see also Kok*, 179 Wash.App. at 19–20, 317 P.3d 481.

¶ 30 We also hold that N.L. has produced sufficient evidence of cause-in-fact to overcome summary judgment. If the school's track coach had known that Clark was a registered sex offender who had been convicted of sexually assaulting a younger girl, he or she could have taken steps to keep Clark away from the junior high students, or, at

the least, not allowed him to act as a mentor to younger students as is alleged here. This is a matter for the jury.

## CONCLUSION

¶ 31 School districts have a duty to take reasonable care to protect the children in their custody from foreseeable harm. Whether the district failed to meet its duty and whether any such failure caused N.L.'s injury are properly matters for the jury. We affirm the Court of Appeals and remand for further proceedings consistent with this opinion.

## WE CONCUR:

Fairhurst, J.

Stephens, J.

Wiggins, J.

Yu, J.

Madsen, C.J. (dissenting)

\*\*171 ¶ 32 I agree with the majority that schools have a “duty to protect their students from the foreseeable risk of harm the students may inflict on each other.” Majority at 166. However, the majority extends this duty to protect students from harms inflicted when students are not in a school's custody. This expands the scope of a school district's duty further than our case law warrants and exposes school districts to liability for events over which they have no control. Because I would hold that school districts do not owe a duty to protect students who \*440 are not in their custody from the criminal conduct of other students occurring off school premises, and because I would hold that even if a duty were breached, it was not the proximate cause of N.L.'s harm, I respectfully dissent.

## Duty

¶ 33 The majority holds that “districts have a duty of reasonable care toward the students in their care to protect them from foreseeable dangers that could result from the breach of the district's duty.” Majority at 168. The holding and iteration of a school district's duty is, on the surface,

nothing new. However, by separating the alleged breach from the injury, which here occurred a day later after a series of attenuated events over which the school had no control, and in another student's home, the duty the majority actually establishes is that school districts now owe their students a duty to protect them from harm at all times, regardless of location and custody. The majority reasons that because there is not "a per se rule that a district has a duty to students who are in its custody only when an injury caused by its negligence occurs," majority at 167–68, a district's duty may extend to students' off-campus conduct, even criminal conduct occurring in the home. However, this court's prior case law does place limits on a school district's duty—it is to protect students under its care, custody, and supervision from foreseeable harms.

¶ 34 In *McLeod v. Grant County School District No. 128*, this court held that " 'a duty is imposed on the school district to take certain precautions to protect the pupils *in its custody* from dangers reasonably to be anticipated.' " 42 Wash.2d 316, 320, 255 P.2d 360 (1953) (emphasis added) (quoting *Briscoe v. Sch. Dist. No. 123*, 32 Wash.2d 353, 362, 201 P.2d 697 (1949)). The foundation for *McLeod* was *Restatement (Second) of Torts* § 320 (Am. Law Inst. 1979). Under § 320, a school district must prevent one student from harming another if the district "(a) knows or has \*441 reason to know that [it] has the ability to control the conduct of third persons, and (b) knows or should know of the necessity and opportunity for exercising such control." *McLeod*, 42 Wash.2d at 320, 255 P.2d 360 (emphasis added) (quoting RESTATEMENT § 320). The school district could control Clark's conduct only if he were in the district's custody. A school district has neither the ability nor the opportunity to control students in their own homes. As the trial judge pointed out, "[A] teacher, an administrator, a coach is not in the role of a CCO, a community corrections officer." Verbatim Tr. of Proceedings at 18.

¶ 35 Later decisions of this court emphasize that custody is a necessary element of the special relationship giving rise to a duty. In *Coates v. Tacoma School District No. 10*, we held that a school district could not be held liable for injuries that occurred off campus, outside of school hours, and not related to any school-sponsored activity. 55 Wash.2d 392, 396–97, 347 P.2d 1093 (1960). Specifically, we reasoned:

[T]ranscending these differences [between *Coates* and *McLeod*] is the insistence in the *McLeod* case that the injured child was compelled to attend school and that she was in the protective custody of the school district while on the school premises for that purpose; whereas, here, the time and place of the plaintiff's injury would normally suggest that the responsibility for adequate supervision ... was with the parents and the institution known as the home.

*Id.* at 397, 347 P.2d 1093.

¶ 36 In *Carraba v. Anacortes School District No. 103*, we extended the duty to extracurricular, off-campus, school-sponsored events. 72 Wash.2d 939, 956–57, 435 P.2d 936 (1967). However, we did not eliminate the element of custody from the duty owed to \*\*172 students. *Id.* at 955, 435 P.2d 936 ("The duty owed by a school district to its pupils ... [is] [t]o anticipate reasonably foreseeable dangers and to take precautions protecting the children *in its custody* from such dangers." (emphasis added) (quoting *Tardiff v. Shoreline Sch. Dist.*, 68 Wash.2d 164, 170, 411 P.2d 889 (1966))); see also \*442 *Wagenblast v. Odessa Sch. Dist. No. 105–157–166J*, 110 Wash.2d 845, 856, 758 P.2d 968 (1988) ("school district owes a duty to its students to employ ordinary care and to anticipate reasonably foreseeable dangers so as to take precautions for protecting children in its custody from such dangers").

¶ 37 Taken together, these cases stand for the general rule that in order for a school district to owe a duty to its students, the harm must be foreseeable, and it must be in a custodial context. Later Court of Appeals cases bear this out. In *Scott v. Blanchett High School*, plaintiffs brought suit against the high school for injuries arising out of a sexual relationship between their daughter and a teacher at Blanchett High School. 50 Wash.App. 37, 38, 747 P.2d 1124 (1987). The relationship took place entirely off school grounds, outside of school hours, not during any school-sponsored activity, and without the knowledge or consent of the school. *Id.* at 41–42, 747 P.2d 1124. Plaintiffs argued that the breach—failing to take adequate precautions, failure to monitor teachers, and failure to have a written policy in place forbidding student-teacher

relationships—occurred while the student was in school custody and therefore “locate the tort within the scope of [the school’s] authority.” *Id.* at 45, 747 P.2d 1124. The court rejected this argument and held the school did not owe the student a duty, finding that “the responsibility for supervision at the time of the alleged activities had shifted away from the school” and, further, that “the proximity between the breach of duty complained of and the alleged injury is so remote that it raises the possibility of finding proximate cause absent as a matter of law.” *Id.* The court went on to identify the danger of expanding a school district’s liability—which the majority does here—stating that “[b]y [plaintiff’s] logic, a school which failed to monitor student relationships and provide adequate sex education would also be liable for teen pregnancies, regardless of the circumstances, because teen pregnancies are ‘within a general field of danger which should have been anticipated.’” *Id.* (quoting *McLeod*, 42 Wash.2d at 321, 255 P.2d 360).

**\*443 ¶ 38** In *J.N. v. Bellingham School District No. 501*, a first-grade student, alleging he had been sexually assaulted by a fourth-grade student in the school bathroom, brought an action against the school district. 74 Wash.App. 49, 54, 871 P.2d 1106 (1994). Outlining the school district’s duty, the court stated that “when a pupil attends a school, he or she is subject to the rules and discipline of the school, and the protective custody of the teachers is substituted for that of the parent.” *Id.* at 56–57, 871 P.2d 1106. There, the injury occurred while the student was in school custody and, given the history of aggressive and disruptive behavior of the assailant, the court concluded that the harm “fell within the general ambit of hazards which should have been anticipated by the District.” *Id.* at 60, 871 P.2d 1106.

¶ 39 Applying these cases, I can conclude only that if a student is a registered sex offender, a school district’s duty is to protect its students from being sexually assaulted by the registered sex offender during school or school-sponsored activities. Given Clark’s history of sexual assault, had he assaulted N.L. while she was in school custody, the school district would most certainly have owed N.L. a duty to protect her. But a school district’s specific duty is to protect the children in its custody from harm; it is not to protect children in their homes or in the home of another student from harm. To hold otherwise would be to expand a school district’s liability beyond reason.

¶ 40 The majority says that courts across the nation are divided, majority at 168, but most courts have held there is no duty if the injury occurs off campus and not during a school-related event. The majority relies on *Hoyem v. Manhattan Beach City School District*, 22 Cal.3d 508, 513, 585 P.2d 851, 150 Cal.Rptr. 1 (1978), in which the California Supreme Court held that a school district may be held liable if the breach of an on campus duty proximately caused an off-campus injury, **\*\*173** but there a 10-year-old boy left campus **\*444** during class and was subsequently struck by a motorcycle.<sup>1</sup> The majority also relies on *Eisel v. Board of Education*, 324 Md. 376, 597 A.2d 447, 452–53 (1991), which held a school board could have a duty to prevent an off-campus, non-school-related suicide. In *Eisel*, the student who committed suicide made her intent known to friends, which was then relayed to a school counselor. *Id.* at 449–50. The duty of a school counselor with direct evidence of a student’s intent to commit suicide is far different from the duty advocated by the majority in this case. On the other hand, in addition to our own precedent, courts in Louisiana, Florida, New York, Kansas, and Idaho have held a school district does not owe an injured student a duty when that student is off campus.<sup>2</sup> The weight of authority does not support the majority here.

**\*445 ¶ 41** I also agree with the petitioner that the proximity between the duty breached and the alleged injury is too remote and therefore was not reasonably foreseeable. The **\*\*174** breach alleged is that Bethel School District did not have a sex offender policy in place and, if it had, N.L. and Clark would never have met. Had Clark never met N.L., then they would not have texted and planned to leave campus and have lunch and Clark would not have taken N.L. to his home and would not have raped her. This is very similar to the argument rejected by the Court of Appeals in *Scott*. The majority attempts to answer petitioner’s argument—that the harm was not foreseeable because N.L.’s injury was the result of Clark’s criminal conduct after N.L. skipped track practice—by isolating each element and concluding that each, on its own, is not dispositive.<sup>3</sup> See majority at 168–69. **\*446** Each fact in isolation may not be enough to make the injury “so highly extraordinary or improbable as to be wholly beyond the range of expectability.” *McLeod*, 42 Wash.2d at 323, 255 P.2d 360. However, taken together, a school district cannot be expected to foresee that merely



allowing two students to meet would lead to an injury to a student who left campus, went to the home of another student, and was injured by that student's criminal conduct.

¶ 42 The implications of the majority's decision are far reaching. If N.L. were Clark's classmate, the school could not prevent her from being introduced to Clark by a mutual friend, from exchanging text messages and phone calls with Clark, or from skipping practice and going to his house, but could still be held liable for a sexual assault. Taken to its logical conclusion, if a school has notice of a student's violent tendencies, under the majority's view, it could be found liable for an off-campus, non-school-related assault. If a school district is aware of a student's emotional or behavioral disorder,<sup>4</sup> it would be potentially liable for a student's harmful actions off campus, even at a student's own home. The majority's decision will make school districts the insurers of troubled students' off-campus conduct.

¶ 43 The majority's decision also imposes an unworkable burden on school districts in the context of a sex offender. Registered sex offenders have a constitutional right to attend school. WASH. CONST. art. IX, § 1; *Wash. State Office of Superintendent of Pub. Instruction (OSPI), School Safety Center, Juvenile Sex Offenders in Schools*, <http://www.k12.wa.us/Safetycenter/Offenders/default.aspx> [<https://perma.cc/D77S-YLKJ>] (“Juvenile sex offenders in Washington have a continued right to a public education after their conviction, and many return to public schools after periods of confinement.”). Indeed, their attendance is mandatory. RCW 28A.225.010. Registered sex offender students also have a right to privacy. *O'Hurtigan v. Dep't of Pers.*, 118 Wash.2d 111, 117, 821 P.2d 44 (1991) (recognizing “the right to nondisclosure of intimate personal information, or confidentiality” (citing *Whalen v. Roe*, 429 U.S. 589, 599–600, 97 S.Ct. 869, 51 L.Ed.2d 64 (1977))); *see also* RCW 9A.44.130; RCW 4.24.550.<sup>5</sup> This limits what \*\*175 steps a school district may take in order to meet the expanded duty the majority creates. By expanding the duty to noncustodial situations, the majority essentially forces a school district to choose between protecting itself from liability and infringing on its students' constitutional and statutory rights.

¶ 44 Schools in Washington are required to educate all students, including registered sex offenders and students

with criminal records or behavioral issues. To make a school district liable for a student's criminal off-campus conduct based on the student's enrollment at school and the district's \*448 knowledge of a student's behavioral issues creates an overreaching and unworkable responsibility on school districts statewide. Because the injury did not occur on school property or during the course of any school-related activity, was the result of criminal conduct, and occurred after both N.L. and Clark voluntarily left school together, I would hold that the school district did not owe a duty of care to N.L. as a matter of law.

#### Proximate Cause

¶ 45 The absence of a duty owed is enough to affirm the trial court; however, I would also hold that proximate cause is absent. Proximate cause is composed of both “cause in fact” and “legal causation.” *Hertog v. City of Seattle*, 138 Wash.2d 265, 282–83, 979 P.2d 400 (1999). The majority states that cause in fact “is normally a question for the jury,” majority at 169, and that N.L. has produced sufficient evidence of cause in fact to allow a jury to decide. *Id.* at 170. Normally it is a question for the jury, but “if reasonable minds could not differ, these factual questions may be determined as a matter of law.” *Hertog*, 138 Wash.2d at 275, 979 P.2d 400. “[C]ause in fact[ ] exists when the act of the defendant is a necessary antecedent of the consequences for which recovery is sought.” *Coates*, 55 Wash.2d at 398, 347 P.2d 1093 (quoting *Eckerson v. Ford's Prairie Sch. Dist. No. 11*, 3 Wash.2d 475, 482, 101 P.2d 345 (1940)). Here, Clark and N.L. were introduced by a mutual friend. The meeting took “just took a couple seconds.” Clerk's Papers at 52. The alleged breach is that if Bethel School District had had a better policy in place for Clark, or if more teachers and coaches had known about his status as a sex offender, this meeting would have been prevented. But the school did not introduce them; a mutual friend did. This same mutual friend gave Clark's phone number to N.L., and N.L. and Clark subsequently exchanged phone calls and text messages. In these communications, Clark asked N.L. if she wanted to go to lunch with him. They both skipped track practice the next day and left \*449 school together. It was at this point that Clark took N.L. to his home and sexually assaulted her. The breach alleged, therefore, is not that the district did not have a policy in place, but rather that the school allowed a registered sex offender to meet

another student. Even if the school district had a policy, and even if it implemented a plan that directed Clark to stay away from younger female students, and we had the same facts presented here, it could not have prevented Clark and N.L. being introduced by a mutual friend. The alleged breach—allowing a registered sex offender to meet and interact with classmates—cannot be prevented short of isolating registered sex offenders from their classmates because of their status or notifying students and their parents of its students' sex offender statuses. A school district could not accomplish this without infringing on a student's constitutional rights.

¶ 46 Additionally, even a robust policy could not have prevented the injurious conduct, which was not the fact that N.L. and Clark met; rather, the injury was a rape that occurred at a later time in a private home outside the school's supervision. These are independent intervening acts that interrupted \*\*176 the chain of causation. To say that the exact sequence of the events leading to the harm need not be foreseeable does not change this. I cannot say that but for the school district's alleged negligence, N.L. would not have been assaulted.

¶ 47 I would also hold that, as a matter of law, there is no legal causation.<sup>6</sup> “The focus in a legal causation analysis is on ‘whether, as a matter of policy, the connection between the ultimate result and the act of the defendant is too remote or insubstantial to impose liability.’” *Tyner v. Dep't of Soc. & Health Servs.*, 141 Wash.2d 68, 82, 1 P.3d 1148 (2000) (quoting \*450 *Schooley v. Pinch's Deli Mkt., Inc.*, 134 Wash.2d 468, 478–79, 951 P.2d 749 (1998)). We do so because “a negligent act should have some end to its legal consequences.” *Hunsley v. Giard*, 87 Wash.2d 424, 435, 553 P.2d 1096 (1976). Because “analyses of duty and proximate cause often overlap and are always subject to policy considerations,” the arguments regarding

foreseeability and policy considerations set forth in the duty analysis apply equally here. *Travis v. Bohannon*, 128 Wash.App. 231, 242, 115 P.3d 342 (2005) (citing *Hartley v. State*, 103 Wash.2d 768, 779, 698 P.2d 77 (1985)). Additionally, we do not have a “‘direct unbroken sequence’” of events. *Kim v. Budget Rent A Car Sys., Inc.*, 143 Wash.2d 190, 203, 15 P.3d 1283 (2001) (quoting *Hertog*, 138 Wash.2d at 282, 979 P.2d 400). This case is most similar to *Scott*, in which “the responsibility for supervision at the time of the alleged activities had *shifted away from the school.*” 50 Wash.App. at 45, 747 P.2d 1124 (emphasis added). To allow causation to run from a school district's alleged on-campus breach of duty—essentially allowing a mutual friend to introduce two students—to an injury that occurred the following day, off-campus, and at a private residence, would create open-ended liability and impose an “enormous burden ... [on] school districts.” *Stoddart v. Pocatello Sch. Dist. # 25*, 149 Idaho 679, 239 P.3d 784, 791 (2010).<sup>7</sup> Therefore, I would hold that the injury in this case was too attenuated as a matter of law.

¶ 48 Because a school district does not owe a duty of care to students who are injured by the criminal conduct of other students while not in the custody of the school district, and because the plaintiff has failed to establish proximate cause \*451 as a matter of law, I would affirm the trial court. Accordingly, I respectfully dissent.

Johnson, J.

Owens, J.

Gordon McCloud, J.

#### All Citations

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#### Footnotes

1 At several points, the district appears to challenge whether N.L. was raped. *E.g.*, Bethel Sch. Dist.'s Response Br. at 4, 6; Clerk's Papers (CP) at 52, 454–56. Since this case is before us on review of summary judgment, we need not resolve this dispute, but we note that N.L. was too young to consent to intercourse with Clark and that she has presented ample evidence that Clark raped her. RCW 9A.44.079; CP at 50, 60, 286. We have declined to allow school districts to attribute fault to students who are raped by their teachers. *Christensen v. Royal Sch. Dist. No. 160*, 156 Wash.2d 62, 67, 124 P.3d 283 (2005).

2 The policy is not in the record. According to the “Bethel School District Board Docs” webpage, Policy 3143 was adopted in 2003 and says:

A court will notify the common school in which a student is enrolled if the student has been convicted, adjudicated, or entered into a diversion agreement for any of the following offenses: a violent offense, a sex offense, a firearms

offense, inhaling toxic fumes, a drug offense, liquor offense, assault, kidnapping, harassment, stalking or arson. The principal must inform any teacher of the student and any other personnel who should be aware of the information. The information may not be further disseminated.

Bethel School District Board Policy Manual, District Notification of Juvenile Offenders, Policy 3143 (2003), <http://www.boarddocs.com/wa/bethel/Board.nsf/goto?open&id=9SQUU97DB74A> [<https://perma.cc/5MVCV-3YJA>]. The accuracy of this website has not been tested by the parties.

- 3 Amici WSSDA et al. cites nine cases from Louisiana, New York, Idaho, and Florida for the proposition that school districts are not liable for student injuries outside of the custodial context. Br. of Am. Cur. WSSDA et al. at 12–16. It is correct that Louisiana and New York have dismissed negligence cases on such grounds. *E.g.*, *S.J. v. Lafayette Par. Sch. Bd.*, 41 So. 3d 1119 (La. 2010); *Banks v. N.Y. City Dep't of Educ.*, 70 A.D.3d 988, 990, 895 N.Y.S.2d 512 (N.Y. App. Div. 2010). Florida does not have a per se rule, and as discussed above, Idaho has rejected the proposition. See *Kazanjian v. Sch. Bd.*, 967 So.2d 259, 266 (Fla. Dist. Ct. App. 2007).
- 4 We respectfully disagree with the dissent that “[t]aken to its logical conclusion, if a school has notice of a student's violent tendencies, under the majority's view, it could be found liable for an off-campus, nonschool related assault.” Dissent at 174. First, almost nothing in tort law is taken to its logical conclusion because there is almost always a countervailing principle. Second, in this case, taking the facts alleged as true (as we must at this stage), the district gave a registered sex offender the imprimatur of coach and mentor to younger students, knowing that he had previously preyed on young girls. The district put these children in danger without informing any responsible staff member of the sex offender's status, in apparent violation of its own policy. This is a far cry from simply knowing about a student's violent tendencies. Third, the alleged breach happened on campus, while the student was in the school district's custody. In the dissent's hyperbolic counterfactual, no breach of duty occurs on campus.
- 1 Although I would have decided *Hoyem* differently, the facts of *Hoyem* are notably different than the ones here. In *Hoyem*, the plaintiff was 10 years old and should have been in class. Here, the student was 14 and chose not to attend an extracurricular activity. The breach alleged in *Hoyem*, letting a student leave school when he should be in class, is far more feasibly avoided than the one alleged here, which is, in essence, allowing a registered sex offender to meet another student.
- 2 See, e.g., *Coates*, 55 Wash.2d at 396–97, 347 P.2d 1093; *Scott*, 50 Wash.App. at 38, 747 P.2d 1124; *S.J. v. Lafayette Par. Sch. Bd.*, 41 So. 3d 1119, 1126 (La. 2010) (in finding no liability when a student was sexually attacked off school grounds, while walking home from school, the court stated that “the school board is not the insurer of the safety of the children, and constant supervision of all students is neither possible nor required”); *Hayes v. Sheraton Operating Corp.*, 156 So.3d 1193, 1198 (La. App. 2014) (in holding a charter school not liable for the rape of a student at an off-campus party hosted at a hotel by a classmate's mother, the court stated that “it is well established that a school board's duty of reasonable supervision is limited to instances where the student is in its custody or control”); *B.L. v. Caddo Par. Sch. Bd.*, 73 So. 3d 458, 460–61 (La. App. 2011) (holding that even if the school were aware of the attacking student's history of behavioral problems, the school's duty of care ended when the students left the school premises); *Cavalier v. Ward*, 723 So.2d 480, 484 (La. App. 1998) (“The liability of the school board and its employees for injuries to students exists only when the school board has actual custody of the students entrusted to their care.”); *Kazanjian v. Sch. Bd.*, 967 So.2d 259, 264 (Fla. App. 2007) (holding that a school district was not liable for the death of a student who left school without authorization and was killed in a motor vehicle accident); *Matallana v. Sch. Bd.*, 838 So.2d 1191, 1192 (Fla. App. 2003) (holding that the school had no duty to supervise at the time of an incident that occurred off school premises and was unrelated to any school activities); *Concepcion v. Archdiocese of Miami*, 693 So.2d 1103, 1103–04 (Fla. Dist. Ct. App. 1997) (holding that a school owes no “duty of supervision to students during non-school hours when the students are not on the school's premises and not otherwise involved in school related or sponsored activities”); *Pratt v. Robinson*, 39 N.Y.2d 554, 384 N.Y.S.2d 749, 349 N.E.2d 849, 852 (1976) (“The duty owed by a school to its students ... stems from the fact of its physical custody over them.... The school's duty is thus coextensive with and concomitant to its physical custody of and control over the child. When that custody ceases because the child has passed out of the orbit of its authority in such a way that the parent is perfectly free to reassume control over the child's protection, the school's custodial duty also ceases.”); *Davis v. Marzo*, 55 A.D.3d 1404, 1404–05, 865 N.Y.S.2d 440 (2008) (“It is well established that a student who leaves school grounds is not entitled to protection of the school district, and that is the case herein.” (citations omitted) (citing *Chalen v. Glen Cove Sch. Dist.*, 29 A.D.3d 508, 509, 814 N.Y.S.2d 254 (2006); *Youngs v. Bay Shore Union Free Sch. Dist.*, 258 A.D.2d 580, 580, 686 N.Y.S.2d 444 (1999))); *Palella v. Ulmer*, 136 Misc.2d 34, 518 N.Y.S.2d 91, 93 (N.Y. Sup. Ct. 1987) (“The court has found no precedent for the proposition that a school district is responsible for an injury to a student which occurs off school grounds except where such student was involved in a school sponsored or

supervised off-campus activity.”); *Glaser ex rel. Glaser v. Emporia Unified Sch. Dist. No. 253*, 271 Kan. 178, 21 P.3d 573, 581 (2001) (finding no student-school district duty existed when “the injury occurred off school premises and at a time when the student was not on school property or in school custody”); *Honeycutt v. City of Wichita*, 251 Kan. 451, 836 P.2d 1128, 1140 (1992) (“[a] school district is under no duty to supervise, or provide for the protection of its pupils, on their way home, unless it has undertaken to provide transportation for them” (alteration in original) (quoting *Kerwin v. County of San Mateo*, 176 Cal.App.2d 304, 307, 1 Cal.Rptr. 437 (1959))); *Stoddart v. Pocatello Sch. Dist. # 25*, 149 Idaho 679, 239 P.3d 784, 790–91 (2010) (declining to extend a school district’s duty to require it “take reasonable steps to prevent a violent criminal act against a student by a fellow student away from school grounds and not in connection with a school-sponsored activity”).

3 For example, the majority seemingly characterizes *McLeod* to stand for the proposition that because the court rejected the district’s argument that student-on-student rape was not foreseeable, then student on student rape is always foreseeable. Majority at 168–69. However, *McLeod* held student-on-student rape is foreseeable if there is an area on campus that, if left unsupervised, would give rise to acts of indecency, such as rape.

4 Based on criteria from [Diagnostic and Statistical Manual of Mental Disorders] DSM–IV, 15 to 20% of the entire student population is said to have a clinically significant emotional and/or behavioral disorder at any one time.” Larry Matsuda, SEATTLE UNIV., *Teaching Students with Severe Emotional and Behavioral Disorder: Best Practices Guide to Intervention 1* (2005), <http://www.k12.wa.us/SpecialEd/Families/pubdocs/bestpractices.pdf> [<https://perma.cc/FU2J8A7E>]. The definition of an “emotional and behavioral disorder” (EBD) used in the Individuals with Disabilities Education Act (IDEA) is less inclusive, but would account for 2 percent of the student population. *Id.* at 2. “Students included within this 2% are primarily those students who have trouble following directions, are oppositional, and who become aggressive toward others.” *Id.*

5 The OSPI’s “Model Policy No. 3144” addresses the privacy rights of registered sex offender students.

**Confidentiality**

The principal and school staff will maintain confidentiality regarding these students, the same as all students in the school. Any written information or records received by a principal as a result of a notification are confidential and may not be further disseminated except as provided in a state or federal law.

....

**Inquiries by the Public**

Inquiries by the public at large (including parents and students), regarding students required to register as a sex or kidnapping offender are to be referred directly to local law enforcement. Law enforcement agencies receive relevant information about the release of sex and kidnapping offenders into communities and decide when information needs to be released to the public.

OSPI, RELEASE OF INFORMATION CONCERNING STUDENT SEXUAL AND KIDNAPPING OFFENDERS 2 (2006), <http://www.k12.wa.us/Safetycenter/Offenders/pubdocs/ModelPolicyOffenders.pdf> [<https://perma.cc/P4M9-8U6E>].

6 The majority’s legal causation analysis rests on the fact that given the background of the community protection act and the principles set down in *McLeod*, they cannot say as a matter of law that the school district’s negligence was not a legal cause of N.L.’s injury. Had the injury occurred while N.L. was in the custody of the school, I would agree.

7 The majority cites to this case for the proposition that “[A] school district may owe a duty to its students, despite the fact that injury occurred off of school grounds and outside of school hours.” Majority at 168 (alteration in original) (quoting *Stoddart*, 239 P.3d at 789). While the Idaho Supreme Court did say this, it declined to extend the scope of a school district’s general duty “to require that a school district take reasonable steps to prevent a violent criminal act against a student by a fellow student away from school grounds and not in connection with a school-sponsored activity.” *Stoddart*, 239 P.3d at 790–91.

