



**King County**

**Appendices to the Skyway-West Hill Land Use Strategy  
Phase 1 of the Skyway-West Hill Community Service Area  
Subarea Plan**

July 17, 2020

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## APPENDIX A – COMMUNITY OUTREACH

### Community Outreach and Engagement

Beginning in the summer of 2018, King County engaged with the public, including residents and key stakeholders such as business owners and non-profits, to identify land use issues in the community and update the Community Plan to reflect current needs and the current planning framework. This process was informed by the land use components of the 2016 Skyway-West Hill Action Plan, and included community forums, stakeholder interviews and focus groups, participation at community events, and digital engagement.

Outreach efforts for this Skyway-West Hill Land Use Subarea Plan was more extensive than earlier efforts and focused on hearing from a wide variety of residents and stakeholders with an intentional focus on inclusion of marginalized communities and communities of color to more closely align with the current demographics of the area.

Community engagement related to the Land Use Subarea Plan was led by communications staff from the Director's Office of the Department of Local Services Department of Local Services in concert with subarea planning staff from the Permitting Division. Outreach efforts, each discussed in more detail below, consisted of community stakeholder interviews with 22 leaders from different segments of the community, four focus groups engaging 62 residents, and three large community meetings. In addition to these primary outreach efforts, planning and outreach staff provided periodic briefings to both the West Hill Community Association and Skyway Solutions throughout the process and conducted two online and paper surveys that garnered 97 individual respondents.

### Stakeholder Interviews

In order to develop a framework for focus groups and the public meetings, the Department of Local Services community relations and planning staff conducted interviews with 22 community leaders. These community stakeholders were identified by soliciting names from community groups, seeking participants at local meetings, advertising through King County's Unincorporated Area News and Next Door social media platform, and word-of-mouth. In addition, King County Councilmember Larry Gossett's (Council District 2, which includes the Skyway-West Hill community) office was asked for additional outreach recommendations during monthly meetings at which the team shared updates on plan development and community issues.

Each of the participants in the interviews were asked a set of five questions and offered the opportunity to provide additional comments. The list of questions is included below. In reviewing the substance of the

interviews, the following key themes emerged that influenced how the Department of Local Services staff structured the Focus Groups and ongoing outreach with the community.

**Gentrification and Displacement.** Uncontrolled gentrification and displacement of communities and businesses that have deep roots in Skyway-West Hill was the biggest theme that emerged from the interviews. The majority of respondents saw this as a critical challenge facing the community, and overwhelmingly expressed concerns about it. Many respondents see it as an issue facing both the commercial and residential districts. Many respondents had examples of people they knew who had left the community, and they shared thoughtful ideas about how to fight displacement including requiring more of developers, building more affordable housing, and placing limits on the size/scale of new houses. One resident pointed out that it was not their job to come up with strategies to fight displacement, it was the County's job.

**Pros and Cons of New Development.** While the majority of interview participants were deeply concerned about development pressure on the community and its possible deleterious effects, they also overwhelmingly wanted to see new and better development come to the commercial districts of Skyway-West Hill. A number of respondents talked about the need to revitalize the commercial districts. Among the most mentioned types of new businesses that community members would like to see are:

- Restaurants and Nightlife
- Grocery Store
- Community Center
- Child Care
- Pharmacy
- Retail (Several respondents pointed out that Skyway-West Hill residents shop in Renton)
- Health Care Facility/Doctors/Dentists

**Affordable Housing.** The majority of respondents felt that more affordable housing is a component of fighting displacement and were generally supportive of more affordable housing. However, support depended to a degree on how "affordable housing" is defined. Several participants expressed concerns about the effect of large-scale affordable housing developments on communities, in terms of losing existing market-rate affordable housing stock and tax revenue. Generally, those with concerns favored strategies that would preserve the existing stock of market-rate housing that is affordable to low-income members of the community, rather than investing in new large-scale government or non-profit sponsored housing.

**Community Investments.** All participants in the interview process understood that the Skyway-West Hill Land Use Subarea Plan is a land use plan, but the Department of Local Services staff asked them what

other community amenities they felt were critical to improving the community, with the goal of identifying possible areas for investment by the County or as mitigation from developers. While the responses ranged widely, there were some common threads through many of the interviews.

- ***Sidewalks and Walkability.*** A majority of respondents commented on the poor pedestrian infrastructure in the community and the need for more and better sidewalks in the commercial districts, on main arterials like Martin Luther King Jr Way South, and in some of the school zones.
- ***Community Center.*** A community center for Skyway-West Hill has been a long-articulated need by the community and groups representing residents. A feasibility study of a Skyway-West Hill community center is attached to this Land Use Subarea Plan as Appendix C.
- ***Open Space and Recreation.*** Many respondents expressed concerns about the limited amount of recreation and open space in the community. There were many comments that the County needs to improve access to Skyway Park, which is poorly accessed from Renton Avenue South, the main arterial running through the heart of the community.

**Community Outreach/Focus Group Suggestions.** Overall respondents supported the idea of engaging community members in smaller groups, focusing on more specific issues. While there was a wide range of suggestions on how to approach the focus groups following are the ones that were most common:

- ***Geographic Focus Groups.*** Organize groups based on geographic areas of Skyway-West Hill.
- ***Demographic Focus Groups.*** Organize groups based on the various Skyway-West Hill demographic groups.
- ***Community Organizations as Focus Groups.*** Use the many non-profits that the County works with regularly as focus groups.
- ***Engage Youth.*** Find ways to engage youth in the focus group process.
- ***Provide Food.*** Many interview participants felt that we would have better luck getting community members to participate if we provided a meal.

**Focus Groups/Briefings.** Department of Local Services conducted four focus groups with segments of the Skyway-West Hill community. These were informed by many of the comments the team received during the stakeholder interview process. The team tried to gain input from geographic communities in Skyway-West Hill (e.g. Martin Luther King Jr. Way South Corridor, Business District), specific demographics within the community (e.g. the Creston Point focus group had outreach to the Somali community and translation services were provided at the meeting); and outreach to community groups (West Hill Community Association and Skyway Solutions). Additionally, a group of youth from Creston Point participated in the focus group discussing the Martin Luther King Jr. Way South corridor and all focus group participants were provided dinner. Following is a brief overview of themes that emerged from each focus group.

- 132 • **West Hill Community Association Board Meeting, February 13, 2019.** Department of Local  
 133 Services staff met with the West Hill Community Association Board and provided them with an  
 134 overview of the overall approach for the focus groups and solicited input from the Board.
- 135 • **Skyway Solutions Board Meeting.** Department of Local Services staff scheduled a briefing for  
 136 the Skyway Solutions Board members on the focus groups, similar to the one given to the WHCA,  
 137 but it was impacted by the heavy February snowstorm, and subsequently by changes in  
 138 leadership at Skyway Solutions.
- 139 • **Scenic View Focus Group, February 20, 2019.** This meeting was held at Bryn Mawr United  
 140 Methodist Church, and was attended by 12 residents in the area that had private views or were  
 141 concerned about the preservation of private views, with members of both the Skyway Solutions  
 142 and West Hill Community Association boards represented.

  - 143 ○ **Define Scenic Views.** The group felt strongly that “views” are those sweeping territorial views  
 144 of major physical features of the region (e.g. Mount Rainier, Cascades, and Lake Washington).  
 145 Views of importance to this group were both public views from parks or road right-of-way  
 146 and private views from residences.
  - 147 ○ **Importance of Scenic Views.** These views enhance the community and property values of  
 148 residents. The construction of newer, larger, “boxier,” homes has impacted private views and  
 149 are out of scale with the community. Views are a defining feature of Skyway-West Hill.
  - 150 ○ **Important Public Views.** The group identified a range of public spaces that have significant  
 151 views and emphasized that some roads in the community have significant views that should  
 152 be protected.
  - 153 ○ **Protecting Views.** The group generally supported protecting both public and private views  
 154 and had a discussion about how to achieve that goal, whether to accomplish it through  
 155 outright regulation of views or through design standards. For some participants the real  
 156 concern was new development that was out of scale with the surrounding structures, rather  
 157 than protecting views just for the sake of protecting views.
- 158 • **Commercial District Focus Group, March 12, 2019.** *This meeting was held at the Fire District 20*  
 159 *Administration Building and was attended by 13 local business owners and members of the*  
 160 *community interested in revitalizing the commercial districts within Skyway-West Hill.*

  - 162 ○ **Barriers to Revitalizing Commercial Districts.** The attendees identified a range of factors  
 163 impacting redevelopment, but leading factors were crime or the perception of the  
 164 neighborhood as being dangerous, absentee landlords who do not want to reinvest in the  
 165 community, and lack of investment in the area by the County government.
  - 166 ○ **Commercial Design/Development.** The group was asked what design elements/street scape  
 167 features strengthen or weaken the community, and there were a range of opinions. Generally,  
 168 the group felt that the presence of the Sheriff’s storefront and the new library strengthen the

Renton Ave commercial district, that there should be more flexibility in zoning, and that mixed-use development that integrates ground floor retail would be desirable. Several participants expressed an interest in seeing more corporate/well financed businesses (e.g. Starbucks, McDonalds, Walmart), while others favored smaller “mom and pop” enterprises.

- ***Martin Luther King Jr. Way South Corridor Focus Group, March 28, 2019.*** This meeting was held at the Creston Point Apartments Community Room and attended by 16 residents of Creston Point and surrounding mobile home parks. This group had significant participation from youth at Creston point, and from members of the Somali community. Translation services were provided, and one member of the group relied on the translator to participate.
  - ***Desired Community Features.*** Participants identified those physical features that they felt characterized a thriving/healthy community, and there was significant alignment around the need for more parks, sidewalks, lighting, places for youth, transit and police service.
  - ***Desired Businesses in the Martin Luther King Jr. Way South Corridor.*** While there was a range of opinions about what types of businesses/uses should be fostered in the Martin Luther King Jr. Way South corridor, there was agreements that spaces for youth were important, particularly a community center. Additionally, there was an interest among several participants in seeing more coffee shops, grocery stores, pharmacies, and childcare/daycare.
  - ***Housing.*** While the participants favored housing, many felt that the Martin Luther King Jr. Way South corridor should be developed as mixed-use development, and that the focus should be commercial development over housing. Residents from the mobile home parks expressed an interest in preserving the mobile home parks.

## Public Meetings

***First Community Open House – October 30, 2018.*** This was the kickoff meeting for the Skyway-West Hill Subarea Planning effort. Held at the Albert Talley High School in Skyway, it was attended by staff from various King County departments and 53 residents.

In order to ensure that attendees who spoke English as a second language could participate in the forum, Department of Local Services advertised the event in Vietnamese, Somali and Spanish and had interpreters for those three languages on site. Staff reported that approximately nine Somali residents attended but did not need the interpreter service. They did appreciate the effort and noted they heard about the meeting through the Somali language flyer the Department sent out to residents.

Attendees were able to circulate through several stations that highlighted geographic portions of the community that were likely to be addressed as part of the subarea planning effort. Additionally, King County Department of Natural Resources and Parks, Parks Division, staff was present with maps to

indicated areas of open space and areas of possible expansion/enhancement to existing park and open space. Senior Managers from the Department of Local Services, Executive's Office and Permitting Division of the Department of Local Services were also in attendance.

The format of the meeting allowed for brief overview of the planning process, and then a question and answer/public comments section. Key themes or observations that emerged from that portion of the evening were:

- A range of concerns were expressed about gentrification and displacement within the neighborhood as a consequence of the plan. Residents pointed out that the composition of the team leading the planning effort did not reflect the demographics of the community.
- Questions about the intent and scope of the planning effort. Staff pointed out that the scope of the subarea plans are by definition limited to land-use issues but indicated that the County would make an effort to capture community issues/concerns that extend beyond the mandate of the subarea plan (e.g. the need for a community center).
- Economic development garnered support among attendees. Staff committed to share the job description for the new Economic Development position description.
- Attendees asked a range of questions about the plan and what could be required of future developers. Wondering if developers could be required to provide amenities like street trees and sidewalks; or to pay for sheriff, fire, and other services?
- A request that an equity analysis be included as part of the sub-area plan.
- Rather than questions many participants enumerated needs within the community, among these:
  - New stop signs in the area.
  - Sidewalks in areas like Preston Point
  - Economic and technical support for small businesses
  - Road Improvements
  - Public health services / clinics in this low-income community

**Second Community Forum – June 1, 2019.** A second Community Forum was held at Dimmitt Middle School on Saturday, June 1. The timing of the meeting was set to receive feedback in preparation of the public review draft that was released on July 1, as part of the 2020 Comprehensive Plan Update. The goal of the meeting was to share and receive feedback on the following topics:

- The proposed land use and zoning map changes included in the draft Land Use Subarea Plan;
- The community on the draft community vision, plan purpose statement, and plan guiding principles;
- The public engagement received up to this point; and



- Potential strategies to address the risk of displacement.

The format of the forum was set up so that participants could visit stations where the proposed land use and zoning amendments were grouped by geographic area and materials were shared about the changes. Participants were encouraged to share their thoughts on the proposed changes. Another station was also available that presented the draft vision and guiding principles, along with a list of potential anti-displacement measures. Participants reflected on the vision, plan mission statement, and guiding principles and added dots to the anti-displacement measures as a means of expressing their support for or against.

The feedback gathered was consistent with much of what had been heard earlier, with some additional specifics because participants were able to glimpse some of what was proposed and provide direct input. Some of the major themes included:

- Regarding the Vision and Guiding Principles
  - Does a good job capturing the community's vision.
  - Should encourage walkability.
  - Equity should be highlighted.
- Regarding Anti-Displacement
  - Community was in favor of implementing anti-displacement measures. Measures that were preferred include: No net loss, Inclusionary zoning, Community land trusts, right to return policies, Community benefit agreements, Commercial displacement mitigation, and Cultural asset preservation.
  - The community expressed opposition to fee-in-lieu programs
  - The community was undecided about density bonuses.
- Regarding the proposed land use and zoning changes
  - There was general support expanding the commercial zones within the Skyway Business District with some concern over the impacts that come with new development, such as traffic and the loss of affordable commercial spaces for local business.
  - The adjustment of zoning to Neighborhood Business along Martin Luther King Jr. Way South and Rainier Avenue South, along with the pedestrian orientation standards were mostly supported but there was some concern over the potential cost on the development community of having to comply with the pedestrian oriented standards.
  - The community was supportive of protections for the mobile home park communities and their residents.
  - Additional feedback regarding the need for improved sidewalks and streetlights was shared.
  - Concern over affordable housing was shared.

**Third Community Forum – August 8, 2019.** A third community forum was held on the evening of August 8, 2019 at the Skyway Library. The goal of the meeting was to present the changes that were made to the draft of the Skyway-West Hill Land Use Subarea Plan following the Public Review Draft comment period in July. Approximately 35 members of the community attended the forum. The community members in attendance expressed a general support for the changes made in the plan, such as: removal of the proposal to amend the land use and zoning in the residential area in the northeast corner of the subarea, increasing the inclusionary zoning/affordable housing requirements for the two residential density increases, and increasing the residential density of the properties along Renton Ave S, between the two nodes of the Skyway Business District.

The community asked questions about the action items listed presented in the Land Use Subarea Plan and how they might be able to be involved.

There was discussion about the proposed limitations on the marijuana retail uses and what that may mean for the existing business operating on Rainier Ave S and Martin Luther King Jr. Way South. There was also discussion about how the planning process for land use and zoning interconnects with the other service providers, such as King County Roads and Metro.

## Surveys

Two online and paper surveys were conducted from September 18 through November 30, 2018 and January 15 to February 5, 2019. The survey garnered 97 individual respondents.

The questions posed to the interviewees and the online survey as follows:

1. In the next 10 to 15 years, what pressures to change do you think the residential neighborhoods and commercial districts of Skyway-West Hill will experience? (Examples: lot sizes, types of housing, roads, walkability, lighting, building types)
2. What 1 or 2 improvements—or different types of commerce—would help make the Skyway Business District a more attractive “downtown” for this community (both businesses and residents)?
3. Do you have an opinion about how much and what type of affordable housing is needed in Skyway-West Hill? What are the pros and cons for you?
4. A recent King County survey showed a high level of concern that current residents and businesses might be displaced by future growth and investment in Skyway-West Hill. Do you know of any specific people or businesses that have had to leave due to development? Should King County require developers to help us prevent this?
5. Is there anything you would like to add related to land use and development in Skyway-West Hill

## APPENDIX B – SKYWAY-WEST HILL LAND USE SUBAREA PLAN EQUITY IMPACT ANALYSIS

*The Skyway-West Hill Land Use Subarea Plan Equity Impact Analysis was completed by BERK Consulting, a third-party consultant. The consultant reviewed and produce their analysis based on the July 2019 Executive-Proposed Public Review Draft of the Skyway-West Hill Land Use Subarea Plan and association land use and zoning map amendments that were released for public review and comments. Changes to the subarea plan after this date are not included in this analysis.*

### I. Introduction

This report presents an Equity Impact Analysis of the public review draft of the Skyway-West Hill Land Use Subarea Plan as called for in the Scope of Work for the 2020 update to the King County Comprehensive Plan adopted in Motion 15329.

“For the 2020 Midpoint Update, the Executive shall complete an equity impact analysis using the tool developed by the county office of equity and social justice, to identify, evaluate and describe both the positive and negative potential equity impacts of the policy, land use, zoning and development regulations proposed in the Plan. This impact analysis shall be transmitted with the 2020 Midpoint update, and included within the Comprehensive Plan if appropriate.”

The Land Use Subarea Plan proposes to update an existing subarea plan from the 1990s with a number of policy and land use changes. These changes are detailed in the main body of the public review draft, of which this analysis is an appendix.

The purpose of this report is to identify potential equity implications of implementing the Land Use Subarea Plan compared to taking no action. It is intended to support King County decision makers’ consideration of equity implications as they make final revisions to the Land Use Subarea Plan and subsequently work towards implementation and ongoing monitoring.

This document is based on a consultant report.<sup>1</sup> The consultant was engaged by King County Department of Local Services (DLS) to conduct analysis between April and June 2019. The consultant worked closely with DLS staff, as well as leadership from the Executive’s Office, to identify a scope of work that both responded to Motion 15329 and provided relevant analysis to help inform the final draft of the Land Use Subarea Plan.

This analysis is organized according to the County’s Equity Impact Review Process,<sup>2</sup> which was last updated by King County’s Office of Equity and Social Justice in 2016. The process includes five phases, which are as follows:

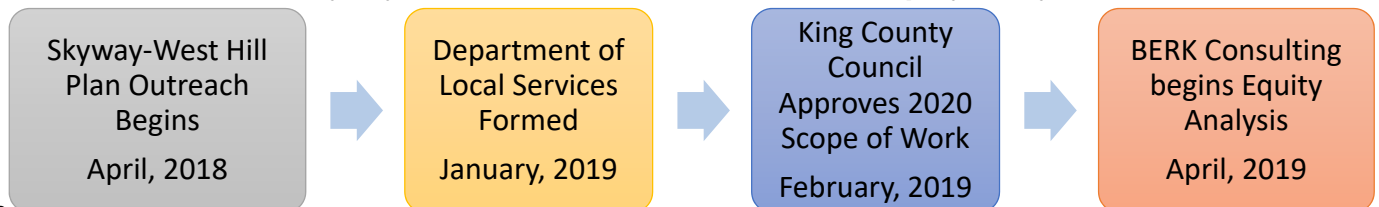
<sup>1</sup> BERK Consulting

<sup>2</sup> More information is available at: <https://www.kingcounty.gov/elected/executive/equity-social-justice/tools-resources.aspx>

- Phase 1. Scope. Identify who will be affected.
- Phase 2. Assess equity and community context.
- Phase 3. Analysis and decision process.
- Phase 4. Implement. Are you staying connected with communities and employees?
- Phase 5. Ongoing learning. Listen, adjust, and co-learn with communities and employees.

This process is designed to be initiated at the very beginning of a project. Given that the County retained a consultant to initiate this Equity Impact Review at a relatively late stage in the subarea planning process, we needed to rely on a review of community engagement work already conducted by County staff to support our analysis and discussion of Phases 1 and 2. This review was supplemented with targeted, and limited, stakeholder engagement.<sup>3</sup> Phases 1 and 2 both call for direct engagement with community members and stakeholders. Much of the engagement for the subarea planning process occurred prior to April 2019 (see Exhibit 1 for a brief timeline). Therefore, to complete these two sections of the Equity Impact Review, we summarized findings from the prior engagement work and supplemented with targeted, and limited, stakeholder outreach. Phases 4 and 5 provide guidance for community engagement and ongoing performance evaluation during and following implementation. Given that this report is being released prior to the Land Use Subarea Plan's implementation, we provide high-level recommendations for the County to consider when carrying out Phases 4 and 5.

**Exhibit 1 – Skyway-West Hill Land Use Subarea Plan Equity Analysis Timeline**



This analysis considers three forms of equity. **Distributional equity** refers to the fair and just distribution of benefits and burdens to all affected parties across the community. **Process equity** refers to the inclusivity, openness, and fair access by all stakeholders to the decision process. **Cross-generational equity** refers to the effects of current actions on the fair and just distributions of benefits and burdens to future generations.

<sup>3</sup> This additional stakeholder engagement included participation in two meetings with the Skyway Solutions board of directors and attendance at a community forum on equity and displacement risk that featured speakers from the Skyway community.

## II. Summary of Key Findings

The Skyway-West Hill subarea will continue to grow and change over time, whether King County implements the Land Use Subarea Plan or takes no action. If trends continue, and housing costs continue to increase across the entire Seattle metropolitan region, then housing costs in Skyway-West Hill will also continue to rise. This will cause increasing housing cost-burden pressures on many existing residents and continued economic displacement of vulnerable groups including low-income, persons of color, limited English speakers, and persons with disabilities. Likewise, many residents in Skyway-West Hill will continue to lack the same level of access to many Determinants of Equity found in other areas of the County. However, there is some potential for some of these impacts to be mitigated, and for growth to proceed in ways that promote greater access to Determinants of Equity by new and existing residents.

The Land Use Subarea Plan identifies regulatory changes that affect what kinds of development can or cannot occur in different parts of Skyway-West Hill. It also includes new requirements, such as the percentage of units in new residential buildings that must be affordable to low-income households, and incentives to provide additional community benefits. These changes are designed to influence the decisions of private developers or others who wish to build in Skyway-West Hill. Through these changes, the County is attempting to increase the likelihood that new growth will support equitable development and address community-identified priorities as well as the needs of vulnerable residents. However, the County cannot guarantee these outcomes. It is ultimately up to individual developers and landowners to decide whether to move forward with projects in Skyway-West Hill. If the new zoning, requirements, and incentives are not attractive to developers, they could result in a reduction in future development activity compared to taking no action. Comparison to neighboring jurisdictions indicates this could be a real risk and is deserving of continued analysis during the implementation phase.

The Land Use Subarea Plan includes several action items for implementation following adoption. During the implementation phase, the County has opportunities to engage community members in activities such as identifying and mapping cultural and community assets that should be considered for protection and enhancement, and to identify community-desired amenities that can support the ability of vulnerable residents to remain in Skyway-West Hill and overcome barriers to success. During this phase, it is essential that the County develop effective strategies for inclusive engagement and building the capacity of community groups and leaders to effectively advocate for community needs.

### III. Equity Impact Review

#### A. Scope: Who will be affected by This Action? (Phase 1)

Skyway-West Hill is a diverse area of unincorporated King County composed of distinct neighborhoods and cultural communities. Changes to land use in Skyway-West Hill have the potential to benefit or burden different residents in different ways. This is because the needs and vulnerabilities of residents can vary significantly based on factors such as household income, homeownership status, access to networks of support, English language proficiency, immigration status, civic engagement, and many others. This section builds on the demographic profile provided in the Land Use Subarea Plan to identify notable differences and disparities that are related to residents' needs and vulnerabilities.<sup>4</sup> It also identifies stakeholder groups and populations of concern as well as their roles in decision making concerning the Land Use Subarea Plan.

#### Stakeholders and Populations of Concern

The diverse and varied profile of the Skyway-West Hill area indicates that equitable outreach and engagement in this area should be inclusive of people based on characteristics such as language spoken, race and ethnicity, age, geographic location, and housing tenure. Businesses and agencies that provide social, health, and human services to the community should also be engaged.

#### Language Communities

Residents who do not speak English, or do so with difficulty, face significant challenges in their ability to engage in civic life, including the subarea planning process. In 2017, approximately 7,300 people, or 43% of the community, spoke a language other than English at home. Approximately 3,900 people, or 23% of the community, have at least some difficulty speaking English. Nearly 12% of all households are "limited English-speaking households," or all members 14 years or older have at least some difficulty speaking English.<sup>5</sup>

Most outreach and engagement activities are conducted in English because it is the dominant language in the United States and the language of government. Since 43% of the people in the study area speak another language at home, and nearly a quarter of the population does not have strong English-proficiency, it is important to communicate with people in the languages in which they feel most comfortable. Top languages spoken in the community include Vietnamese, Tagalog, Spanish, Mandarin, Cantonese, Russian, and Somali.

Since language is a key component of culture, effective communication with other language groups requires more than providing translation and interpretation. It is important that the design

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<sup>4</sup> All statistics in this section are based on 2013 - 2017 American Community Survey (ACS) 5-Year Estimates unless otherwise noted.

<sup>5</sup> A "limited English-speaking household" is one in which no member 14 year or older speaks only English or speaks English "very well".

of outreach methods, materials, and engagement events is culturally appropriate as well as linguistically appropriate. Engagement with diverse language groups should include opportunities to identify existing and desired landmarks, institutions, and amenities in the neighborhood to better understand how proposed development affects cultural landscapes.

### **Racial and Ethnic Communities**

Skyway-West Hill is a diverse community where over 70% of the residents are people of color. Approximately a third of residents identify as Asian, about a quarter of residents identify as Black or African American, and one in ten residents identify as Latino. There are significant racial disparities within Skyway-West Hill that impact vulnerability to land use change. For instance, about 73% of White households are owner-occupied compared to only 29% of Black households. Engaging with people from a variety of ethnic and cultural groups from within the community is one way to better understand some of the context for community disparities including structural disparities related to institutionalized racism, racial privilege, and systemic inequalities.

Just as with those who speak languages other than English, engagement with racial and ethnic communities should include opportunities to identify existing and desired landmarks, institutions, and amenities in the neighborhood to better understand how proposed development affects cultural landscapes. The needs and interests of people that identify within a particular racial or ethnic group are diverse and depend upon the intersectionality of other factors such as gender, age, or social class as well as personal experience. This makes it especially important to engage with as many people as possible, and from a variety of racial and ethnic groups, to consider distributional equity.

### **Youth**

Nearly a quarter of Skyway-West Hill residents are younger than 18. One aspect of pursuing cross-generational equity is considering the unique needs and circumstances of children and teens. Plans that provide safe, secure, healthy, and accessible environments for youth are often an indicator that they are beneficial for people of all ages. Engagement for youth should include an exploration of how the existing landscape provides support or presents challenges so these issues can be evaluated.

## Seniors and Elderly Residents

About 14% of the population is age 65 or older, similar to King County as a whole. As with youth, older adults also have special needs and vulnerabilities to land use change. Zoning and development standards can impact the ability of seniors to age in place or find suitable housing that meets their changing needs. Similarly, providing for the mobility of seniors requires special consideration for the pedestrian environment and accessibility of new development. Engagement for older residents should include an exploration of how the existing landscape provides support or presents challenges so these issues can be evaluated.

## Persons with Disabilities

According to Census estimates, about 13% of the population in Skyway-West Hill have some kind of disability, such as challenges with mobility or cognitive difficulties. This is a slightly higher share than is found among all county residents (10%). Those with disabilities are much more likely to be over age 65, and the needs of disabled residents often overlap with those of elderly residents. Engagement for disabled residents should include an exploration of how the existing landscape provides support or presents challenges so these issues can be evaluated.

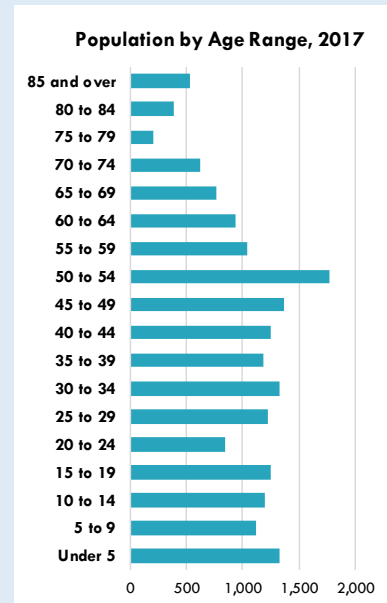
## Neighborhoods

Skyway-West Hill is mostly composed of two different Census tracts which split the area nearly in half, roughly along existing neighborhood boundaries. Comparing demographic and socioeconomic data for these two census tracts reveals significant differences between the residents of Skyway in the southwestern portion of the study area and Bryn Mawr in the northeastern portion closer to Lake Washington. Exhibit 2 shows a map of the two tracts.

## DEMOGRAPHIC PROFILE: AGE

The population of Skyway-West Hill skews younger than the county as a whole.

About 24% of the population are children under the age of 18, compared to 21% for the King County average. This chart shows the number of residents within each age range.

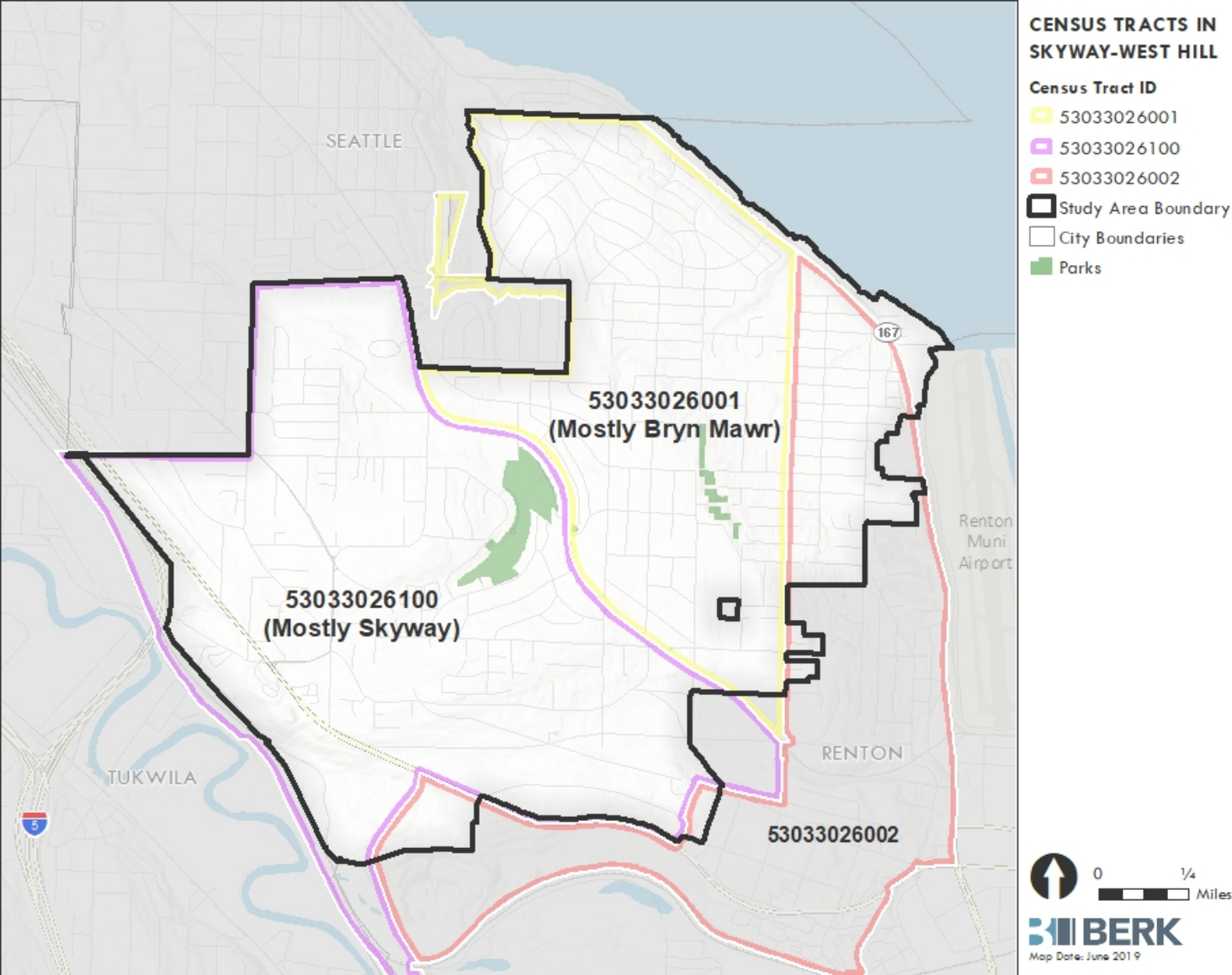


Source: 2013-2017 American



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**Exhibit 2 – Census Tracts in Skyway-West Hill**



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**Exhibit 3 – Census Tracts in Skyway-West Hill with Demographic and Socioeconomic Characteristics**

	<b>Tract 53033026100 (Mostly Skyway)</b>	<b>Tract: 53033026001 (Mostly Bryn Mawr)</b>	<b>King County</b>
Median Household Income	\$49,104	\$86,318	\$83,570
Percent of population with income below 200% of Federal Poverty Level	42%	27%	22%
Percent people of color (Non-White and/or Hispanic or Latino)	78%	64%	34%
Percent that speak English less than very well	25%	16%	21%
Percent foreign born	38%	30%	22%
Percent renter households	56%	25%	43%
Percent cost-burdened households	35%	25%	34%
King County Equity Score for 2017 (Higher scores represent a more diverse & less wealthy population.)	4.33	3.67	Average: 4.1 High: 5.0 Low: 2.0

Source: 2013 - 2017 American Community Survey 5-Year Estimates; King County, 2019.

When viewing the demography of the two primary census tracts in the study area, there are social and economic differences between the “Mostly Skyway” tract and the “Mostly Bryn Mawr” tract. This makes it important to engage with people from both areas to collect input on priorities and concerns.

The Land Use Subarea Plan proposes to repeal the P-suffix conditions, which broadly affect the study area. The majority of the proposed land use changes are located in, or within close proximity to, the “Mostly Skyway” tract. There are three proposed amendments for the Rainier Avenue South Business district that are in a third census tract located outside the “Mostly Bryn Mawr” tract in the easternmost portion of the study area.

From a social landscape perspective, most of the proposed changes are located within the Skyway neighborhood. Although Renton Avenue South is the primary dividing line between the two census tracts, both sides of the street are considered part of the Skyway neighborhood. Housing on the east side of Renton Avenue South is likely to identify as being part of Skyway. It is very likely that this association holds for most housing on top of the hill and transitions to an association with Bryn Mawr or Lakeridge neighborhoods as the topography changes to hillside

and access is taken from Rainier Avenue. As a result, those who consider themselves residents of Skyway live in the area where there is the most proposed change. Community outreach and engagement to the Skyway neighborhood is particularly important given the location of the proposed changes.

There is also a set of changes in the “Mostly Skyway” tract that potentially affects residents and businesses near the Martin Luther King Jr. Way South Business District. Outreach and engagement efforts should include specific opportunities for participation from this area.

### **Renters and Low-Income Households**

The majority of households in Skyway-West Hill own their home. However, 42% of households rent and those households are more likely to be people of color.<sup>6</sup> They are also more likely to have lower incomes and to experience a housing cost burden; both factors potentially increase susceptibility to economic and physical displacement in areas of neighborhood change. This susceptibility makes it especially important to include renters, and particularly those that may be economically challenged, in community engagement related to neighborhood changes. Disparities in homeownership also contribute to cross-generational equity issues, as persons of color are less likely to generate wealth through homeownership that can be transferred to future generations.

Exhibit 4 compared the incomes of renter and owner households. In 2019 Median Family Income (MFI, also known as Area Median Income, or AMI) for King County is estimated to be \$108,600.<sup>7</sup> As of 2015, HUD estimated that nearly a third of renter households had incomes below 30% of MFI and over half of renter households had incomes below 50% of MFI.

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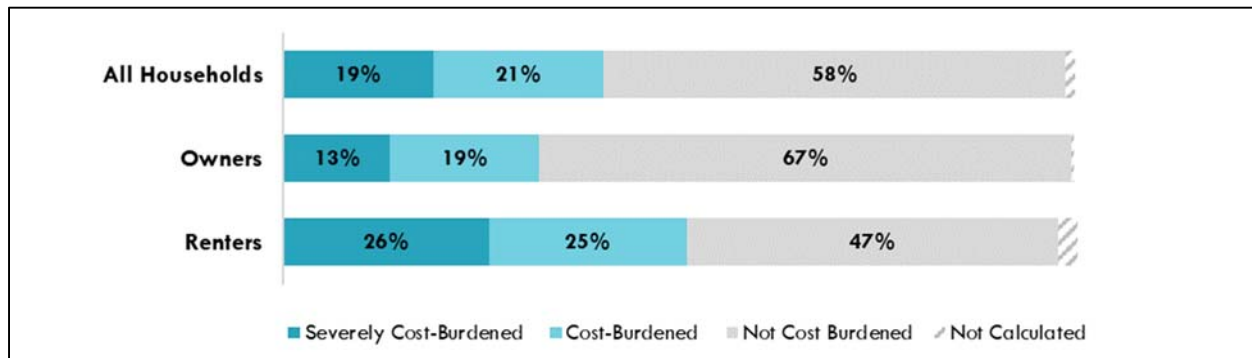
<sup>6</sup> *There are significant racial and ethnic disparities between owner- and renter-households. 78% of all white non-Hispanic householders own their homes, compared to 47% for householders of color and only 29% for black householders.*

<sup>7</sup> *Source: HUD, 2019. “FY 2019 Median Family Income Documentation System.” <https://www.huduser.gov/portal/datasets/il/il2019/2019MedCalc.odn>. MFI is generally much higher than median household income since family households are more likely to include dual incomes. HUD adjusts for household size when grouping households into income categories relative to MFI.*

**Exhibit 4 – Renter and Owner Households by Income Level, Skyway-West Hill**

Source: HUD Consolidated Housing Affordability Strategy (CHAS), based on ACS 2011-2015 5-year estimates; BERK, 2019.

Exhibit 5 breaks down renter and owner households in Skyway-West Hill by their level of housing cost-burden. A severely cost-burdened household spends over half of its household income on housing costs. A cost-burdened household spends over 30% of its income on housing costs.<sup>8</sup> Overall, about 40% of households are cost-burdened, and nearly 20% are severely cost-burdened. Among renters, these percentages are somewhat higher.

**Exhibit 5 – Renter and Owner Households by Level of Housing Cost-Burden, Skyway-West Hill**

Source: HUD CHAS (based on ACS 2011-2015 5-year estimates); BERK, 2019.

People who are cost-burdened, have fewer resources available to pay for other necessities like transportation, education, food, and clothing. They are also more likely to be at risk of losing their home if an unexpected event impacts their income and ability to pay rent or mortgage. They are also more vulnerable to displacement when housing costs rise.

<sup>8</sup> In this chart, "cost-burdened" refers to those spending greater than 30% but less than 50% of their income on housing costs.

## **Businesses**

Businesses have a lot to gain from neighborhood changes, but they can also be susceptible to displacement due to land use changes. Physical and economic displacement can result from redevelopment, but cultural displacement can also occur if patrons and customers move out of the neighborhood. Neighborhood businesses provide goods and services that meet community needs and often reflect community character. Some businesses can act as gathering places and fulfill key roles as social and cultural institutions, landmarks, and amenities. Engagement should include opportunities to talk about neighborhood change with existing businesses.

Another category of businesses includes builders and developers who see the study area as a place of investment opportunity. Engaging with such businesses provides an opportunity to test proposed policy and land use changes for investment feasibility. It could also provide opportunities for the community to discuss its vision, values, needs, and desires with potential investors.

## **Community Service Providers**

All communities require social, health, and human services to support the people in living their best life. These services are provided by community institutions such as the Renton School District, government agencies like Seattle-King County Public Health, non-profit organizations such as Communities in Schools of Renton, faith-based groups like churches or mosques, and business providers such as doctors, dentists, or counselors. Each community will have a different set of service partners that they work with, depending on their needs. All communities have gaps in service, but the gaps are likely to be greater and of more significance in areas where the population experiences social, economic, and cultural disparities. Engaging with community service providers helps to identify community disparities that affect distributional, process, and cross-generational equity. They may also provide connections to trusted community advisors for groups that are hard to reach as a result of those disparities.

## **Community Engagement Summary**

Community engagement in the subarea planning process provides the opportunity for participants to shape the Land Use Subarea Plan. Ideally, the County planner facilitates community development of the Land Use Subarea Plan and shares expertise in land use and community development with the community to guide their work. They also assist the community with processes designed to balance competing interests and priorities. The ability for the community to influence plan development changes throughout the process.

- Visioning. Input given at the visioning stage helps to direct plan goals and objectives.
- Land Use Subarea Plan Development. During plan development, engagement steers the policies and strategies that are proposed.
- Draft Land Use Subarea Plan. Once a draft is released, community review can recommend that the plan is confirmed, redirected, or rejected.
- Implementation. Community involvement focuses the implementation of plan

objectives and policies to ensure that it meets the vision.

King County engaged the community in a variety of ways during the visioning and plan development stages.<sup>9</sup> The County's summary of community engagement activities appears in Appendix F. For the visioning stage, the County relied on the work that came out of the 2016 Skyway-West Hill Action Plan, which included community forums, stakeholder interviews and focus groups, community events, and digital engagement. Initially the County planned two meetings for plan development, but expanded engagement based on community input and recognition of the outreach guidance provided by Motion 15329 and the equity analysis tool, to include 22 stakeholder interviews, four focus groups, and two community forums between July 2018 and June 2019.

Community input influenced the development of Land Use Subarea Plan vision and principles, policies, and action items. The Land Use Subarea Plan also offers opportunities for community input into the creation of the proposed, Equitable Housing Development Program and Community-Desired Amenities Incentives. It also offers community members the opportunity to identify existing cultural assets that could be impacted as well as options for their preservation and mitigation.

### **Engagement of Stakeholders and Populations of Concern**

Appendix F provides a detailed summary of community engagement activities, including specific stakeholder groups and populations who attended these events.

Exhibit 16 presents a summary of this engagement, organized by the stakeholder groups and population of concern identified in this report. When identifying stakeholders and community leaders to directly engage during this process, King County planners consulted with a staff Community Liaison who has a background with the Skyway-West Hill community.<sup>10</sup> King County did not initiate this Equity Impact Review until after most of the engagement was conducted. Therefore, efforts to reach some of these groups are not well documented, and it is quite possible that some groups did not receive significant, or any, outreach/engagement. Plan review and implementation offer an opportunity to make further connections to ensure they have a voice in the community change that may affect them.

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<sup>9</sup> Since this analysis is being conducted prior to Plan adoption, recommendations for engagement during the implementation stage (Phases 4) are provided below.

<sup>10</sup> The liaison, Ernesto (Bong) Santo Domingo, works for King County Department of Local Services.

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**Exhibit 6 – Engagement of Population of Concern and Potential Limitations**

<b>Population of Concern</b>	<b>Relevant Engagement and Potential Limitations</b>
Language Communities	Outreach and engagement targeted towards different linguistic groups was not well documented. The County did provide interpretation at some community events.
Racial and Ethnic Groups	Engagement with different racial and ethnic groups is not documented in the engagement materials. The 22 stakeholder interviews were intended to collect input from a broad cross section of the community, which included people of diverse racial and ethnic backgrounds. General engagements, such as community forums or focus groups, drew people of diverse racial and ethnic backgrounds. However, there is no documented engagement to specific racial and ethnic communities.
Youth	A group of youth from Creston Point participated in the focus group discussing the Martin Luther King Junior corridor. Records do not indicate whether additional engagement was targeted at youth.
Seniors and Elderly	There is no documented outreach to older adults in the community. Some older adults are likely to have participated in community forums or other general engagements.
Persons with Disabilities	There is no documented outreach that was targeted towards persons with disabilities.
Neighborhoods	Several engagements were directed to the Skyway neighborhood including meetings with the community group, Skyway Solutions, and attendance at the Skyway Block Party. The County conducted a focus group on the Martin Luther King Junior Way South area. There was also a focus group on views, which likely attracted residents of Bryn Mawr. There is no documented focus on the Rainier Avenue Business District area.
Renters and Low-Income Households	Outreach and engagement to address the perspectives of renters or owners was not well documented. The Martin Luther King Junior Way South Focus Group took place at Creston Point Apartments and likely attracted mostly renters. The Scenic Views Focus group likely attracted property owners. It is likely that participants in community forums and other general engagement were comprised of both owners and renters, but it is not clear.
Businesses	The County conducted a Commercial District Focus Group for the Skyway Business District and some of the stakeholder interviews included people who worked in the study area. Businesses in the Martin Luther King Junior Way and Rainier Avenue Businesses Districts may not have been engaged. Future developers and builders, or those looking to invest in the community have not been engaged, but their engagement may be more appropriate in the draft plan review and implementation phases.
Community Service Providers	It is not clear if community service providers were included as part of general engagements for the plan, but efforts to specifically include them are not documented.

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Source: King County, 2019; BERK, 2019.



## **B. Assessment of Equity and Community Context (Phase 2)**

This section summarizes the concerns raised by community members engaged in the subarea planning process. It also provides a discussion of King County's Determinants of Equity framework, including an assessment of the potential of the Land Use Subarea Plan to affect the ability of different populations of concern in Skyway-West Hill to access and benefit from those Determinants. Finally, we discuss potential unintended equity-related outcomes that could result from implementation of the Land Use Subarea Plan, with attention to differences in the vulnerabilities of different populations of concern.

### **Concerns Raised by Community Members and Stakeholders**

Appendix F provides a summary of major topics identified by stakeholders and community members engaged by King County during the subarea planning process. Here we review key themes and discuss equity themes that emerged during the engagement process. The following section includes a more detailed discussion of the relationship between actions proposed in the Land Use Subarea Plan and these concerns.

### **Desire for Equitable Development**

Many of the respondents are either anticipating growth and change or hoping for it. Many respondents listed types of establishments they would like to see more of in the neighborhood, such as restaurants, grocery stores, and pharmacies. However, they also raised questions and concerns, especially related to commercial development, and about the quality of the development to come. Are the options going to be diverse? Are they going to be conveniently accessible to the local population? Will the new businesses offer more breadth in services and quality of goods than what is currently available? Will new commercial development contribute to displacement?

### **LIMITATIONS ON UNDERSTANDING OF EQUITY IN COMMUNITY CONTEXT**

The analysis in this report relies on records from outreach and engagement already conducted by the County from 2018 to early-2019. This previous work did not go through a formal Equity Impact Review. As a result, there may be unidentified community priorities and concerns. In addition, some of the engagement methods may not have been fully effective at learning about community concerns about equity depending on the topics of discussion, the questions asked, the format of the engagement, and the materials presented.

To identify community priorities and concerns, engagement should include discussion of topics such as:

- Important existing community businesses, landmarks, amenities, and cultural assets, in addition to those that are desired.
- Formal and informal social supports and support networks.
- Historic and local barriers cultural, racial, and disadvantaged groups face when engaging in civic processes
- Housing security and insecurity for both renters and homeowners.
- Specific community needs for different types of households including families with children, older adults, and multi-generational households.
- Community definitions of key concepts such as affordability, equity, sustainability, vitality.
- Issues of safety and security.
- Access and barriers to transportation, including transit and walkability.



Many community members expressed strong concerns about both gentrification (changes to the neighborhood that cater to a new, wealthier group of residents) and displacement (when families are forced to move from their homes involuntarily due to the termination of their lease, rising housing costs, or other factors). They described personal experiences losing friends and community members to displacement and expressed hope that the Land Use Subarea Plan could include strategies to prevent this from occurring.

### **Public Safety**

Many residents expressed that there are perceptions of fear in some neighborhoods. Some of these residents mentioned the need for improvements to police response times and visibility in the community. Others called for better street lighting and sidewalks to improve connections between streets and neighborhoods.

### **Health and Well-being**

Several stakeholders identified the need for more medical services in the area, such as doctors, dentists, and pharmacies. Community members also expressed the concern that they are effectively in a food desert, particularly concerning quality fresh produce and healthy options. Access to recreation and open space, including Skyway Park, also came up as a concern that could be addressed through investments in sidewalks, lighting, better access, and pathways.

### **Affordable Housing**

Many residents see affordable housing in the community to be an asset and are supportive of its protection and creation. Some expressed the need for affordable housing that includes supportive services to address the needs of vulnerable populations.

### **Determinants of Equity**

Many of the community concerns described above and in Appendix F are closely related to the Determinants of Equity, identified in King County Ordinance 16948. This is a framework for identifying, evaluating, and measuring access to resources and opportunity that

## **DIRECT AND INDIRECT IMPACTS**

Exhibit 7 identifies the potential *direct* and *indirect* impacts of implementing the Plan. Here we explain these terms and how they are used.

**Direct impact:** This is an outcome that occurs as a direct consequence of a County action. For example, if King County were to build new sidewalks and street lighting along a corridor in Skyway, this action would directly impact both walkability and safety for area residents.

**Indirect impact:** The Subarea Plan does not include any actions that result in direct impacts. Instead, it focuses on regulatory changes that allow or encourage certain kinds building activity by private developers. These changes include what kinds of land use are allowable (such as commercial or residential) and requirements for any new development (such as how high the new buildings can be or that a percentage of new apartment units must be offered at affordable rents to low-income residents).

Ultimately it is the developer's own decision whether he or she wishes to develop in Skyway-West Hill. And that private decision can have real and potentially significant impacts on the community. These are indirect impacts which are influenced by (rather than caused by) County actions.

promote equity of outcomes.<sup>11</sup> It identifies 14 Determinants of Equity and associated metrics for evaluating potential disparities at the neighborhood scale. Exhibit 7 presents each Determinant of Equity along with an assessment of the potential direct and indirect impacts of implementing the Land Use Subarea Plan. Since the Land Use Subarea Plan focuses on allowable land uses, development conditions, and developer incentives, it does not have any direct impacts on Determinants of Equity. However, land use changes proposed in the Land Use Subarea Plan do have great potential to influence the kind of new development which could occur in the future. Some of these future land use changes could impact Determinants of Equity for some or all residents of Skyway-West Hill.

While Exhibit 7 presents each Determinant of Equity separately, it is important to remember that they work together to promote equitable outcomes. Phase 3 of this report, Analysis of Potential Equity Impacts, provides a more holistic assessment of the potential impacts for vulnerable populations in Skyway-West Hill.

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<sup>11</sup> See [https://www.kingcounty.gov/elected/executive/~/\\_media/4FF27039534048F9BC15B2A0FFDDE881.ashx?la=en](https://www.kingcounty.gov/elected/executive/~/_media/4FF27039534048F9BC15B2A0FFDDE881.ashx?la=en)

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***Exhibit 7 – Potential Direct and Indirect Impacts to Determinants of Equity***

<b>Determinant of Equity</b>	<b>Brief Description from KC Office of Equity and Social Justice</b>	<b>Potential Direct and Indirect Impacts of Proposed Changes in Draft Skyway-West Hill Land Use Subarea Plan</b>
Early Childhood Development	Early childhood development that supports nurturing relationships, high quality, affordable childcare, and early learning opportunities that promote optimal early childhood development and school readiness for all children.	No direct impact. Some potential for indirect impacts. The Community-Desired Amenity Program could include incentives to include child-care facilities within new developments. Increasing the supply of quality childcare facilities in the area could be a benefit to families who can afford the care. However, this change may not have an impact on the affordability of childcare for lower-income families.
Education	Education that is high quality and culturally appropriate and allows each student to reach his or her full learning and career potential.	No direct impact. Limited potential for indirect impacts.
Jobs and Job Training	Jobs and job training that provide all residents with the knowledge and skills to compete in a diverse workforce and with the ability to make sufficient income for the purchase of basic necessities to support them and their families.	No direct impact. Some potential for indirect impacts if land use changes are successful at encouraging a more vibrant local business district that creates opportunities for new businesses and jobs. However, Skyway residents would need to compete with outsiders for those jobs and business opportunities. Existing disparities with regards to possessing the requisite knowledge and skills to be most competitive will remain.
Health and Human Services	Health and human services that are high quality, affordable and culturally appropriate and support the optimal well-being of all people.	No direct impact. Limited potential for indirect impacts.
Food Systems	Food systems that support local food production and provide access to affordable, healthy, and culturally appropriate foods for all people.	No direct impact. Some potential for indirect impacts. The Community-Desired Amenity Program could include incentives for projects that include grocery stores or other healthy food sources. However, the fact that these healthy food sources may be less affordable than convenient stores and fast food restaurants could remain.

<b>Determinant of Equity</b>	<b>Brief Description from KC Office of Equity and Social Justice</b>	<b>Potential Direct and Indirect Impacts of Proposed Changes in Draft Skyway-West Hill Land Use Subarea Plan</b>
Parks and Natural Resources	Parks & Natural Resources that provide access for all people to safe, clean and quality outdoor spaces, facilities and activities that appeal to the interest of all communities.	No direct impact. Some potential for indirect impacts. The Community-Desired Amenity Program could include incentives for developers to add on-site or off-site amenities, such as improving the accessibility of parks and trails with new sidewalks or pathways.
Built and Natural Environment	Healthy built and natural environments for all people that include mixes of land use that support: jobs, housing, amenities, and services; trees and forest canopy; clean air, water, soil, and sediment.	No direct impact. High potential for indirect impacts. The Land Use Subarea Plan includes zoning changes to expand opportunities for commercial and mixed-use development. The Community-Desired Amenity Program could include incentives for added amenities to enhance walkability and community vitality. Low potential for impacts to trees and forest canopy, clean air, water, soil, or sediment.
Transportation	Transportation that provides everyone with safe, efficient, affordable, convenient, and reliable mobility options including public transit, walking, carpooling, and biking.	No direct impact. Some potential for indirect impacts. Zoning changes include some increases in residential density along transit corridors. This has the potential to enable more people to live within easy walking distance of frequent transit service. Additionally, the Community-Desired Amenity Program could include incentives for developers to provide community assets such as sidewalks and pedestrian networks or street lighting that can improve walkability and perceptions of safety. Such changes could result in increased access to transit for both new and existing residents.
Community Economic Development	Community Economic Development that supports local ownership of assets, including homes and businesses, and assures fair access for all to business development and business retention opportunities	No direct impact. Some potential for indirect impacts. The Land Use Subarea Plan includes zoning changes to expand opportunities for commercial and mixed-use development. Action 4 from the Land Use Subarea Plan calls for small-scale commercial incentives within the Skyway Business District to support smaller-scale commercial development opportunities and encourage locally owned and culturally significant businesses.
Neighborhoods	Neighborhoods that support all communities and individuals through	No direct impact. Some potential for indirect impacts. The Community-Desired Amenity Program could include incentives for

Determinant of Equity	Brief Description from KC Office of Equity and Social Justice	Potential Direct and Indirect Impacts of Proposed Changes in Draft Skyway-West Hill Land Use Subarea Plan
	strong social networks, trust among neighbors and the ability to work together to achieve common goals that improve the quality of life for everyone in the neighborhood.	assets or improvements that promote community gatherings, more vibrant community business districts, and/or more active use of public spaces. These could include community-identified cultural spaces, community green spaces or viewpoint plazas, improved sidewalks and pedestrian networks, streetlights, a community center, public meeting spaces, farmers markets, arts facilities, etc.
Housing	Housing for all people that is safe, affordable, high quality and healthy.	No direct impact. High potential for indirect impacts. Zoning changes proposed in the Land Use Subarea Plan include increased to allowable density in some residential and mixed-use zones. These changes could provide more rental and ownership housing options in the neighborhood. These changes also include requirements for 10% of new housing units to be reserved for low-income households (70% of AMI or below). If developers choose to build housing in these zones, the requirements could result in additional supply of affordable housing options.
Community and Public Safety	Community and public safety that includes services such as fire, police, emergency medical services and code enforcement that are responsive to all residents so that everyone feels safe to live, work, and play in any neighborhood of King County.	No direct impact. Some potential for indirect impacts. Fire, police, emergency medical services, and code enforcement are not addressed in the Land Use Subarea Plan. However, as discussed above, some land use outcomes have the potential to influence perceptions of neighborhood safety. Expanded opportunities for commercial and mixed-use development could result in more businesses and activity in commercial districts. The Community-Desired Amenity Program could include incentives for developers to provide amenities like sidewalks, pedestrian networks, and street lighting. These too can encourage more activity in public spaces and discourage criminal activity.
Law and Justice	A law and justice system that provides equitable access and fair treatment for all.	No direct impact. Very limited potential for indirect impacts.

## Potential Unintended Equity-Related Outcomes

### **Displacement**

The Land Use Subarea Plan expresses a vision of equitable development, where all current residents can have the opportunity to share in the benefits of land use change. These benefits could potentially include new amenities like sidewalks and streetlights, a more vibrant community business district with opportunities for local businesses that reflect the diversity of the community, or new community gathering places. However, these kinds of amenities also have potential to make the area more desirable to prospective renters and homebuyers, which can increase competition for housing and drive up costs. This can lead to economic displacement, where some current residents can no longer afford the cost of housing and are therefore forced to move elsewhere in search of lower costs. Redevelopment can also involve the demolition of existing housing or businesses, which can contribute to physical displacement.

Housing costs in Skyway-West Hill are already rising. Exhibit 8 shows how much the rents have increased in recent years. Average rents in 2019 are over 40% higher than they were in just 2010, while wages for low-income workers have not increased nearly as much. Yet rents are still significantly lower in Skyway-West Hill than they are in many neighborhoods in South Seattle. One reason for this difference is the relative lack of amenities compared to many other neighborhoods.

**Exhibit 8 – Average Apartment Rent per Square Foot in Skyway-West Hill, 2000-2019**



Source: CoStar, 2019; BERK, 2019.

Each time a family, household, or business is displaced it can leave a hole in the social fabric—the network of relationships that can contribute to a thriving community and provide residents with mutual support in times of need. So, displacement can have a cascading effect, where one instance of displacement can precipitate and even accelerate additional displacement in the same neighborhood, including cultural displacement where residents are compelled to move because the people and institutions that make up their cultural community have left the area.

The Skyway-West Hill area is already experiencing economic displacement pressure due to rising housing costs. Any increase in displacement pressures resulting from the Land Use Subarea Plan would have significant equity implications. Fortunately, the Land Use Subarea Plan includes strategies for avoiding or mitigating physical displacement as well as promoting equitable development. This includes new requirements for developers to include income-restricted units affordable to low-income households in their buildings. The potential effectiveness of these strategies will be addressed in the following section.

### **Limited Opportunities for Homeownership and Asset Building**

Providing pathways to homeownership is an important aspect of achieving community economic development as well as supporting neighborhood stability and vitality. Homeownership enables individuals and families to build assets over time and reduces their vulnerability to increases in market rents. While the Land Use Subarea Plan includes changes to increase capacity for multifamily housing, such as apartment buildings or condominiums, it does not significantly expand opportunities to develop “missing middle” housing options such as townhomes, tiny or cottage housing, or small lot single family homes.<sup>12</sup> As a result, it misses an important opportunity to increase the supply of smaller ownership housing products. These housing types are typically more affordable to moderate- and middle-income households than single-family homes and can therefore provide a gateway to homeownership. Providing more access to homeownership opportunities also promotes cross-generational equity by enabling families to generate wealth through home equity that can be passed on to future generations.

### **C. Analysis of Potential Equity Impacts (Phase 3)**

The Skyway-West Hill subarea will continue to grow and change over time, whether King County implements the Land Use Subarea Plan or takes no action. If trends continue, and housing costs continue to increase across the entire Seattle metropolitan region, then housing costs in Skyway-West Hill will also continue to rise. This will cause increasing housing cost-burden pressures on many existing residents and likely contribute to continued economic displacement. Likewise, many residents in Skyway-West Hill will continue to lack the same level of access to many Determinants of Equity found in other areas of the County. The purpose of this analysis is to determine whether implementing the Land Use Subarea Plan is likely to lead to more equitable outcomes than taking no action. It is also to provide recommendations regarding steps King County can take to promote more equitable outcomes.

As noted above, implementing the Land Use Subarea Plan will not have direct impacts on any Determinants of Equity or directly address any community concerns. Instead, the impacts will be indirect. This is because King County’s subarea plans are limited to consideration only of land use changes.<sup>13</sup> The changes to zoning, development conditions, and developer incentives

<sup>12</sup> King County Code does allow for townhomes in the R-6 Zone (K.C.C. 21A.08.030), but limits on allowable density per acre make such projects less feasible.

<sup>13</sup> In 2018 King County limited subarea plans to only consider land use changes and not include other needs identified by the community. As such, the Plan is limited in what it can offer the community that may have more direct impacts.

proposed in the Land Use Subarea Plan are intended to influence the actions of private developers or others who wish to build in Skyway-West Hill. The approach is to increase the likelihood that new growth will support equitable development by addressing community needs and desires such as expanding the supply of affordable housing, providing new sidewalks and street lighting, and promoting a thriving business district with opportunities for locally owned and culturally significant businesses.



The Land Use Subarea Plan includes several changes and action items that, collectively, will have an impact on the decision of developers to move forward with projects in the Skyway-West Hill area, as well as the types of projects that developers may propose to build. Developers typically have a minimum “rate of return,” or profit margin, that they require in order to secure financing to move a project forward. They also typically select development sites that are most likely to provide the needed rate of return (or higher) in order to minimize their financial risks. An exception to this rule would be nonprofit or other mission-based developers who may have an interest in developing in Skyway-West Hill to support community objectives or address community needs. However even these kinds of developers must select projects that are financially feasible.

The following sections present a summary of the most relevant changes and action items proposed in the Land Use Subarea Plan. Along with the summary is a general discussion of the potential of those changes/actions to encourage or discourage desired forms of development in Skyway-West Hill. Also included is a discussion of the equity implications compared to taking no action.

#### *Housing Supply and Affordability*

The Land Use Subarea Plan includes some targeted zoning changes along transit corridors, the business districts, Dimmitt Middle School, and Skyway Library. These changes will allow developers to build housing at higher levels of density. Since developers will be able to build bigger apartment buildings with more units per acre, they may be able to get more revenue from rents on the same parcel than they were prior to the upzone. This provides them with an additional incentive to build housing in Skyway-West Hill. However, these zoning changes come with new development conditions that require that 10% of newly constructed housing units be reserved for households with incomes at or below 70% of AMI. For these units, rents will likely be lower, thus diminishing potential revenues for a developer/building owner. Building owners may have additional administrative costs associated with complying with the affordability requirements, such as maintaining and updating proof of income eligibility records for the occupants of affordable units. A prospective developer would need to consider the relative costs and benefits of these changes on their expected rate of financial return.

#### **HOW LIKELY ARE DEVELOPERS TO BUILD IN SKYWAY-WEST HILL?**

This report provides a general and qualitative assessment of the potential impacts of changes to zoning and development conditions on the likelihood that developers will choose to build in Skyway-West Hill and provide for additional community amenities. To fully evaluate the impacts of these changes on equitable development, King County would need to conduct a more detailed analysis of financial feasibility for typical development sites in Skyway-West Hill compared to development sites in neighboring jurisdictions. Such an analysis would more clearly indicate whether the changes are likely to attract developers to build in the subarea, or whether they are more likely to discourage development activity until market conditions change. This kind of analysis could estimate the rate or return that a developer may be able to achieve in Skyway-West Hill compared to other jurisdictions.

889 One way to evaluate the potential impacts of these changes on the likelihood of new  
890 development in Skyway-West Hill is to compare the incentives and requirements for affordable  
891 housing proposed in the Land Use Subarea Plan to those that exist in neighboring jurisdictions.  
892

893 The areas identified in this table all have similar multifamily and mixed-use zoning at a  
894 similar range of densities. Each of the three neighborhoods have similar average rents, indicating  
895 that a developer could expect similar revenues from market-rate apartment units in each  
896 neighborhood. However, each area has different incentives and requirements that would impact  
897 the rate of return a developer could receive. For instance, the Sunset area in Renton includes no  
898 affordable housing requirement and it offers an eight-year property tax exemption (MFTE) for  
899 the value of new residential development. This can significantly lower costs for a building  
900 owner, making development in Sunset a more attractive option.  
901

902 Another example is in the Rainier Beach Urban Village in Seattle. Under new requirements,  
903 developers are required to provide 5% of units affordable to households at 60% AMI or less.  
904 While the AMI level is slightly less than proposed by King County for Skyway-West Hill,  
905 Seattle's requirement only calls for half as many units to be set aside as affordable. Additionally,  
906 Rainier Beach includes a Link Light Rail stop. This is an amenity that would likely increase  
907 demand for housing compared to Skyway-West Hill. Therefore, developers may be able to  
908 demand more in rents for newer apartment units in Rainier Beach compared to Skyway-West  
909 Hill.  
910

**Exhibit 9 – Rents and Affordable Housing Requirements in Skyway-West Hill (Proposed) and Neighboring Jurisdictions**

Jurisdiction	Area	Average Rent Per Sq.Ft.*	Multifamily Tax Exemption (MFTE) Development Incentive	Affordable Housing Requirement	In Lieu Payment <sup>14</sup>
King County	Skyway-West Hill	\$1.55	None	10% of units affordable to 70% AMI (proposed)	None
City of Renton	Sunset Area	\$1.53	8-year MFTE, or: 12-year MFTE: 20% of units affordable to 80% AMI <sup>15</sup>	None	None
City of Seattle	Rainier Beach Urban Village	\$1.57	MFTE – 20-25% of units affordable to 50% of AMI <sup>16</sup>	5% set-aside for 60% AMI + \$5.58 per sq. ft. for commercial area	\$5.58 per sq. ft.

\* Average rent per square foot is based on all apartment buildings in area. In many neighborhoods, newer apartment buildings can demand higher rents when built to luxury standards. However, the rents shown here provide a good comparison of the relative difference in rents between neighborhoods based on the existing housing stock.

Source: Costar, 2019; King County, 2019; City of Seattle, 2019; City of Renton, 2019; BERK, 2019.

While the comparison in Exhibit 19 is far from comprehensive, it does raise questions about the likelihood that for-profit developers will choose to build in Skyway-West Hill and provide the affordable housing benefits given the other options available in nearby jurisdictions. Therefore, there is potential that implementing the Land Use Subarea Plan could reduce new multifamily housing development activity in Skyway-West Hill compared to taking no action. While this outcome may reduce potential for the physical displacement of vulnerable Skyway-West Hill residents as a result of redevelopment, it would also undermine the Land Use Subarea Plan's overarching principle of encouraging equitable development. In addition, by reducing new housing development, this outcome could increase competition for the current supply of housing.

<sup>14</sup> Some jurisdictions offer an In-Lieu payment option as an alternative route of compliance with affordable housing requirements. Developers selecting this option can pay a fee instead of providing the requisite number of affordable units. These payments can then be used by the jurisdiction to support affordable housing development elsewhere.

<sup>15</sup> See <https://www.codepublishing.com/WA/Renton/#!/Renton04/Renton0401/Renton0401220.html#4-1-220>

<sup>16</sup> See <https://www.seattle.gov/housing/housing-developers/multifamily-tax-exemption#legislation>

This may increase potential for driving up housing costs and increase economic development pressure.

One solution the County can explore is reducing or eliminating the affordable housing requirement for the first developer to build in a particular neighborhood. Developers are often risk-averse and may avoid being first to build in a neighborhood that has not seen any recent development activity. Once a few projects have been built, bringing with them new amenities, subsequent projects would likely be seen as less risky. So, reducing or eliminating requirements for the first project is one way the County could encourage investment and prime the market to make it more likely that subsequent developers would find projects with affordable housing requirements to be financially feasible.

If developers do start building projects that include required affordable housing, local residents would need to compete with others across the region for the limited supply of affordable units. The County could consider exploring the legality of development regulations that prioritize local residents or those who were recently displaced for housing in new affordable units. This concept is introduced in the Equitable Housing Development Program, but the Land Use Subarea Plan does not indicate this program would apply to the multifamily zones with new affordable housing requirements.

#### *Affordable Housing Preservation*

The Land Use Subarea Plan includes new development conditions that would require any proposed development of existing mobile home parks comply with the Equitable Housing Strategies Program. The intent of this program is to evaluate and address the impacts of large developments on affordable housing with a focus toward its retention or creation. The details of this program would be developed in consultation with community members and with final recommendations transmitted to the King County Council by September 30, 2021.

Mobile home parks typically provide housing at a cost below standard market rent. While some residents may own their physical home, the land is leased. Even if a resident wanted to move their home, options are often limited by the age and condition of their home, the cost of transport, and the availability of a site to move it to. Therefore, the sale and redevelopment of a mobile home park would most likely result in the immediate physical displacement of all of its residents. It is also likely that most or all these displaced residents would struggle to find other affordable housing within the Skyway-West Hill area. This outcome would have severe and immediate equity implications. From an equity perspective, the placement of a development condition on mobile home parks that requires compliance with a program designed to proactively address and mitigate these potential impacts is a significant improvement over taking no action.

As the details of the Equitable Housing Strategies Program are yet to be defined, we cannot evaluate its potential effectiveness or who would be most likely to experience the benefits and burdens. That said, it is appropriate for the County to work closely with community members to identify strategies, which address local needs and circumstances. During this process it will be

important to consider whether prioritizing the preservation of mobile home parks is an appropriate longer-term strategy to support housing affordability. The quality of many of these homes may be deteriorating, creating the potential for unsafe and unhealthy living environments.

### Commercial Districts

In addition to zoning changes to expand opportunities for commercial and mixed-use development in the Skyway Business District, the Land Use Subarea Plan includes several changes that will shape the scale and format of new development. The intent of these changes is to encourage smaller-scale neighborhood-serving businesses and commercial districts that are pedestrian-oriented. In addition, the Land Use Subarea Plan includes an action item to create an incentive program to encourage developers to provide opportunities for locally-owned and culturally significant businesses.

These proposed changes and incentives have few drawbacks from an equity perspective, and they offer some potential for benefits for those seeking more cohesive and vibrant neighborhood business districts. The most significant risk to new commercial development is the loss of existing businesses valued by community members. A new policy to involve community members during permit and project review to identify important existing cultural assets impacted by development proposals can help to mitigate this risk (see discussion below).

### Community Character and Cultural Assets

The Land Use Subarea Plan includes an action item to create new Community-Desired Amenities Incentives to provide bonuses to developers and property owners in exchange for the voluntary preservation or provision of cultural assets and community amenities in Skyway-West Hill. These bonuses could include allowing for additional density (for example, larger apartment buildings with more housing units per acre), deviations from typical development standards like parking requirements, or payment into a county fund to support new affordable housing development. The details of this program would be developed following the adoption of the Land Use Subarea Plan in consultation with community residents, with a deadline of transmittal to the King County Council by January 31, 2022. The Land Use Subarea Plan includes a new policy to involve community members to identify important existing cultural assets impacted by development proposals during permit and project review. This seeks to identify opportunities for cultural asset preservation or to identify strategies to make up for the loss of community character.

As the details of the Community-Desired Amenities Incentives are yet to be defined, we cannot evaluate their potential effectiveness at encouraging for-profit developers to include community-desired amenities or preserve cultural assets in their development proposals. For incentives to be most effective, they typically need to provide enough value to developers (in terms of reduced development costs or increased opportunity for revenue following development) to offset the cost of providing the community amenity. So, the County may

consider conducting additional market and financial feasibility analysis to help determine the appropriate level at which to set incentives toward increasing the potential for their effectiveness.

In some cases, the developer sees value in providing a community amenity due to its potential to promote a more vibrant neighborhood environment and, potentially, increase demand for the housing or services provided in the new development. King County may be able to play a role in facilitating community partnerships with mission-based or nonprofit developers, and the incentives could play an important role in helping make these kinds of projects feasible.

From an equity perspective, there are benefits to proactively engaging residents to identify important existing cultural assets during project review. And there are likely to be few drawbacks to the proposed incentive program. However, the County should proactively consider that a very successful incentive program could have the unintended consequence of increasing demand for housing and business establishment in the area. This outcome could increase physical, economic, and cultural displacement pressures within the immediate vicinity, as discussed earlier in the report. However, increased demand for housing in the area would also increase the likelihood that developers choose to build new multifamily housing in zones with new affordable housing requirements, an outcome that could mitigate the impacts of displacement (see discussion of Housing Supply and Affordability above).

#### **Community Capacity Building**

Subarea planning is a complex process, which can seem arcane from the outside. It is often difficult for community members to understand what a land use plan is and how it may or may not influence outcomes in their own neighborhoods and lived experience. Some community leaders critiqued the County for conducting outreach, which was rife with jargon, did not clearly communicate what was at stake, or how community members could most effectively engage with the process. During the later stage of the subarea planning process, the County engaged community group representatives in smaller group discussions. In this format County staff could more clearly explain, through dialogue, the purpose of a land use plan and the ways in which they can be used to encourage desired community outcomes. These discussions also focused on desired elements of an equity analysis, including performance monitoring and recommendations for engagement of community groups during implementation.

Through this dialogue, community group representatives expanded their own knowledge of the planning process and the kinds of tradeoffs that planner face when developing a subarea plan. This outcome increases their capacity to effectively advocate for actions that address their concerns during Land Use Subarea Plan implementation.

#### **D. Implementation (Phase 4)**

The Land Use Subarea Plan includes several action items for implementation during the 12 or so months following plan adoption. Here we provide recommendations to ensure equity

considerations are integrated through this process. We also provide guidance for monitoring and measuring outcomes.

### Continued Community Engagement to Guide Implementation

Community engagement is important to achieving the purpose of the plan, which is to “*Reflect the community’s desire for equitable development and economic growth that enriches its cultural diversity.*” This purpose is rooted in understanding the community’s values and helping them to bring about their vision of a thriving, equitable, diverse community. Thoughtful community engagement is key to equitable development. This involves working through the steps of the *Equity Impact Review Process* for each action item to ensure that all voices have the opportunity to be heard, that community input is addressed as implementation proceeds, and that intended and unintended consequences are considered prior to action.

### **Engagement and Outreach Guidance**

- Develop a public engagement plan to guide plan implementation. The public engagement plan should include outreach and engagement objectives for specific tasks and overall implementation and explain how the engagement process can influence project results or outcomes. It should identify key groups, communities, and stakeholders to consult, drawing on Phase 1 of this equity review as a baseline as well as input gathered in the planning process so far. The plan should cover proposed methods of outreach and engagement, and accommodations and supports that need to be employed to ensure accessibility and remove barriers to engagement for groups that have been underrepresented in community conversations so far. The County should widely distribute the plan and take public comment on it before finalization.
- Provide adequate time for outreach and engagement for each step of the process for every action item. Outreach time should include notice and advertising through typical print and electronic channels, as well as time for information to be distributed through informal, social networks and by trusted advisors that provide key connections to groups that have been underrepresented in participation. Engagement should include time for community meetings as well as events developed to gather input specifically from hard to reach groups.
- Design public engagement events to be inclusive, accommodating, and supportive of participation by the whole community. This includes serving food at events and meetings, providing childcare, providing translated materials and interpretation, and assisting with transportation. Whenever possible, hold events in popular community locations and gathering spaces where people feel comfortable. Consider providing financial support such as: paying an honorarium or fee to community organizations that use their social and community networks to support participation, providing gift cards or cash to focus group participants, or providing bus tickets or another similar benefit to those who participate in meetings or events. Where possible, use local community providers to supply these supports.

- 1094       ▪ Provide a variety of ways to exchange information and communicate ideas. Consider  
1095       traditional methods of communication and engagement based on art, storytelling, and  
1096       conversation. Modern technology can enhance such methods with the use of video,  
1097       social media, and photographs.
- 1098       ▪ After work products are completed, adopted, or implemented advertise process results  
1099       with both those that participated and to the community at large. Highlight the effects  
1100       of community participation, how input shaped results, and ways the community can  
1101       continue to be involved in on-going work efforts. Use outreach approaches identified  
1102       in the public engagement plan as well as any new channels of communication  
1103       developed during the engagement process.

### 1105 **Community Capacity Building Guidance**

- 1106       ▪ Prepare a short guide to help people understand how their participation can impact  
1107       plan outcomes and how they can engage in implementing the plan. Make the guide  
1108       available in multiple languages and distribute it widely throughout the community in  
1109       hard copy and electronic formats.
- 1110       ▪ Build community capacity for engagement by hosting leadership workshops that  
1111       build skills in community organizing and help people understand County (and  
1112       potentially other local government) processes and opportunities to become involved  
1113       in local actions and decision-making. Connect people with the appropriate local  
1114       contacts for a variety of potential needs and concerns. Consider developing a  
1115       meeting-in-a-box kit that leaders of community groups can use to improve  
1116       understanding of community engagement and local government contacts and other  
1117       helpful resources.
- 1118       ▪ Consider appointing a community advisory board to partner with the County by  
1119       providing input and collaborating on direction for plan implementation steps. It could  
1120       also advise on public engagement and help design engagement events. The board  
1121       could be comprised of positions representing different community interests,  
1122       demographics, or geographies to achieve a balance of perspectives. Meetings would  
1123       be advertised and open to the public to allow the opportunity for the community and  
1124       staff to work together directly to develop and refine implementation actions. The  
1125       advisory board could host community meetings, public workshops, and other events  
1126       to solicit broader community input.

### 1128 **Performance Monitoring**

1129       It is important that the County develop and maintain a performance monitoring system to  
1130       measure outcomes associated with the goals, policies, and actions of the Land Use Subarea Plan.  
1131       This system should be part of a foundation on which the County tracks and evaluates equity  
1132       outcomes in Skyway-West Hill as well as the impacts of actions by the County to support  
1133       equitable outcomes. However, all performance measures are imperfect in their ability to measure  
1134       issues of concern. Care must be taken when interpreting measured outcomes and their



1135 relationship to actions called for in the Land Use Subarea Plan. Likewise, it is essential that  
1136 community members and stakeholders be engaged in reviewing these measured outcomes,  
1137 interpreting their significance, and identifying important themes that cannot be tracked by these  
1138 metrics. The local knowledge that Skyway-West Hill community members can contribute to this  
1139 process will be an invaluable resource to support ongoing learning.

1140  
1141 Exhibit 10 presents a potential framework for measuring outcomes associated with goals,  
1142 policies, and actions proposed in the Land Use Subarea Plan. This framework should be refined  
1143 in collaboration with relevant County departments and a community advisory board during the  
1144 implementation phase of the Land Use Subarea Plan. Following development of this framework,  
1145 the County should develop a process for annual reporting back to the community on outcomes.

**10 – A Performance Monitoring Framework for the Skyway-West Hill Land Use Subarea Plan**

	Potential Measure	Potential Monitoring Approach	Notes on Interpretation
on of the lan	Completion of Action Items 1-6	Count number of action items completed (e.g., adopted by Council) by deadlines set in Land Use Subarea Plan.	<ul style="list-style-type: none"> <li>Deadlines vary by action. So, reporting should be clear regarding whether actions are being addressed on schedule.</li> </ul>
pply	Total units in building starts.	Annual data pull from King County's permit data system. Compare rate of new development in Skyway-West Hill to that of neighboring jurisdictions and region as a whole.	<ul style="list-style-type: none"> <li>Tracking units by type (apartments, condominiums, townhomes, etc.) will show diversity of new housing choices.</li> </ul>
	New affordable units in building starts.	Annual data pull from King County's permit data system. (The County may need a new system for tracking affordable units associated with new development.)	<ul style="list-style-type: none"> <li>Tracking these units by size (studios, 1-bedroom, 2- bedroom, etc.) will help to inform if additional requirements are necessary to better align production with affordable housing needs.</li> </ul>
&	Total units lost to demolition or change of use.	Annual data pull from King County's permit data system.	<ul style="list-style-type: none"> <li>Not all demolitions result in displacement.</li> <li>Track the types of units lost.</li> </ul>
e to new )	Total low-income renter households displaced as a result of demolition, renovation, or change of use.	Develop new requirements for a tenant relocation assistance ordinance similar	<ul style="list-style-type: none"> <li>It is difficult to measure physical displacement without requirements for developers to report on the status of renters whose</li> </ul>

Objective/Policy	Potential Measure	Potential Monitoring Approach	Notes on Interpretation
		to the one in Seattle. <sup>17</sup> Require property owners and developers to get a tenant relocation license before issuing permits to allow demolition, change of use, or change in use restrictions (for example a property is no longer required to rent only to low-income renters under a federal program).	<p>leases are terminated in advance of demolition.</p> <ul style="list-style-type: none"> <li>Seattle has revised their Tenant Relocation Assistance Ordinance (TRAO) to improve developer compliance. Consider reaching out to hear lessons learned.</li> </ul>
Preserving and enriching cultural diversity	Diversity Index <sup>18</sup> (Measures probability that two individuals chosen at random would be of different races or ethnicities).	<p>Two options:</p> <ul style="list-style-type: none"> <li>Pull data from <a href="#">PolicyMap</a> on a yearly basis for Census tracts in study area. Or,</li> <li>Calculate for Bryn Mawr-Skyway Census Defined Place on annual basis based on ACS data.</li> </ul>	<ul style="list-style-type: none"> <li>A steady or increasing Diversity Index score indicates the community may be maintaining its racial, ethnic, and cultural diversity.</li> <li>This indicator is based on estimates from a 5-year survey so it is poor at measuring short-term changes.</li> </ul>
Encourage economic opportunity and vitality (SWH-7, 8, 8, 10, 11, 12, 13)	Jobs located in Skyway-West Hill.	<ul style="list-style-type: none"> <li>Annual data pull from <a href="#">Washington State Employment Security Department</a>.</li> </ul>	<ul style="list-style-type: none"> <li>Consider breakdowns by sector and wage level.</li> </ul>
Promote locally-owned and culturally significant businesses (SWH-9)	Number of projects that make use of Small-Scale Commercial Incentives (SWH Action 4).	Annual data pull from King County's permit data system. (The County may need a new system for tracking use of incentives).	<ul style="list-style-type: none"> <li>These incentives are not yet drafted. Additional measures may be needed to determine if the goal of</li> </ul>

<sup>17</sup> See: [https://www.seattle.gov/sdci/codes/codes-we-enforce-\(a-z\)/tenant-relocation-assistance-ordinance](https://www.seattle.gov/sdci/codes/codes-we-enforce-(a-z)/tenant-relocation-assistance-ordinance)

<sup>18</sup> See: <https://www.policymap.com/2015/01/mapping-racial-ethnic-diversity/>

Objective/Policy	Potential Measure	Potential Monitoring Approach	Notes on Interpretation
			the incentive is being achieved.
Support the provision of community-desired amenities (SWH-14)	Number of projects that make use of Community-Desired Amenities Incentives (SWH Action 5).	Annual data pull from King County's permit data system. (The County may need a new system for tracking use of incentives).	<ul style="list-style-type: none"> <li>■ If a menu of options is provided, the County should track which options are selected.</li> <li>■ Engage the community in determining whether the amenities provided are addressing needs and offer value.</li> </ul>
Protect and enhance cultural assets (SWH-15)	Number of assets identified during project review.	The County may need a new system for tracking cultural assets identified by the community during permit review.	<ul style="list-style-type: none"> <li>■ There should be some standard for determining the threshold for defining a cultural asset. The community should be engaged in determining this threshold.</li> </ul>
	Number of identified assets that are preserved or enhanced.	Annual data pull from King County's permit data system. (The County may need a new system for tracking use of incentives for cultural assets preservation/enhancement).	

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### ***E. Ongoing Learning (Phase 5)***

In addition to measuring outcomes, King County should evaluate the effectiveness of the Land Use Subarea Plan promoting those outcomes. As discussed above, most outcomes depend upon the decisions of individual property owners and developers to build in Skyway-West Hill. Many factors shape these decisions. A careful evaluation of the programs, incentives, and zoning changes in the Land Use Subarea Plan will enable King County to determine whether any changes or additional actions are necessary to support the realization of the Land Use Subarea Plan's Vision and Principles.

Evaluation should be informed by a process of ongoing learning enabled by an open feedback loop between the County and community. To support this feedback loop, the County should develop ongoing relationships with community members and stakeholders. While the focus will be on plan implementation, it is important to understand that the community needs go beyond planning. This could mean connecting the community to additional resources inside and outside the County to support their needs. It also could mean participating in community events that may not be directly related to planning.

Evaluation should also be informed by more targeted engagement of stakeholders, such as developers and property owners, to understand how the changes in the Land Use Subarea Plan are affecting their decisions and the likelihood of promoting the kinds of development and amenities that the County seeks. It should also include outreach to local community members to gain local perspectives on how well new development and amenities provided through growth in Skyway-West Hill are aligning with community needs and desires.

An important part of engagement during this phase will be supporting capacity building for community organizing and sustained engagement with the County and other government agencies. This kind of capacity building should be a central focus of planning event and engagements. Coordination with other county agencies who are engaging community members will be important to avoid planning fatigue and help community members to understand the relationships between county functions.

#### **THE IMPORTANCE OF STORYTELLING**

Part of supporting ongoing learning is telling and sharing stories about the community's history and unique cultural assets.

It is important to ensure that these stories are inclusive and identify the histories of as many groups in the community as possible. This could include the story of people who no longer live in the community, and the stories of minority or non-dominant groups.

#### **IV. Conclusion**

King County has taken important steps towards integrating equity into the subarea planning process in meaningful ways. This Equity Impact Review shows that there are additional steps the County can take during the Land Use Subarea Plan's finalization, implementation, and evaluation. These steps include continued community engagement, with a focus on affected and vulnerable populations that may have been missed during the engagement that has occurred to date. They also include the development of a performance monitoring framework and system to support measurement of outcomes, evaluation of impacts, and ongoing learning. Equity should be a central focus of these activities.

## APPENDIX C – COMMUNITY CENTER FEASIBILITY STUDY

This study was developed in compliance with the 2019-2020 Biennial Budget Ordinance 18835, Section 84, Proviso P5 B. The report was prepared by the Department of Local Services and the Parks and Recreation Division of the Department of Natural Resources and Parks.

The appendix contains the following components.

### I. Introduction

### II. Background and Current Conditions

- About Skyway-West Hill
- Inventory of Like Facilities
- History and Documentation of Need

### III. Community Center Feasibility

- Criteria and Functions
- Exploring Potentially Suitable Locations
- Review of Cost Estimates

### IV. Barriers and Methods to Overcome Those Barriers

### V. Conclusion

## I. Introduction

This report responds to the following proviso in King County’s 2019-20 Biennial Budget Ordinance 18835, Section 84, Proviso P5 B, which states:

*“P5 PROVIDED FURTHER THAT:*

Of this appropriation, \$250,000 shall not be expended or encumbered until the executive transmits the Skyway-West Hill Community Service Area Subarea Plan that includes an equity impact analysis report and a feasibility study for a community center as appendices to the subarea plan and a motion that acknowledges receipt of the equity impact analysis report and feasibility study, and the motion is passed by the council. The motion should reference the subject matter, the proviso’s ordinance, ordinance section and proviso number in both the title and body of the motion.

...

B. The feasibility study for a community center in Skyway-West Hill shall include, but not be limited to:

1. Potential sites for a community center;
2. Cost estimates for a community center; and
3. Barriers to development of a community center and methods to overcome those barriers.”

Section III of this report addresses the potential sites and the cost estimates for a community center. Section IV of this report addresses the potential barriers and methods or opportunities to overcome those barriers.

In developing this Proviso response, the Parks and Recreation Division of the Department of Natural Resources and Parks (Parks) and the Department of Local Services (Local Services) reviewed the *Skyway Community Center: Conceptual Design Report*, which was commissioned by Skyway Solutions and published in January 2014. This Proviso response assessed information from the report in terms of today’s economic climate. A copy of *The Skyway Community Center: Conceptual Design Report’s* Executive Summary, Concept Plan, Concept Perspective, and Cost Estimate can be obtained by contacting the Subarea Planning Program at the King County Department of Local Services – Permitting Division.

Although there can be large amount of variability about what makes up a community center, based on prior work by the community and Parks’ experience, the following criteria represent a general understanding of a traditional community center building and its site characteristics:

Building size: 20,000 – 50,000 square feet, often with recreation facilities or flexible spaces that can be used for both meetings and recreation.

Property size: Varies, but generally large enough to support some outdoor space, such as a patio or plaza. (Community centers are frequently sited together with community parks that feature amenities such as play areas, walking paths, and playfields.)

Site characteristics:

- A largely flat, cleared area is ideal and helps limit permitting and construction costs.
- Sufficient space for parking, access for safe ingress/egress, and considerations of pedestrian/cyclist movement through the site.
- Proximity to public transportation.
- Access to utilities.
- Zoning designation that allows land to be used for such a purpose.

Currently, there are public and non-profit organizations that offer community centers close by. There are three multi-functional community centers located within three miles of the center of Skyway-West Hill that are operated by surrounding cities. Additionally, the Renton/Skyway Boys & Girls Club, which provides after school enrichment programs for youth in grades six through twelve, is located in Skyway-West Hill in a small building in the Dimmitt Middle School complex.



Several properties were explored for their suitability. In 2013, when the *Skyway Community Center: Conceptual Design Report* was developed, as well as today, no site in the Skyway-West Hill community was readily identifiable as an appropriate and available location for a community center.

Moreover, today's construction costs are more than triple the report's \$10 million estimate. For comparison, the Rainier Beach Community Center, completed in 2013, cost \$25 million and the Sammamish Community and Aquatic Center, completed in 2016, cost \$33 million. Note that these costs do not reflect the price of land or ongoing operations and maintenance.

In today's dollars, it is conservative to estimate that such a facility as outlined in the report would cost at minimum in the range of \$35 to \$50 million.

Multiple product elements, including construction costs, land values, and ongoing operations, make it challenging for such a project to be carried out in the traditional manner of a local government building and operating the community center. However, the Skyway-West Hill Land Use Subarea Plan includes creation of a new incentive program for developers that may include incentives for public-private partnerships for locating and constructing a community center and/or community center-like facilities. The Department of Local Services is committed to working with the Skyway-West Hill Community to build the requisite partnerships that will make a community center a reality.

## **II. Background and Current Conditions**

### **A. About Skyway-West Hill**

The nearly 20,000 residents of Skyway-West Hill are served by several recreational amenities and green spaces. These include:

- King County's Skyway Park (community park)
- King County's Bryn Mawr Park (natural area)
- Seattle's Lakeridge Park (community park)
- Seattle's Deadhorse Canyon (natural area)

The Skyway branch of the King County Library System, in the Skyway Business District, has community meeting spaces and hosts many free community and family events. The Renton/Skyway Boys and Girls Club, which is in a building next to Dimmitt Middle School, offers programming for youth.

1316 ***B. Inventory of Like Facilities***

1317       The table below summarizes city community centers within approximately five miles of the  
1318 King County Library’s Skyway branch, a proxy for the center of the community.

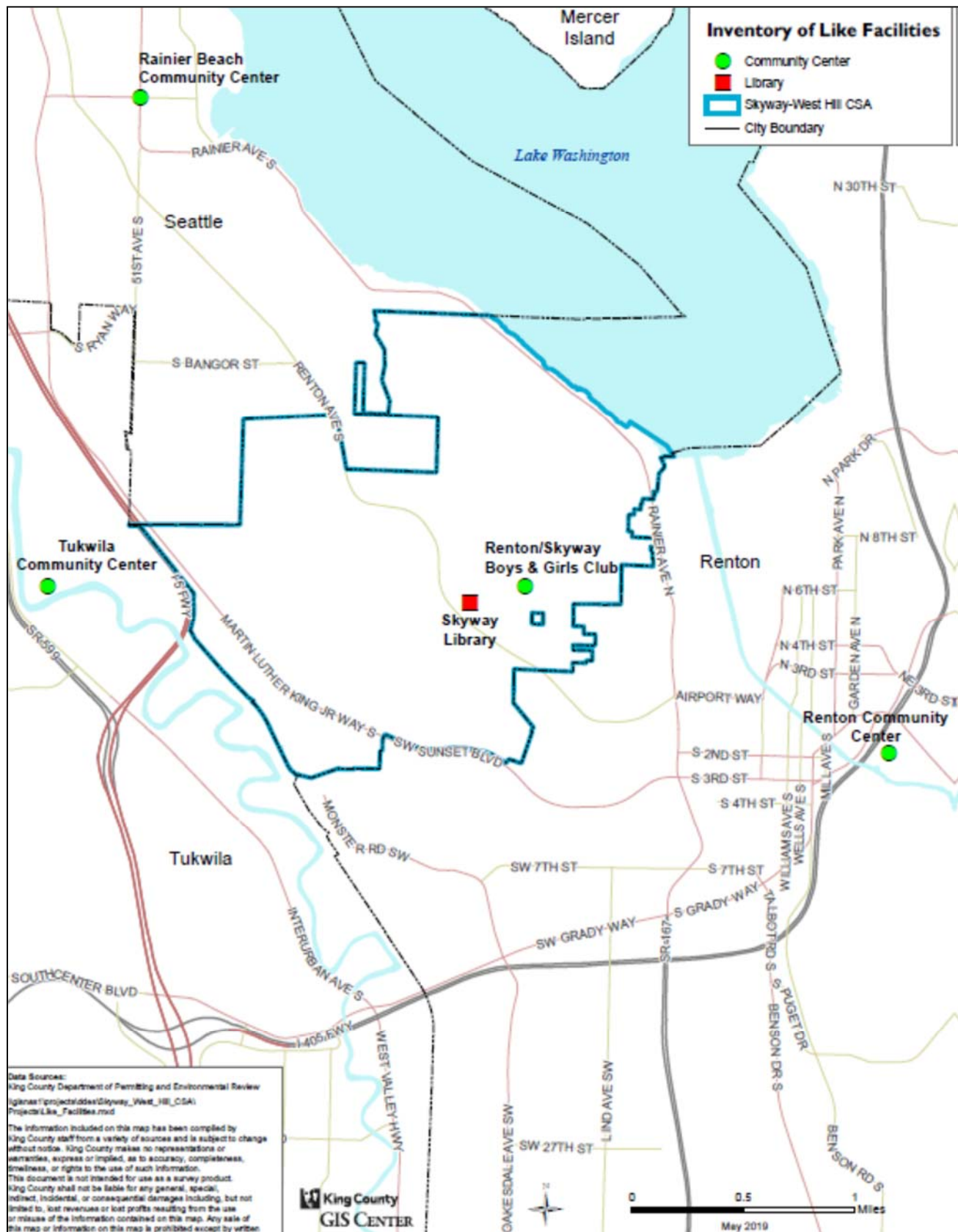
1319

**Table 1 – Inventory of Like Facilities**

<b>Owner</b>	<b>Facility</b>	<b>Size (building sq. ft. / property acreage)</b>	<b>Features/ Programming</b>	<b>Distance- Driving / Trip Length-Public Transit</b>	<b>Admission Fees</b>
<b>Renton</b>	Renton Community Center	36,000 sf / 20 acres	<ul style="list-style-type: none"> <li>- fitness room</li> <li>- activity rooms</li> <li>- racquetball courts</li> <li>- basketball courts</li> <li>- banquet room, meeting rooms, and kitchen</li> <li>- aquatic center, theatre, ballfields on same parcel</li> </ul>	~ 3 miles / 30 min. bus ride (direct)	Fee-based and free programming for all ages  Non-resident fees apply for residents of unincorporated King County
<b>Tukwila</b>	Tukwila Community Center	35,000 sf / 12.80 acres	<ul style="list-style-type: none"> <li>- fitness room</li> <li>- activity rooms</li> <li>- basketball courts</li> <li>- banquet room, meeting rooms, and kitchen</li> </ul>	~ 2.5 miles / 60 min. bus ride (2-3 transfers)	Fee-based and free programming for all ages
<b>Seattle</b>	Rainier Beach Community Center	46,000 sf (part of school complex)	<ul style="list-style-type: none"> <li>- aquatic facility</li> <li>- gymnasium</li> <li>- activity rooms</li> <li>- computer lab</li> </ul>	~ 3 miles / 15 min. bus ride (direct)	Fee-based and free programming for all ages
<b>King County/ Renton/Skyway Boys &amp; Girls Club*</b>	Renton/Skyway Boys & Girls Club	(part of school complex)	<ul style="list-style-type: none"> <li>- activity rooms</li> </ul>	~ 0.5 miles / 10 min. walk (no public transit available)	Fee-based (with scholarships) for youths in grades 6-12

1320 \*Operated by the Boys and Girls Club via a renewable, five-year, council-approved agreement

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**Map 1 – Inventory of Like Facilities**

### **C. History and Documentation of Need**

The topic of locating a community center in the Skyway-West Hill area has been documented in multiple planning and community-led efforts over the past 25 years. The table below summarizes that history.

**Table 2 –Skyway-West Hill Community Center in Planning Documents**

<b>Plan/Author</b>	<b>Description</b>
West Hill Community Plan (1994) / King County, adopted via Ordinance 11166	<ul style="list-style-type: none"> <li>• Cited in economic development, human services, and implementation sections.</li> <li>• Suggested programming: counseling, job assistance, childcare, elderly/handicapped services, arts and cultural events, and community outreach.</li> <li>• Desired location: Skyway business district, on or around Renton Avenue South.</li> </ul>
Community Vision for Revitalization (2009) / Skyway Solutions	<ul style="list-style-type: none"> <li>• Cited in overall vision and as part of Goal 5: foster youth development and engage young people in community life. Suggested programming: engaging youth, community hub.</li> <li>• Desired location: not addressed.</li> </ul>
Skyway Community Center: Conceptual Design Report (2014) / Skyway Solutions	<ul style="list-style-type: none"> <li>• Community-led effort that developed a “decision making tool” for organization to use.</li> <li>• Gathered community feedback on design, size, priorities, and costs for a community center.</li> <li>• Desired location: Explored multiple potential sites with the Skyway Mart property ranked highest.</li> </ul>
Skyway-West Hill Action Plan (2016) (not adopted) / Skyway Solutions and the Community	<ul style="list-style-type: none"> <li>• Cited as actions in the “Healthy, Connected Neighborhoods” and “Thriving, Educated Youth and Community” goal areas.</li> <li>• Suggested programming: engaging youths, community hub.</li> <li>• Desired location: not addressed.</li> </ul>

### 1329 **III. Community Center Feasibility**

#### 1331 **A. Criteria and Functions**

1332 Recognizing the well-established desire of community members to have a community center  
 1333 in Skyway-West Hill, in 2014, Skyway Solutions released the *Skyway Community Center:*  
 1334 *Conceptual Design Report*. The report, completed by a consultant funded by Skyway Solutions,  
 1335 was intended to envision what a community center might look like and help inform the  
 1336 organization's future decisions about siting and developing such a center.

1337  
 1338 The *Skyway Community Center: Conceptual Design Report* thoroughly explored community  
 1339 members' vision for a community center. As part of the process, community members defined  
 1340 foundational elements of the look, feel, services, and amenities of a center. The report outlined  
 1341 community center elements that then served as basic criteria for exploring conceptual designs,  
 1342 construction cost estimates, and potential locations.

1343  
 1344 The process of creating the report included:

- 1345     ▪ Three workshops to gather input from community members. The report includes  
 1346         summaries of each meeting's proceedings and a list of participants.
- 1347     ▪ Site visits to several existing community centers to learn about their operations,  
 1348         maintenance, facilities, and funding. Notes from those visits were included in the  
 1349         report.
- 1350     ▪ Site visits to potential locations in the community, with each one scored on three  
 1351         criteria established by the participants: accessibility, land, and whether the existing  
 1352         buildings were solid structures. Notes from those visits were included in the report.

1353  
 1354 Cost estimates and conceptual designs for a new community center were developed, based on  
 1355 the following programming and support needs:

- 1356     ▪ Flexible programming spaces for classes and small-group gatherings.
- 1357     ▪ Basketball courts/gymnasium.
- 1358     ▪ Swimming pool (lap/recreation pool).
- 1359     ▪ Administrative offices, restrooms, and other building infrastructure.
- 1360     ▪ Reception hall, meeting rooms, and kitchen area.

1361  
 1362 Other assumptions included:

- 1363     ▪ One-story building.
- 1364     ▪ Ability for the project to be phased.

While the conceptual design was not site-specific, the report did explore several locations, which are outlined in Table 3.

## **B. Potential Sites for a Community Center**

Various factors drive site selection for community centers. In our region, many community center buildings have been in operation for decades or used historically for public purposes (such as for a school) and were later repurposed for community use.

Per guiding documents, such as a parks, recreation and open space plan or capital improvement plan, each jurisdiction establishes its own level of service for how best to meet the needs of its residents. Summarized below are guidelines used by Seattle and Renton, the jurisdictions surrounding Skyway-West Hill.

In its 2011 Development Plan, Seattle Parks and Recreation established the following guideline for siting a community center:

*“A community center should be provided within 1½ miles of every Seattle household. Satellite facilities or less than full service facilities shall be considered to provide community gathering places, and to accommodate certain program activities, where conditions warrant. In order to control the number of new city facilities, programs may be provided in facilities owned by others in some cases.”*

In the City of Renton’s 2011 Parks, Recreation and Natural Areas Plan, the City states that they have one facility per 8,417 residents or 1.1 square feet per person and notes that:

*“...the quantity of buildings is one factor, but the quality and distribution of facilities rounds out the picture of indoor space needs.”*

Also noted is the closure of smaller centers due to operating costs. Renton’s plan recommended a move toward larger facilities offering a greater range of programming, based upon an analysis that set forth a standard for travel distance of two miles.

As an unincorporated urban area, King County Parks oversees local parks and open space for Skyway-West Hill. In 2003, King County Parks underwent a significant transformation in which the agency’s mission was refocused towards stewarding regional open space parks, regional trails, and local parks in unincorporated areas. With the exception of its legacy programs, Parks does not build or operate community centers, indoor recreation facilities, or recreation programs. As such, it does not have a comparable guideline for community centers.

Characteristics of community centers in the Puget Sound region typically include:

- Building size: 20,000 – 50,000 square feet with recreation and community meeting spaces.
- Property size: Varies, but generally large enough to support some outdoor space, such



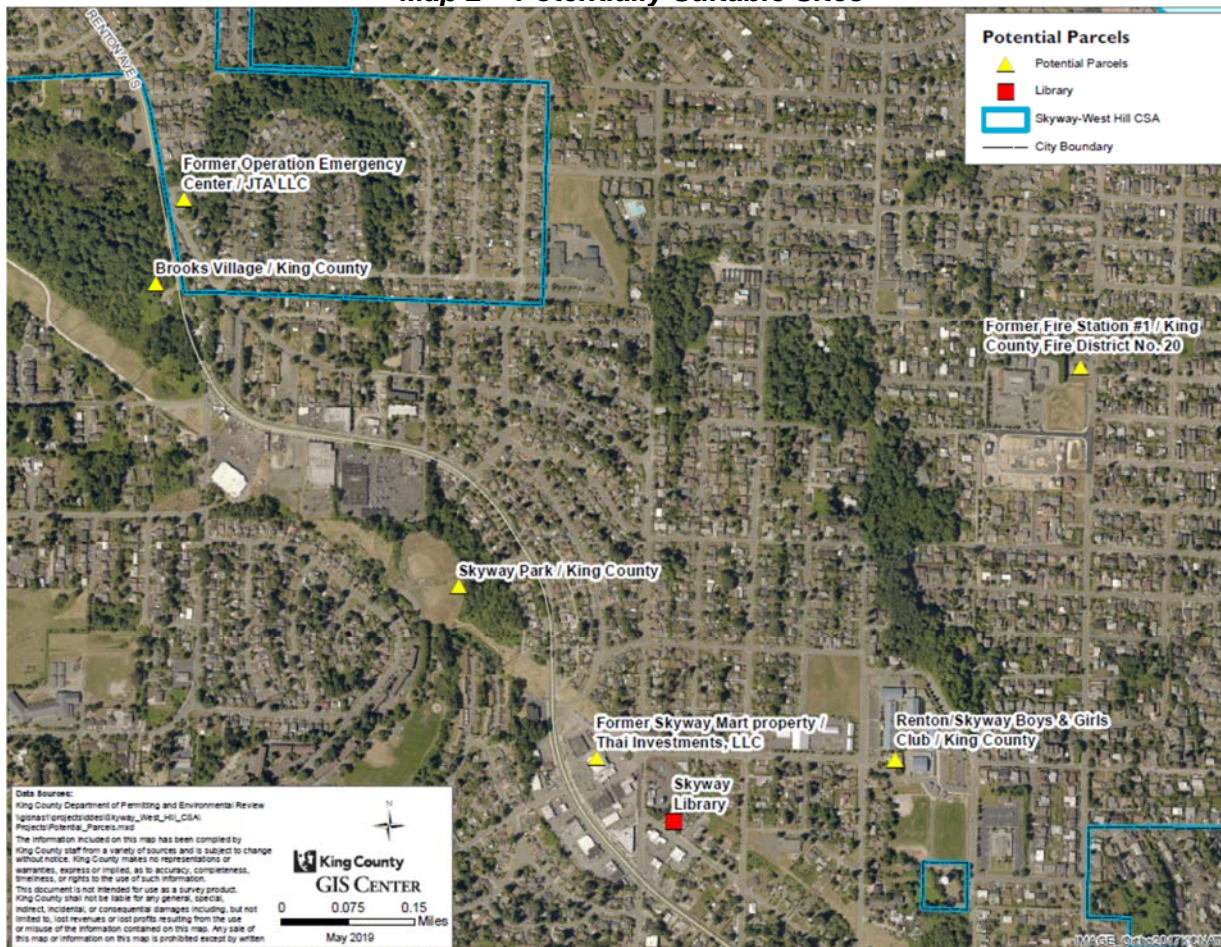
as a patio or plaza. Community centers are frequently sited together with community parks that feature amenities such as play areas, walking paths, and playfields.

■ Site characteristics:

- A largely flat, cleared area is ideal and helps contain permitting and construction costs.
- Sufficient space for parking, access for safe ingress/egress, and considerations of pedestrian/cyclist movement through the site.
- Proximity to public transportation.
- Access to utilities.
- Zoning designation that allows for land to be used for such a purpose.

In 2013, when the Skyway Solutions planning effort was in progress, no site in the Skyway-West Hill community was readily identifiable as an appropriate and available location for a community center, although several ideas were contributed by the community. Table 3 and Map 2 summarize the sites explored in the report, as well as additional sites known to King County at this time.

**Map 2 – Potentially Suitable Sites**





1428

**Table 3 – Potentially Suitable Sites**

Site Name/Owner	Address/Parcel Number	Site Conditions
Former Skyway Market property / Thai Investments, LLC	12600 Renton Avenue S Parcel #023100-0011 Lot size: 1.34 acres	In the central business district with access to transit. Site has existing building (25,000 sf), parking lot. Currently use is religious facility. Possible brownfield.




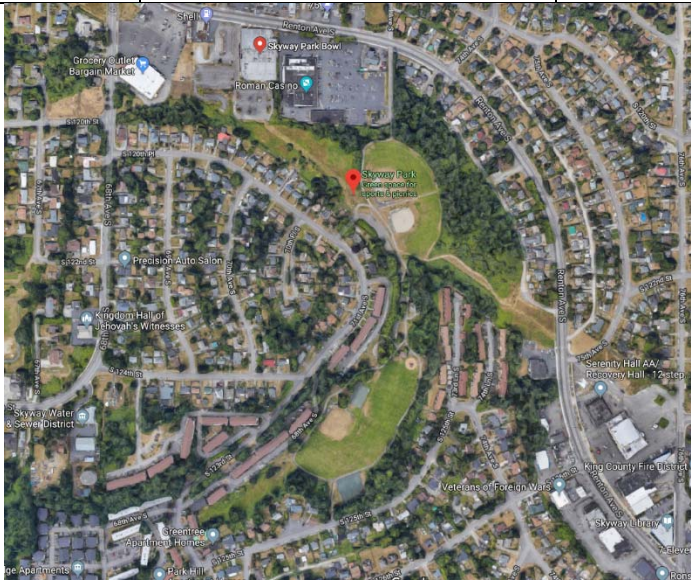
Former Fire Station #1 / King County Fire District No. 20

11619 84th Avenue S  
Parcel #381000-0400  
Lot size: .50 acres



Next to Bryn Mawr Elementary School. Small parcel, with existing building, former fire station (3,750 sf). Current use by fire district for equipment storage.



1429

Site Name/Owner	Address/Parcel Number	Site Conditions
Former Operation Emergency Center / JTA LLC	11410 Renton Avenue S Parcel #112304-9059 Lot size: .96 acres	On main road, with access to transit, at edge of community/border with Seattle. Site has existing building (2,384 sf) and small parking lot. Not currently in use.
		
Skyway Park / King County	Parcel #781280-1960 Lot size: 22 acres	22-acre community park, no structures beyond small restroom. Limited parking and access. Significant wetland constraints.
		



Site Name/Owner	Address/Parcel Number	Site Conditions
Brooks Village / King County	Parcel #1148300500 Lot size: .56 acres	Undeveloped land, was slated for development by King County, Dept. of Community & Human Services. Significant wetland and access constraints.
		
Renton/Skyway Boys & Girls Club / King County	12400 80th Ave S Parcel #118000-7450 Lot size: 4.50 acres (school complex)	Dimmitt Middle School property. Boys & Girls Club building is part of middle-school complex. Managed via partnership agreement with King County through 2023.
		

### **C. Cost Estimates for a Community Center**

The *Skyway Community Center: Conceptual Design Report* presented a breakdown of construction costs in 2013 dollars. Total construction costs were estimated at \$10 million (including a pool). The report cited estimates based on historical ranges between \$225 and \$240 per square foot without a pool, and \$350 per square foot with a pool.

Other recently completed community center projects have run well beyond the \$10 million range, including the \$25 million Rainier Beach Community Center, completed in 2013 with 46,000 square feet and a pool (\$543 per square foot), and the \$33 million Sammamish Community and Aquatic Center, completed in 2016 with 69,000 square feet and a pool (\$478 per square foot). Costs for these facilities do not reflect the price of land or ongoing operations and maintenance.

King County's Department of Local Services' Permitting Division uses national construction values to estimate building costs. In the *2019 Fee Guide 12, Standard Building Construction Values and Engineering Complexity Level Definitions* table, building cost data for the "Assembly, General" category ranged from \$128 to \$190 per square foot based on the complexity of the project. For this region, local jurisdictions, including King County, multiply these standard national values by a minimum of fifteen percent to more accurately reflect the current demand pressures on the Seattle metropolitan area's construction industry and the impacts those pressures have on construction costs. When applying this fifteen percent local price inflator, the range in cost per square foot for a community center-like facility would be \$147 to \$218 per square foot. These square foot estimates do not account for the cost of the land.

Factors that can quickly add to the cost of building a community center include:

- Land acquisition or easements.
- Impact fees.
- Required traffic management modifications, such as frontage improvements and turn signals/lanes.
- Environmental factors, such as stormwater management, wetland mitigation, site remediation, and disposal of hazardous materials.
- New/changed building and energy codes and requirements.

In order to develop an estimate that more completely reflects costs for this type of capital improvement project in today's market conditions, King County Parks' Capital Projects staff reviewed the report's cost estimates to factor in the current economic climate and account for other cost elements not included in the 2014 report. Current conceptual estimates for community centers in King County are within a range of \$35 to \$50 million in total project costs.

The differences between Park's estimates from those produced in the *Skyway Community Center: Conceptual Design Report* can be attributed to the following:

- 1473       ▪ In 2019, according to Parks’ capital projects managers, the cost of a large, multi-use  
1474       assembly structure was ranging from \$400 to \$600 per square foot, which would  
1475       make base construction costs total roughly \$20 million.
- 1476       ▪ Given that the 2014 report’s cost estimate was prepared during an economic  
1477       recession, an annual inflator of at least seven percent should be added to account for  
1478       2019 market conditions.
- 1479       ▪ Soft costs, such as design, project management, permitting fees, administration, and  
1480       utility hook-up fees, were not fully considered in the report.
- 1481       ▪ The report’s cost estimate allocated 15 percent for contingency, whereas King County  
1482       typically applies a 30 percent rate for planning-level estimates.
- 1483       ▪ State-required building energy codes have changed since 2014, contributing to cost  
1484       increases.
- 1485       ▪ Adequate office and administrative space for facility operations, a dedicated  
1486       mechanical room next to the pool area, and dedicated rooms for technological needs  
1487       and a fire sprinkler riser, should also be added to the estimate for fully account for  
1488       required building elements.

#### 1490 **IV. Barriers to Development and Methods to Overcome those Barriers**

1491       The *Skyway Community Center: Conceptual Design Report* provided comprehensive initial  
1492       research and community feedback on the functions of a community center, initial siting criteria,  
1493       background research, and preliminary construction cost estimates. The following are barriers and  
1494       potential methods to overcome them in the context of the current economic climate:

##### 1496 **A. Barriers**

- 1497       ▪ **Location:** Lack of readily available land already owned by a public agency or  
1498       potential partner organization, necessitating acquisition.
- 1499       ▪ **Population size:** In Parks’ and Local Services’ conversations with the YMCA about  
1500       siting a community center in Skyway-West Hill, YMCA staff described general  
1501       criteria of an eight-square-mile area with approximately 50,000 households as a  
1502       reasonable service area to yield the level of participation necessary to sustain their  
1503       facility and programs. The population of Skyway-West Hill is considerably smaller at  
1504       approximately 18,500 residents, with three existing public community centers within  
1505       five miles.
- 1506       ▪ **Zoning:** In many cases, a public community center is located as an accessory facility  
1507       within a public park. King County Code 21A.06.835 defines the term “park,” which  
1508       includes indoor facilities, as “a site owned by the public for recreational, exercise or  
1509       amusement purposes.” Parks are a permitted use in all zoning districts and pursuant to  
1510       development condition B.1 in the A, F, M, RA, UR, R-1-8, and R-12-48 in King  
1511       County Code 21A.08.040. Parks in Industrial zones are permitted pursuant to King

County Code 21A08.040.B13. If the property were not owned by a public entity, such as King County, a community center as a primary use of the property would be classified as “social services” (Standard Industrial Classification Major Group 83) land use by the King County Code 21A.08.050. King County code allows social services a permitted use in all zones. In urban residential zones, social services are allowed with a conditional use permit. Satisfying the decision criteria for a conditional use permit may be a barrier to whether the use would be allowed.

- **Construction costs:** The current Seattle-area construction market has experienced skyrocketing costs, and government agencies are experiencing significant project delays, in part due to the short supply of contractors available to bid on public projects. Aquatic facilities are particularly expensive to build and operate; recent studies estimate a range from \$40 to \$100 million to renovate an old or construct a new aquatic facility.
- **Service provider:** As an unincorporated urban area, Skyway-West Hill receives local government services from King County. King County Parks is the provider for local parks and open space, but Parks does not build or operate community centers, indoor recreation facilities, or recreation programs. It would be necessary to identify a service provider and/or operator to build and operate a community center.
- **Long-term operations and maintenance:** Costs associated with the long-term operations and maintenance of a community center need to be considered. The YMCA quoted operating costs for a smaller community center (14,000 square feet, no pool) at \$4 to \$5 million annually.

## ***B. Methods to Overcome Barriers***

- **Existing nearby facilities:** There are existing community centers within five miles of the heart of Skyway-West Hill, which presents opportunities to think creatively about better connecting Skyway-West Hill residents with those facilities by way of improved transit connections or special incentive agreements with them to reduce fees for unincorporated area residents.
- **Existing programs:** There are organizations that serve or might consider serving Skyway-West Hill residents with programs similar to those provided by a community center, which presents opportunities to think creatively about connecting Skyway-West Hill residents with those programs.
- **Building incentives:** The Skyway-West Hill Land Use Subarea Plan proposes that King County create a “Community-Desired Amenities Program” in Skyway-West Hill where developers and property owners might receive bonuses, such as permitting prioritization or density increases, if they invest in community facilities, such as a new community center in Skyway-West Hill. At the time of the writing of this report, the program had yet to be developed.
- **Zoning:** King County Code 21A.06.835 defines “park,” which includes indoor

facilities, as “a site owned by the public for recreational, exercise or amusement purposes.” Parks are a permitted use in all zoning districts, pursuant to special development condition B.1 in King County Code 21A.08.040. If the community center were located within a public park, it would be considered a permitted use. If the facility were developed on a non-park site (not operated as a public park by King County), the facility would be permitted if it met the development conditions in King County Code 21A.08.050.B.12 or 13. Otherwise, it would be permitted through the conditional use process. A conditional use permit must satisfy the criteria stated in King County Code 21A.44.040. Given the long-standing community desire to see a community center developed in Skyway, it is conceivable that the criteria could be met.

- **Regional aquatics coordination:** Recognizing that many of the region’s public pools, which were built with funding from the 1968 Forward Thrust Bond Measure, are nearing the end of their lifecycles, a regional group made up of jurisdictions, aquatics recreation providers, and community groups was formed to study the development of publicly-funded aquatics facilities in east King County. This study is intended to determine the feasibility of partnerships to develop regional and local aquatic centers. When completed, the draft report will highlight the demand, need, and priorities for aquatic facilities. The report will provide a range of funding options and next steps to move forward on whether a regional versus local approach is more feasible. The findings of this report may inform efforts to site an aquatic facility in or near Skyway-West Hill.
- **Grant funding:** Grant funding opportunities exist at the King County, state, and federal levels to support capital projects and recreation programming. In addition to private funding and philanthropy, these opportunities could match capital investments and/or support programs that achieve similar outcomes that would come from a locally-based community center. Examples include:

  - **Federal Community Development Block Grants**, which support public facilities, such as parks, sidewalks, and community facilities that benefit low- and moderate-income residents in King County. Skyway-West Hill is an eligible community for this funding.
  - **State-administered grants, from agencies such as the Recreation and Conservation Office and Department of Commerce**, offer multiple competitive and non-competitive grant opportunities for the development of park and recreation facilities, including community centers. Examples include the Washington Wildlife and Recreation Program, the Youth Recreation Facilities program, and the Land and Water Conservation Fund.
  - **King County Parks’ Community Partnerships and Grants Program**, which uses seed funding from Parks Levy funds and from partners’ private fundraising and in-kind resources to empower community partners, such as sports associations, recreation clubs, and other nonprofit organizations, to construct,

develop, program, and/or maintain new or enhanced public recreation facilities on King County-owned lands.

- **King County Parks' Youth and Amateur Sports Grants**, which are funded through a one percent car rental tax, support fit and healthy communities by investing in programs and capital improvements that reduce barriers to accessing physical activity. There is a specific emphasis on projects that benefit underserved youth, as well as those that serve unincorporated area residents.
- **The 2020-2025 King County Parks, Recreation, Trails, and Open Space Levy** includes new funding for grant programs, capital projects, and recreation programming. Cities, park districts, and nonprofit organizations would be eligible to apply.
- **Partnerships:** In today's climate, this type of facility would require robust public-private partnerships for funding, construction, and operation. Between economic development support and the actions in the Skyway-West Hill Land Use Subarea Plan, efforts being undertaken by King County's Department of Local Services may foster more favorable conditions that could result in this type of partnership.

## V. Conclusion

As the Skyway-West Hill community has undergone demographic and economic changes over the last 25 years, residents have continually expressed interest in having a community center or, as the 2014 *Skyway Community Center: Conceptual Design Report* put it, a "home away from home for people of all ages." The report's cost estimates were largely accurate for the economic climate of the time but were provided during recession market conditions and did not account for the full scope of costs for such a complicated project.

In 2019, the King County Council directed the Department of Local Services to conduct a feasibility study for a community center in Skyway-West Hill as a component of the Skyway-West Hill Land Use Subarea Plan. The direction stated that the feasibility study should include potential sites, cost estimates, and enumeration of barriers and methods to overcome those barriers. Section III of this report addresses the potential sites and the cost estimates for a community center. Section IV of this report addresses the potential barriers and methods or opportunities to overcome those barriers.

In reviewing the past community work and incorporating current information, six properties were reviewed for potential siting of a new community center. All of the sites had various pros and cons regarding their suitability for a community center and the value of land in the Skyway-West Hill Area, which has been steadily rising, as it has in the region as a whole. If a community center is to become a reality for the Skyway-West Hill community, it is important that a site or sites be actively pursued for acquisition and use in the future.

This feasibility study relied heavily on the work done by Skyway Solutions and their consultant in establishing a baseline of the cost to construct a community center. This information was then updated to current market conditions in the area and supplemented with



current experience from King County and other local governments to provide a possible range of costs to construct a community center. This study found that costs have risen dramatically in recent years. That said, construction costs do fluctuate from year to year depending on market conditions. Furthermore, if the facility were co-located with another development project there could be efficiencies gained. It may even be possible to be selective about the types of facilities and programming that would be built into the building in order to control costs.

Multiple obstacles, including construction costs, land values, and ongoing operations, make it extremely challenging for such a project to be carried out in the traditional way community centers have been built: with the local government funding, building, and operating the center. However, emerging opportunities exist to potentially see this project come to fruition. Multiple examples existing of non-governmental agencies partnering with local communities and jurisdictions to pool resources and expertise to site, construct and operate these types of facilities. The King County Zoning Code is generally permissive of the community centers and other social services, especially when they are supported by the King County Comprehensive Plan, Subarea Plans, and the community. Furthermore, the Skyway-West Hill Land Use Subarea Plan, includes an action item that calls for the creation of a new incentive program for developers that may translate into the type of public-private partnerships that result in locating and constructing a community center and/or community center-like facility. Finally, there are a number public and private partnership and grant opportunities available that could result in a community center for Skyway-West Hill.

## **APPENDIX D – SERVICE DELIVERY AND FACILITIES PROVIDED BY KING COUNTY IN THE FIVE POTENTIAL ANNEXATION AREAS**

The appendix contains the following components.

- I. Introduction
- II. Descriptions of County-Provided Services and Facilities
  - A. Youth Services
  - B. Youth Recreational Facilities and Parks Programming
  - C. Transit Service and Facilities
  - D. Economic Development Services
- I. Potential Positive and Negative Impacts of Local Service Delivery
- II. Maps of Parks, Recreational Facilities, and Transit Service by Potential Annexation Area

## I. Introduction

King County approved creation of the new Department of Local Services (DLS) to begin operation in January 2019. In 2018, the County also approved a new schedule and scope for subarea planning as called for in King County's Comprehensive Plan.<sup>19</sup> The first subarea plan to be completed under this new framework is the Skyway-West Hill Land Use Subarea Plan. DLS is leading this planning effort, which kicked-off in July 2018. The Land Use Subarea Plan is scheduled to be transmitted to the King County Council during the summer of 2019.

King County's 2019-2020 Biennial Budget Ordinance contains a proviso that requires the Skyway-West Hill Land Use Subarea Plan include an equity impact analysis report.<sup>20</sup> The full text of this proviso is as follows:

### A. The equity impact analysis report shall include but be limited to:

1. A description of the services and facilities provided by the county in the five potential annexation areas, which are Skyline/West Hill, North Highline, Fairwood, East Renton and Federal Way, identified in chapter 11 of the adopted amendments to the 2016 King County Comprehensive Plan attached to Ordinance 18810. At a minimum, description of services and facilities provided in each of the five potential annexation areas for youth, transit and economic development shall be included in this description. Through the Community Service Area Subarea Plan development process, other services desired by the Skyway-West Hill community should be included in the equity analysis report; and
2. Using the equity impact analysis tool developed by the county office equity and social justice, identify, evaluate and describe both the positive and negative potential impact of local service delivery in Skyway-West Hill.

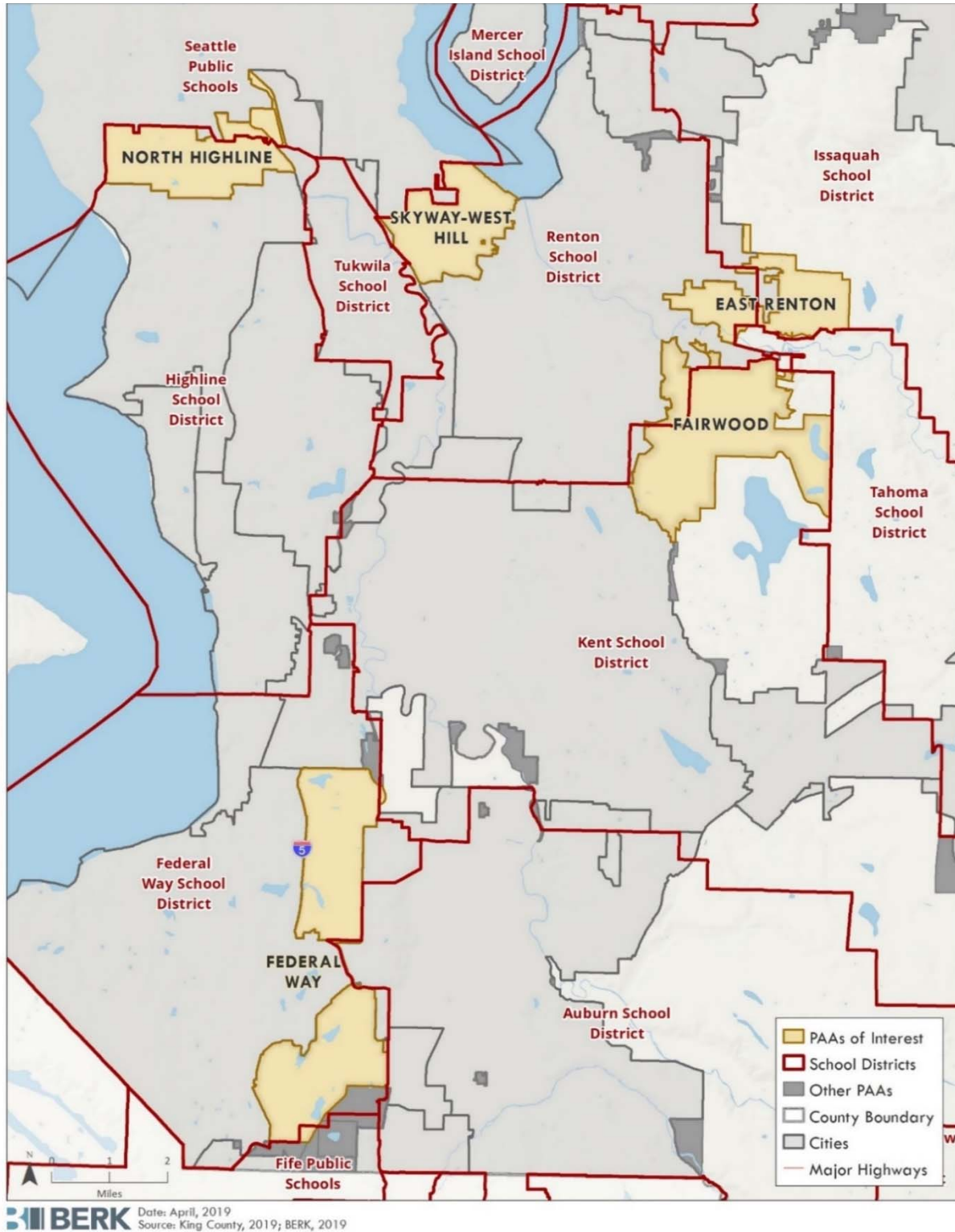
This document, based on a consultant report<sup>21</sup>, responds to this proviso. Specifically, Section A of this report identifies and describes King County-provided services and facilities for youth, economic development, and transit within the five potential annexations areas (PAAs). A map of the five Potential Annexation Areas is included below. Section B of this report responds to item 2 of the proviso, with an analysis of potential positive and negative impacts of local service delivery in Skyway-West Hill.

<sup>19</sup> Ordinance 18810

<sup>20</sup> Ordinance 18835

<sup>21</sup> BERK Consulting

**Exhibit 11 – Potential annexation areas included in this study, and school district boundaries**



## II. Descriptions of County-Provided Services and Facilities

### A. Youth Services

The majority of County-provided youth services are organized under King County Employment and Education Resources (EER) within the Department of Community and Human Services (DCHS). To obtain information about these services and associated facilities, the consultant interviewed and obtained data from DCHS staff, as well as information available on the King County website. Additionally, the consultant identified services organized through other DCHS divisions as well as Best Starts for Kids awardees.<sup>22</sup>

Services are typically offered through facilities that are not owned by the County. In most cases, services are offered through partnerships with other entities, such as school districts, or through contracts with service providers working out of their own facilities. EER staff does provide direct services to County residents, often working out of partner facilities. The closest facility location to Skyway where EER staff provides services is WorkSource Tukwila, located at 645 Andover Park W in Tukwila.

Many providers have service areas that match school district boundaries. Several Potential Annexation Areas cross school district boundaries. When summarizing these services, we ignore those in districts that have no overlap, or an only negligible intersection, with a Potential Annexation Area of interest. If a Potential Annexation Area is bisected by school district boundaries, and a service is only offered in one of the two districts, then we note this in the “PAAs Served” column of the summary tables below.

#### Youth Programs Provided by King County Employment and Education Resources (EER)

Exhibit 12 summarizes youth programs that are provided or led by EER staff.

<sup>22</sup> <https://kingcounty.gov/depts/community-human-services/initiatives/best-starts-for-kids/programs/awards.aspx>

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**Exhibit 12 – Youth Programs Provided by EER**

<b>Program/Description</b>	<b>Target Population</b>	<b>Service Area</b>	<b>PAA's Served</b>
Out-of-School Youth Consortium (OSY): The OSY Consortium is led by Employment and Education Resources (EER) and is a partnership with the YMCA of Greater Seattle, Shoreline Community College, Bellevue College, Multiservice Center, and Neighborhood House. The program strives to help youth complete a secondary credential and then enroll into post-secondary opportunities that place them on the path to self-sufficiency. The program serves approximately 400 students countywide per year. Many services are offered at sites in Seattle and Tukwila.	Youth ages 16 to 24 who have dropped out of high school	Countywide	All
Reconnect to Opportunity (ReOpp): EER provides outreach and recruitment throughout King County to Opportunity Youth (young people ages 16-24 years and not working/not in school). ReOpp's team of Peer Connectors connect young people to an education and/or employment programs that will meet their needs and goals. <a href="http://www.reopp.org">www.reopp.org</a>	Youth ages 16-24 years and not working/not in school	Countywide	All
Career Launch Pad: Career Navigators provide low-income young people with case management, assessment, development of an individualized employment plan, job readiness training, job search assistance, job placement, job retention and support services (transportation) throughout King County (Kent, Renton, Shoreline/Seattle, White Center and Auburn).	Low-income	Countywide	All
Department of Vocational Rehabilitation Pre-Employment Services: Pre-employment training/job readiness training and internship placement and support to young people ages 16-21 with an individual employment plan or disability, and attending a partnering school district including Seattle, Kent, Tukwila and Renton school districts.	Age 16-21 with an individual employment plan or disability	Seattle School District	North Highline (part)
		Kent School District	Fairwood (part)
		Renton School District	Skyway-West Hill; East Renton (part); Fairwood (part)

Program/Description	Target Population	Service Area	PAAs Served
Open Doors: Young people ages 16-21 are reconnected to basic skills develop in order to gain their high school diploma (or equivalency) and move on to college. Services are offered at Worksource Tukwila in partnership with Renton Technical College and Renton School District and Tukwila School District.	Age 16-21	Renton School District	Skyway-West Hill; East Renton (part); Fairwood (part)
New Family Services: This program provides education and employment support to young mothers/families enrolled in King County Public Health's Nurse Family Partnership program. EER staff provide education, training, information/referral and employment services to approximately 100 mothers/families per year. Public Health staff provides child development and family planning services.	Young mothers/families	Countywide	All
Avanza: In partnership with King County Superior Court, staff provides educational interventions to truant youth in the Highline School District. Services are targeted to 30 Latino/Latina youth each year, with the goal of increased school engagement and completion.	Latino/Latina youth	Highline School District	North Highline (part)
Gang Intervention Project: EER staff provides education and employment services to youth identified as moderate-high risk to re-offend by King County Superior Court. Youth are referred by their juvenile probation counselor who works in partnership with the EER staff to engage youth in positive education and employment activities, including internships.	Youth identified as moderate- to high-risk of reoffending	Countywide	All

Contracted Services for Youth and Young Adults

Exhibit 13 shows contracted services for youth with legal system involvement or at-risk of legal system involvement.

***Exhibit 13 – Contracted Services for At-Risk Youth and Young Adults***

<b>Program/Description</b>	<b>Target Population</b>	<b>Providers</b>	<b>Service Area</b>	<b>PAA's Served</b>
Functional Family Therapy (FFT), an evidence-based program, to youth and their families. FFT includes assessment, development of family goals, specific intervention techniques, and teaches skills necessary for success.	Youth age 10-18 and their families	Institute for Family Development	Countywide	All
Provides case management and youth development services for youth involved, or at risk for involvement, in the King County juvenile legal system, with a focus on youth with truancy petitions.	Age 12-24	Neighborhood House	South King County	All
Provide youth violence prevention program, which includes case management services to youth at-risk or involved with the juvenile legal system.	Age 12-24	Southwest Youth and Family Services	Highline School District	North Highline (part)
Provides civil legal services and community education to help youth involved in the legal system.	Age 11-17	TeamChild	Countywide	All
Provides case management services for youth involved in	Age 12-24	YouthCare	Countywide	All



<b>Program/Description</b>	<b>Target Population</b>	<b>Providers</b>	<b>Service Area</b>	<b>PAA's Served</b>
prostitution/justice system at the Orion Center.				
Provides case management and crisis counseling services as part of the Bridge Program to youth at-risk for involvement in the juvenile justice system.	Age 12-24	Pioneer Human Service	Countywide	All
Provides case management and substance abuse services to families and youth at-risk for involvement in the juvenile justice systems	Age 12-24	Friends of Youth	Issaquah School District	East Renton (part)
Provides youth development services and family support services to youth and families at-risk for involvement in the juvenile justice system.	Age 12-24	Valley Cities Counseling and Consultation	Federal Way School District	Federal Way
Provides comprehensive services to and youth at risk for involvement in the juvenile justice system.	Age 12-24	Kent Youth and Family Services	Kent School District	Fairwood (part)
The SPARK T.H.I.S. program is designed to prevent youth involvement in the juvenile justice system through the provision of an array of services that minimize risk factors and builds protective factors (case management).	Age 12-24	Renton Area Youth and Family Services	Renton School District	Skyway-West Hill; East Renton (part); Fairwood (part)

<b>Program/Description</b>	<b>Target Population</b>	<b>Providers</b>	<b>Service Area</b>	<b>PAAs Served</b>
Provides substance abuse prevention and intervention services to youth in the Highline School District.	Age 12-24	NAVOS/Ruth Dykeman Children's Center	Highline School District	North Highline (part)
Provides case management services to families, and youth at-risk for involvement in the criminal justice system in the Seattle School District.	Age 12-24	Therapeutic Health Services	Seattle School District	North Highline (part)
Provides academic development and employment readiness services to youth at-risk for involvement in the criminal justice system that reside in the Seattle School District.	Age 12-24	Southwest Youth and Family Services	Seattle School District	North Highline (part)

Exhibit 1~~Error! Not a valid bookmark self-reference.~~4 shows contracted services for youth that have dropped out of school. These services are provided via third parties under contract to King County.

***Exhibit 14 – Contracted Services for Youth Who have Dropped out of School***

Program/Description	Target Population	Providers	Service Area	PAA's Served
Workforce Innovation and Opportunity Act (WIOA): Program provides education (GED, basic skills), training, and employment services to youth who have dropped out of school. Goal is for youth to attain a GED/High school diploma and move on to post-secondary education, advanced training and/or employment.	Youth ages 16 to 24 who have dropped out of high school	Multi-Service Center	Federal Way School District	Federal Way
		Neighborhood House	Kent School District	Fairwood (part)
		Accelerator YMCA	Highline School District	North Highline (part)

**Contracted Services for Infants and Youth with Developmental Challenges**

DCHS provides services for infants and youth with developmental disabilities and their families. These services are organized through the Developmental Disabilities and Early Childhood Division (DDECSD) and provided to residents via contracted service providers. Exhibit 15 shows a summary of these services.

***Exhibit 15 – Contracted Services for Infants and Youth with Developmental Challenges***

Program/Description	Target Population	Providers	Service Area	PAA's Served
Early Support for Infants and Toddlers. Early intervention services for families with children from birth to age three who have developmental challenges. <sup>23</sup>	Families with children from birth to age 3 who have developmental challenges	Childhaven	South King County (with branch location in North Highline PAA)	All
		Children's Therapy Center EI	South King County	All
		Northwest Center Kids	Seattle and parts of south King County	North Highline; Skyway-West Hill (part)

**Best Starts for Kids Awardees**

The Best Starts for Kids (BSK) program is managed by DCHS and funded by a voter-approved initiative. It invests an average of \$65 million per year to provide support to youth and families in King County.<sup>24</sup> To date, DCHS has made 421 awards to community organizations, non-profits, schools and school districts, tribes and tribal organizations, and public or governmental agencies serving communities in King County.<sup>25</sup> It considers awardees to be partners in providing services to King County residents. These services include early childhood support (prenatal to age 5) and youth and young adults (age 5-24).

<sup>23</sup> <https://www.kingcounty.gov/depts/community-human-services/developmental-disabilities/services/babies-toddlers.aspx>

<sup>24</sup> <https://www.kingcounty.gov/depts/community-human-services/initiatives/best-starts-for-kids.aspx>

<sup>25</sup> <https://kingcounty.gov/depts/community-human-services/initiatives/best-starts-for-kids/programs/awards.aspx>

While limited data about the 421 awardees is available, data about specific service locations and service area boundaries is not. However, the consultant was able to obtain data about the taxpayer address for most BSK awardees and compare those addresses to Potential Annexation Areas. The results are in Exhibit 16, which shows that BSK has awarded funds to at least 13 organizations that may be based in or near the five Potential Annexation Areas. It is possible not all of these organizations have facilities where services are provided in or near the associated Potential Annexation Area. It is also likely that many other awardees provide services to residents of the five Potential Annexation Areas.

***Exhibit 16 – Best Starts for Kids Awardees with Taxpayer Address Locations in or near PAAs of Interest***

Organization	Taxpayer Address Location*	Target Population	BSK Strategy	Total Contract(s) Amount
Community Network Council	Federal Way PAA	Five to 24	Create Healthy and Safe Environments	\$1,737,495
WAPI Community Services	<i>Federal Way Buffer</i>	Five to 24	Create Healthy and Safe Environments	\$578,518
Westside Baby	North Highline PAA	Prenatal to Five	Basic Needs Resource	\$386,862
White Center Community Development Association	North Highline PAA	Prenatal to Five	Kaleidoscope Play and Learn	\$1,109,880
Northwest Center	<i>North Highline Buffer</i>	Prenatal to Five	Innovation Fund	\$1,324,493
Sea Mar Community Health Center	<i>North Highline Buffer</i>	Prenatal to Five	Home-Based Services	\$8,000
Urban Family Center Association	Skyway-West Hill PAA	Five to 24	Stopping the School to Prison Pipeline	\$10,000
Apprenticeship and Non-Traditional Employment for Women (ANEW)	<i>Skyway-West Hill Buffer</i>	Five to 24	Youth Successfully Transition to Adulthood	\$225,055
HealthPoint	<i>Skyway-West Hill Buffer</i>	Five to 24	School Based Health Centers Enhancement	\$1,559,333

Organization	Taxpayer Address Location*	Target Population	BSK Strategy	Total Contract(s) Amount
King County Sexual Assault Resource Center	<i>Skyway-West Hill Buffer</i>	Five to 24	Trauma Informed Restorative Practices	\$10,000
Renton Area Youth and Family Services	<i>Skyway-West Hill Buffer</i>	Prenatal to Five	Kaleidoscope Play and Learn	\$244,878
Voices of Tomorrow	<i>Skyway-West Hill Buffer</i>	Five to 24	Create Healthy and Safe Environments	\$250,000
West African Community Council	<i>Skyway-West Hill Buffer</i>	Prenatal to Five	Parent Caregiver Education and Support	\$146,905

\* Providers in "Buffer" locations are within 1 mile of Potential Annexation Area boundaries.

Source: King County, 2019; IRS, 2019; BERK, 2019.

## **B. Youth Recreational Facilities and Parks Programming**

King County maintains GIS data on the location of parks and recreational facilities. The consultant identified facilities relevant to youth recreational activities within each Potential Annexation Area.<sup>26</sup> Exhibit 17 shows counts of facilities by type for each Potential Annexation Area. While these counts do provide a useful comparison, readers should keep in mind that data about the size or quality of these individual facilities is not available. Additionally, the consultant did not discuss limitations of this data with King County Parks and Recreation staff members. Maps of all parks and recreational facilities for each Potential Annexation Area are provided at the end of this report.

**Exhibit 17 – Count of Youth Recreational Facilities by Type for each PAA**

Facility Type	East Renton	Fairwood	Federal Way	North Highline	Skyway-West Hill
Playground or Play Area	2	3	5	4	1
Multi-Purpose Court	1	1	1	2	2
Tennis Court	0	0	2	6	1
Baseball Field	0	4	7	3	3
Soccer or Open Play Field	0	6	7	6	1
Other Recreation Facility	0	0	1	4	0

Source: King County, 2019; BERK, 2019.

King County Parks operates a single community center in North Highline. Located in Steve Cox Memorial Park, the White Center Community Center, also known as “The Log Cabin,” is an historic landmark fieldhouse built during the Works Progress Administration era. It is currently home to King County Parks’ White Center Teen Program and used occasionally for King County-sponsored community events, such as the Peace in the Hood Job Fair, the Repair Café, and the annual family Halloween Carnival. The White Center Teen Program serves youth ages 12-19 from the North Highline unincorporated area and provides free, year-round, recreational, educational, and enrichment programming in both structured and drop-in formats. The programs focus on activities that develop social, life, and leadership skills, offer youth opportunities to contribute to their community, enrich academic experiences, and provide quality time with caring adults.

<sup>26</sup> These include playgrounds, pools, play fields, play courts, and “other recreational facilities” of potential interest to youth such as horseshoe pits, lookout towers, and a disc golf course. The dataset tracks play equipment separately from playgrounds. Analysis indicates play equipment is always contained within a playground. Therefore, only counts of playgrounds are included.

King County Parks also manages the Youth and Amateur Sports Grant program. Established in 1993 through State and County legislation, the program is funded through a 1% tax on car rentals in King County. The grants are available to local government agencies and non-profits to support capital projects and programs aimed at getting youth and adults active. There is roughly \$4 million to award annually through grants ranging from \$5,000 to \$250,000. The funds are dispersed in the following four different grant categories: 1) Council discretionary Get Active-Stay Active grants; 2) Youth sports programs; 3) Youth sports facilities; and 4) Unincorporated King County sports programs and facilities. There is an annual call for applications in January. Exhibit 18 shows 2019 grants awarded to facilities serving one of the Potential Annexation Area study areas.

***Exhibit 18 – King County Youth and Amateur Sports Grant Awards in PAA Study Areas***

Organization	Project Name	Grant Award	PAA
Highline Public Schools	Evergreen High School Field Lighting	\$200,000	North Highline
Renton School District	The Skyway S.H.A.P.E. Project	\$100,000	Skyway-West Hill

***C. Transit Service and Facilities***

King County Metro provides bus service and Access paratransit service in all five Potential Annexation Areas. Metro also owns or leases several park and ride lots that serve Potential Annexation Areas. Exhibit 19 provides a comparison of transit service levels in each Potential Annexation Area. North Highline and Skyway-West Hill receive significantly more service than the other Potential Annexation Areas. While the vast majority of service in these Potential Annexation Areas is funded by Metro, one route in Skyway-West Hill and two routes in North Highline benefit from additional investments in service frequency from the City of Seattle.<sup>27</sup>

***Exhibit 19 – Weekly Metro Transit Trips per 1,000 residents by PAA***

PAA Name	Estimated Total Population, 2018	Total Weekly Metro Transit Trips	Weekly Metro Transit Trips per 1,000 Residents
East Renton	6,687	95	14
Fairwood	24,215	570	24
Federal Way	23,107	816	35
North Highline	20,046	3,868	193

<sup>27</sup> In 2014, Seattle voters approved funding for additional Metro service on select routes through the Seattle Transportation Benefits District (STBD).



PAA Name	Estimated Total Population, 2018	Total Weekly Metro Transit Trips	Weekly Metro Transit Trips per 1,000 Residents
Skyway-West Hill	17,176	2,308	134

Source: Esri, 2019; King County Metro, 2019; BERK, 2019.

### Transit Service in Skyway-West Hill

Four bus routes operate through the Skyway-West Hill community between Renton and Seattle. Additional evening service on Route 106 provided by funding from the Seattle Transportation Benefits District.

#### Route 101: All Day Route

- Operates along MLK Jr Way S
- 15-minute peak and midday service, 30-minute off peak/night/weekend service
- Average weekday ridership is about 5,375 rides (Spring 2017)

#### Route 102: Peak Only Route

- Operates along MLK Jr Way S, supplemental peak service for Route 101
- Weekday, peak-only route
- Weekday ridership is about 1,100 rides (Spring 2017)

#### Route 106: All Day Route

- Operates along Renton Ave S
- 15-minute service weekdays and Saturdays, 30-minute service nights and Sundays
- Weekday ridership is about 6,030 rides (Spring 2017)

#### Route 107: All Day Route

- Operates through the Lakeridge/West Hill neighborhoods
- 15 to 30-minute peak service, 30-minute off peak/night service
- Weekday ridership is about 3,100 rides (Spring 2017)

#### Park and Ride (owned or leased by KC):

- Community Bible Fellowship (11227 Renton Ave S) has 29 spaces

### Transit Service in North Highline

Seven bus routes operate through North Highline. Additional service frequency on Route 60, and late-night service on Route 120 provided by funding from the STBD.

1837

1838 Route 22: All Day Route

- 1839     ▪ Operates along SW 106th & 26 Ave SW
- 1840     ▪ Hourly service
- 1841     ▪ Average weekday ridership is about 230 rides (Spring 2017)

1842 Route 60: All Day Route

- 1843     ▪ Operates along SW Roxbury St
- 1844     ▪ 15-minute peak, 15 to 20 minute off-peak & night service
- 1845     ▪ Average weekday ridership is about 5,260 rides (Spring 2017)

1846 Route 113: Peak Commuter Route

- 1847     ▪ Operates between Shorewood and downtown Seattle, along 26th Ave SW & SW  
1848         Roxbury St
- 1849     ▪ Peak only service with 5 AM and 4 PM trips
- 1850     ▪ Average weekday ridership is about 280 rides (Spring 2017)

1851 Route 120: All Day Route

- 1852     ▪ Operates between Burien and downtown Seattle via Ambaum Blvd SW & 15th Ave  
1853         SW
- 1854     ▪ Service every 7 to 15 minutes in the peak, 15 to 30 minutes off-peak, and 30-60  
1855         minutes at night
- 1856     ▪ Planned upgraded to H Line RapidRide service in 2020
- 1857     ▪ Average weekday ridership is about 9,240 rides (Spring 2017)

1858 Route 128: All Day Route

- 1859     ▪ Operates between West Seattle and Southcenter via 8th Ave SW, S 120th St,  
1860         Military Rd S
- 1861     ▪ Service every 30 minutes, seven days a week
- 1862     ▪ Average weekday ridership is about 3,720 rides (Spring 2017)

1863 Route 131: All Day Route

- 1864     ▪ Operates between Burien and downtown Seattle via 1st Ave S
- 1865     ▪ Service every 15 to 30 minutes in the peak, 30 minutes in the off-peak, and 60  
1866         minutes at night
- 1867     ▪ Average weekday ridership is about 3,200 rides (Spring 2017)

Route 132: All Day Route

- Operates between Burien and downtown Seattle via Des Moines Memorial Drive
- Service every 20 to 30 minutes in the peak, 30 minutes in the off-peak, and 60 minutes at night
- Average weekday ridership is about 3,000 rides (Spring 2017)

Park and Rides (owned or leased by KC):

- Holy Family Church (9641 20th Avenue SW) has 23 spaces (located just outside of Potential Annexation Area)
- Beverly Park First Baptist Church (11659 1st Avenue S) has 12 (located just outside of Potential Annexation Area)
- Olson PL SW/Myers Way (9000 Olson PI SW) has 100 spaces (located just outside of Potential Annexation Area)
- Sonrise Evangelical Free Church (610 SW Roxbury) 10 spaces (located just outside of Potential Annexation Area)

Transit Service in Fairwood

Route 102: Weekday Peak Period Commuter Express

- Operates through unincorporated Fairwood to downtown Seattle via Renton, serving the South Renton Park & Ride
- Peak express service with 7 AM and 7 PM trips
- Average weekday ridership is about 1,100 rides (Spring 2017)

Route 148: All Day Route

- Operates between Fairwood Center (143rd/Petrovitsky) and the Renton Transit Center via the South Renton Park & Ride
- Service is every ½ hour on weekdays and hourly evenings and on weekends
- Average weekday ridership is about 615 rides (Spring 2017)

Route 906: All Day Route

- Operates between Fairwood and Southcenter via Petrovitsky Rd, Carr Rd, and S 180<sup>th</sup> St – also goes past Valley Medical Center
- Service is every hour on weekdays and Saturday, until about 7PM
- Average weekday ridership about 365 rides (2017)

Park and Ride (owned or leased by KC):

- Nativity Lutheran Church (17707 140th Ave SE) has 49 spaces
- Fairwood Assembly of God (13120 SE 192nd St) has 25 spaces

*Transit Service in East Renton*

Route 111: Maplewood to Lake Kathleen to Downtown Seattle

- Weekday service only
- Operates 5:16 am-9:28pm

Park and Ride: New Life at Renton (15711 152nd Ave SE) has 25 spaces

*Transit Service in Federal Way*

Route 181: Twin Lakes P&R to Auburn Station to Green River College

- Weekday, Saturday, and Sunday Schedules. Weekend has different schedules
- Weekday service runs 5:15 am-11:33pm

Route 183: Federal Way TC to Star Lake to Kent Station

- Weekday and Saturday service. Fewer Saturday hours. No Sunday Service
- Weekday service runs 5:23 am-9:52 pm. Transfer to route 153 at Kent Station

Park and Ride (owned or leased by KC):

- All Saints Lutheran Church (27225 Military Rd S) has 75 spaces
- St. Columba's Episcopal Church (26715 Military Rd S) has 15 spaces

***D. Economic Development Services***

King County is currently going through a transition in how it approaches local economic development in unincorporated areas. Historically, the county's work to promote economic development has been based in the King County Executive Office. While the goals for economic development are to retain existing businesses, recruit businesses, and support new business start-ups countywide, in practice most of the effort has been focused on workforce development. The strategy has been to help prepare local residents—particularly those who face barriers—to participate in the strong local economy.

The King County Executive Office administers county workforce funding with an emphasis on prioritizing funding to 15 targeted population groups determined to be underserved and in need of assistance. Some of these funds go to the EER to fund programs for older youth and young adults. Other funding goes to providers serving adults and dislocated workers. Historically geography has not been a significant consideration in the selection of service providers.

However, the current budget includes targeted programs for the communities of Skyway and North Highline.<sup>28</sup>

In 2018, the Economic Development Council of Seattle and King County were invited to nominate five census tracts under the federal Opportunity Zones program. This program provides tax incentives to investors who fund businesses in underserved communities. King County Executive formally endorsed the nominations of the Economic Development Council of Seattle and King County, three of which are in unincorporated King County: Census Tract 53033026100 in the Skyway-West Hill Potential Annexation Area, and Census tracts 53033026801 and 53033026802 in the North Highline Potential Annexation Area. Additionally, the community of White Center in North Highline has been designated as a Community of Opportunity through a joint initiative between King County and the Seattle Foundation.<sup>29</sup> King County is working to develop a Communities of Opportunity Fund that will stack multiple forms of investor and Communities of Opportunity capital for socially responsible investments in projects that align with the strategies of the Communities of Opportunity.

With the formation of DLS came a new staff position for an Economic Development Program Manager. This individual is responsible for promoting economic development in unincorporated areas. One of their first activities is to support the subarea planning process for Skyway-West Hill by identifying opportunities to leverage proposed land use changes to promote local economic development. This work has involved engagement with community members to understand what kinds of businesses they need, or hope to retain, in their local business district. In addition to supporting the planning process, the Economic Development Program Manager actively promotes opportunities for new development in unincorporated areas that are consistent with local economic development goals, connects potential developers with financing opportunities, and helps them to navigate the process of obtaining necessary permits.

The services of the Economic Development Program Manager are available to all five Potential Annexation Areas. The job duties include support for future subarea planning processes in North Highline, as well as those that follow. More broadly, this position is responsible for identifying and implementing strategies that will advance and actively apply the King County Equity and Social Justice Strategic Plan and priorities to enhance economic opportunities for residents and businesses within unincorporated areas, with particular emphasis on communities of color.

### III. Potential Positive and Negative Impacts of Local Service Delivery

This section responds to part 2 of the proviso by evaluating the potential positive and negative impacts of service delivery in Skyway-West Hill, with a focus on the County-provided youth, transit, and economic development services described in this report.

<sup>28</sup> Source: Executive Office Economic Development Policy Advisor

<sup>29</sup> <https://www.coopartnerships.org/>

Part 2 of the proviso directed use of the Equity Impact Review tool to evaluate the impacts of service delivery in Skyway-West Hill. King County has several tools and resources to help departments and agencies analyze equity and social justice outcomes for King County residents, both in the community and within the services King County provides. One tool is the Equity Impact Review tool,<sup>30</sup> which is a process and an analytical methodology to identify, evaluate, and communicate the potential impacts - both positive and negative - of a proposed policy or program. As stated in the Equity Impact Review tool guidance document, the purpose of the tool is to ensure that equity impacts are rigorously and holistically considered and advanced in the design and implementation of a proposed action (such as plan/policy/program development, operations modification, capital programs/projects, etc.). The Equity Impact Review process merges empirical (quantitative) data and community engagement (qualitative) findings to inform planning, decision-making, and implementation of proposed actions which affect equity in King County.

The Comprehensive Plan directs that subarea plans be a land use focused plans.<sup>31</sup> As such, proposing changes to service delivery as part of the Skyway-West Hill Community Service Area Subarea Land Use Plan is out of the scope of the plan and, thus, no service delivery changes are proposed as part of the plan. Given this, the analysis of the impacts of service delivery in Skyway-West Hill must be an analysis of impacts of existing services, rather than an analysis of proposed changes to those services. Because the Equity Impact Review tool is designed for evaluating impacts of proposed actions, use of the tool for this impact analysis is not possible. Instead, this analysis uses the Determinants of Equity framework, which is a central element of the Equity Impact Review tool. Using this primary element of the Equity Impact Review tool for this analysis is intended to satisfy the requirements of the proviso language given that the remainder of the tool is not applicable to analysis of existing services.

The Determinants of Equity framework was developed for evaluating and measuring access to resources and opportunity that promote equity of outcomes. King County Code 2.10.210 defines the Determinants of Equity as the social, economic, geographic, political, and physical environment conditions in which people are born, grow, live, work and age, and that lead to the creation of a fair and just society. Access to the determinants of equity creates a baseline of equitable outcomes for people regardless of race, class, gender, or language spoken. Inequities are created when barriers exist that prevent individuals and communities from accessing these conditions and reaching their full potential. These factors, while invisible to some, have profound and tangible impacts on all.

<sup>30</sup> [https://www.kingcounty.gov/~media/elected/executive/equity-social-justice/2016/The\\_Equity\\_Impact\\_Review\\_checklist\\_Mar2016](https://www.kingcounty.gov/~media/elected/executive/equity-social-justice/2016/The_Equity_Impact_Review_checklist_Mar2016)

<sup>31</sup> This also outlined in the comprehensive and subarea planning restructure outlined in Motion 15142, which states that the subarea plans will be land use-focused and will rely on the Comprehensive Plan and existing functional plans for issues related to the built environment and other non-land use issues.

2008        As shown in Exhibit 10, the following includes an analysis of how the of programs and  
2009        services offered in the Skyway-West Hill area are aligned with Determinants of Equity and the  
2010        needs of area residents, including evaluation and description of the positive and negative impacts  
2011        as required by the proviso. This analysis was also informed by community needs and concerns  
2012        identified in Appendix F.

2013

***Exhibit 20 – Potential Positive and Negative Impacts of Local Service Delivery in Skyway-West Hill***

<b>Determinant of Equity</b>	<b>Brief Description from KC Office of Equity and Social Justice</b>	<b>Potential Positive or Negative Impacts of Local Service Delivery in Skyway-West Hill</b>
Early Childhood Development	Early childhood development that supports nurturing relationships, high quality, affordable childcare, and early learning opportunities that promote optimal early childhood development and school readiness for all children.	King County Public Health's Nurse Family Partnership program has potential to positively impact early childhood development, particularly for families in greatest need of support services such as low-income families who cannot afford quality childcare and early learning opportunities. King County also offers early intervention services for children who have developmental challenges. There are two BSK grantees near Skyway-West Hill that offer early childhood development services. Many of the families served by these programs are low-income, persons of color, or those with developmental disabilities.
Education	Education that is high quality and culturally appropriate and allows each student to reach his or her full learning and career potential.	While most education services in Skyway-West Hill are offered by the Renton School District, King County offers or supports several programs intended to address the needs and barriers faced by youth and young adults to help them more effectively achieve their educational goals. Many of those served by these programs are low-income and persons of color.
Jobs and Job Training	Jobs and job training that provide all residents with the knowledge and skills to compete in a diverse workforce and with the ability to make sufficient income for the purchase of basic necessities to support them and their families.	King County's services for young adults include case management, assessment, development of an individualized employment plan, job readiness training, job search assistance, job placement, job retention, and support services (transportation). The County also provides outreach and recruitment to connect young adults that are not in school or working to education and job training programs. Many of those served by these programs are low-income, persons of color, or those with developmental disabilities.
Health and Human Services	Health and human services that are high quality, affordable, culturally appropriate, and support the optimal well-being of all people.	King County Public Health provides a variety of services and programming many of which are available at public health centers. Most of these services and programs were not included in this inventory of services for youth, transit, and economic development. However, the youth and young adult services identified in this study include substance abuse prevention and family planning.



<b>Determinant of Equity</b>	<b>Brief Description from KC Office of Equity and Social Justice</b>	<b>Potential Positive or Negative Impacts of Local Service Delivery in Skyway-West Hill</b>
		During the Skyway-West Hill Land Use Subarea Plan outreach process, several stakeholders identified the need for more medical services in the area, such as doctors, dentists, and pharmacies.
Food Systems	Food systems that support local food production and provide access to affordable, healthy, and culturally appropriate foods for all people.	This study did not inventory services related to food systems. However, during the Skyway-West Hill Land Use Subarea Plan outreach process, community members expressed concern that they are effectively in a food desert, particularly with regards to quality fresh produce and healthy options. This lack of access does negatively impact residents in Skyway-West Hill.
Parks and Natural Resources	Parks and natural resources that provide access for all people to safe, clean, and quality outdoor spaces, facilities and activities that appeal to the interest of all communities.	This study identified recreational facilities and programming related to youth, including the Skyway S.H.A.P.E. Project. Section C includes a map of facilities in Skyway-West Hill. During the Skyway-West Hill Land Use Subarea Plan outreach process, residents expressed concerns about the pedestrian environment and lack of accessibility to recreation and open space, including Skyway Park. These negative impacts could be addressed through investments in sidewalks, lighting, better access, and pathways.
Built and Natural Environment	Healthy built and natural environments for all people that include mixes of land use that support: jobs, housing, amenities, and services; trees and forest canopy; clean air, water, soil, and sediment.	Services related to the built and natural environment were not inventoried in this study. However, the lack of walkability was identified in the Skyway-West Hill Land Use Subarea Plan as a concern. The negative impacts associated with poor walkability could be addressed through infrastructure such as street lights, improved sidewalks, and pathways.
Transportation	Transportation that provides everyone with safe, efficient, affordable, convenient, and reliable mobility options including public transit, walking, carpooling, and biking.	Skyway-West Hill is served by four bus routes that, combined, provide over 2,300 bus-trips per week. Exhibit 19 compares per-capita transit service among the five Potential Annexation Areas, showing that Skyway-West Hill receives more service per resident than all but North Highline. As noted above, residents have expressed concerns about walkability and accessing neighborhood destinations, including

<b>Determinant of Equity</b>	<b>Brief Description from KC Office of Equity and Social Justice</b>	<b>Potential Positive or Negative Impacts of Local Service Delivery in Skyway-West Hill</b>
		transit stops, on foot. These negative impacts could be addressed through investments in sidewalks, lighting, and pathways.
Community Economic Development	Community Economic Development that supports local ownership of assets, including homes and businesses, and assures fair access for all to business development and business retention opportunities.	As noted in the discussion of economic development services in Section A, the County has not historically focused efforts geographically towards neighborhood business districts. Under that system Skyway-West Hill was not receiving significant services to address their community economic development needs. This situation may change with the hiring of an Economic Development Program Manager by DLS. As noted above, this position is responsible for identifying and implementing strategies that will advance and actively apply the King County Equity and Social Justice Strategic Plan and priorities to enhance economic opportunities for residents and businesses within unincorporated areas, with particular emphasis on communities of color.
Neighborhoods	Neighborhoods that support all communities and individuals through strong social networks, trust among neighbors and the ability to work together to achieve common goals that improve the quality of life for everyone in the neighborhood.	None of the services inventoried in this study are directly related to this determinant of equity.
Housing	Housing for all people that is safe, affordable, high quality, and healthy.	None of the services inventoried in this study are directly related to this determinant of equity.
Community and Public Safety	Community and public safety that includes services such as fire, police, emergency medical services, and code enforcement that are responsive to all residents so that everyone feels safe to live, work, and play in any neighborhood of King County.	None of the services inventoried in this study are directly related to this determinant of equity.
Law and Justice	A law and justice system that provides equitable access and fair treatment for all.	King County offers several contracted services for youth with legal system involvement or are at-risk of legal system involvement.

Determinant of Equity	Brief Description from KC Office of Equity and Social Justice	Potential Positive or Negative Impacts of Local Service Delivery in Skyway-West Hill
		These services, such as case management, counseling, and connecting youth with educational or employment services, are typically designed to address needs and risk factors to reduce or avoid justice system involvement.

2014

2015

2016

2017

**IV. Maps of Parks, Recreational Facilities, and Transit Service by Potential Annexation Area**

The following series of maps shows available data about King County owned parks and recreational facilities, METRO transit service, and county-owned or leased park and ride locations by Potential Annexation Area.

