## STAFF REPORT

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| **Agenda Item:** | 10 | **Name:** | Sam Porter  Andrew Kim |
| **Proposed No.:** | 2019-0417 | **Date:** | January 22, 2020 |

**SUBJECT**

Proposed Motion 2019-0417 would acknowledge receipt of the equity impact analysis report and feasibility study for a community center in the Skyway-West Hill Community as appendices to the Skyway-West Hill Community Services Area (SWH CSA) Land Use Subarea Plan as required by the 2019-2020 Biennial Budget, Ordinance 18835, Section 84, Proviso P5.

**SUMMARY**

Proposed Motion 2019-0417 would acknowledge receipt of the reports required by the 2019-2020 Biennial Budget, Ordinance 18835, Section 84, Proviso P5. The proviso withheld $250,000 from the Local Services Administration budget until the Council passes a motion acknowledging receipt of both an equity impact analysis report and a feasibility study for a community center as appendices in the executive transmitted SWH CSA Land Use Subarea Plan. The Subarea Plan was transmitted as part of the 2020 Update to the 2016 King County Comprehensive Plan (Proposed Ordinance 2019-0413).

Council staff analysis has determined that the contents of the equity impact analysis report and the feasibility study for a community center met the requirements of the proviso. Council staff has also determined that a proposed ordinance adopting the SWH CSA Land Use Subarea Plan that includes the equity impact analysis report and the feasibility study for a community center and a motion required by the proviso (this proposed motion) were transmitted to council on September 30, 2019 as required by the proviso[[1]](#footnote-1).

It should be noted that council staff has identified key issues related to the equity impact analysis report and the feasibility study for a community center. The key issues are addressed in the council staff report for the 2020 Update to the 2016 King County Comprehensive Plan (Proposed Ordinance 2019-0413) included as Attachment 4 to this staff report. The members were briefed on these key issues at the December 3, 2019 Mobility and Environment Committee.

**BACKGROUND**

The Skyway-West Hill community is in the unincorporated area of King County, bordered by Seattle, Tukwila, and Renton. It is predominantly residential with a commercial district near its center and two neighborhood shopping areas on its eastern and western edges.

In 2014, the County adopted Motion 14221, which called for a comprehensive update to the 1994 West Hill Community Plan.[[2]](#footnote-2) Around this same time, Executive staff were also providing technical assistance to a community-led effort to update some elements of the Community Plan. This community-led effort resulted in the development of a series of proposed local implementation actions called the Skyway-West Hill Action Plan (SWAP). The SWAP was proposed to be adopted as an addendum to the existing 1994 Community Plan during the 2016 update of the King County Comprehensive Plan (KCCP).[[3]](#footnote-3) No policy changes to the Community Plan were included in the proposed SWAP.

The SWAP was a community-developed document, and was drafted prior to the adoption of the new subarea planning program framework in the 2016 KCCP. The SWAP process did not include comprehensive review and/or updates to the underlying Community Plan, as called for by Motion 14221 or the underlying subarea planning program goals. Additionally, a variety of policy issues, such as substantive budgetary impacts, were identified during Council review of the transmitted SWAP. As a result, the 2016 KCCP directed the Executive to work with the community to review the proposed SWAP and to comprehensively update the Community Plan within the context of the subarea planning program. The 2016 KCCP included a March 1, 2018 deadline for transmittal of the subarea plan. However, due to the adoption of budget provisos in a 2017 budget omnibus ordinance, Executive work on development of the Skyway-West Hill subarea plan was put on hold until the subarea planning restructure was approved in May 2018.

The 2019-2020 Biennial Budget included a proviso (Ordinance 18835, Section 84, Proviso P5) that withheld $250,000 from the Local Services Administration budget:

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.

The equity impact analysis report shall include, but not 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 impact analysis report; and

2. Using the equity impact analysis tool developed by the county office of equity and social justice, identify, evaluate and describe both the positive and negative potential impact of local service delivery in Skyway-West Hill.

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.

The executive must file the equity impact analysis report, the feasibility study and motion required by this proviso by September 30, 2019, in the form of a paper original and an electronic copy with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the planning, rural service and environment committee, or its successor. The executive shall transmit a proposed ordinance adopting Skyway-West Hill Community Service Area Subarea Plan that includes the equity impact analysis and feasibility study required by this proviso by September 30, 2019.

The SWH CSA Land Use Subarea Plan is included in the Executive's transmittal of the 2020 Update to the King County Comprehensive Plan (Proposed Ordinance 2019-0413), as Attachments F and G. The Executive's proposed plan includes a Subarea Plan, proposed Map Amendments, a community center feasibility analysis, an equity analysis of service delivery, and an equity impact review of the plan. According to the Executive transmittal, the SWH CSA Land Use Subarea Plan was developed based on two-years of conversations with a broad set of community stakeholders regarding future land use in the urban unincorporated community. The SWH CSA Land Use Subarea Plan would replace and update the 1994 West Hill Community Plan that has guided land use in the area for the past 25 years. Its scope and timeline were established through the 2018 amendments to the 2016 KCCP (Ordinance 18810).

**ANALYSIS**

Proposed Motion 2019-0417 would acknowledge receipt of the reports required by the 2019-2020 Biennial Budget, Ordinance 18835, Section 84, Proviso P5 and release $250,000 of expenditure authority to the Local Services Administration budget. The Subarea Plan was transmitted as part of the 2020 Update to the 2016 King County Comprehensive Plan (Proposed Ordinance 2019-0413). The equity impact analysis and community center feasibility study included in the update to the comprehensive plan appear to meet the requirements of the proviso.

*Community Center Feasibility Study*

The purpose of the Community Center Feasibility Study was to provide information regarding potential sites, cost estimates, and barriers to development of a community center, and the key findings of that analysis. The Community Center Feasibility Study was prepared by the Department of Local Services (DLS) and the Parks and Recreation Division of the Department of Natural Resources and Parks (Parks). DLS and Parks relied on the Skyway Community Center: Conceptual Design Report, commissioned by Skyway Solutions and produced by Schemata Workshop in January 2014. The 2014 design report development was informed by three community workshops conducted in the fall of 2013, site tours of other community centers in the Seattle area, and site visits to potential sites for a community center in the SWH community. The business plan for the Community Center Feasibility was developed by Impact Capital and cost estimating was performed by Project Delivery Analysts, Inc.

The following summarizes the key findings of the Executive's Community Center Feasibility Study:

1. **Potential sites for a community center.** The Feasibility Study identifies guidelines developed by surrounding Cities (Seattle and Renton) and common site characteristics of existing community centers in the Puget Sound region in order to narrow down potential sites for a community center. According to the Seattle Parks and Recreation 2011 Development Plan, "a community center should be provided within 1 ½ miles of every Seattle household."[[4]](#footnote-4) According to their 2011 Parks, Recreation and Natural Area Plan, the City of Renton has one facility per 8,417 residents. Common characteristics of community centers in the Puget Sound include a building size of 20,000 – 50,000 square feet, indoor and outdoor space that is largely flat, includes parking, safe ingress/egress, and proximity to public transportation.[[5]](#footnote-5)

Four of the potential sites included in the feasibility study were identified by the community during the 2014Conceptual Design Report engagement sessions. The two additional sites currently owned by the County were added after the community engagement completed. These sites are seen in Table 1 below. A map can be seen on page 54 of Attachment F to the Update to the Comprehensive Plan, Proposed Ordinance 2019-0413.

**Table 1 – Potential Sites Identified for SWH Community Center[[6]](#footnote-6)**

| **Site** | **Owner** | **Location** | **Lot** | **Conditions** | **Current Use** |
| --- | --- | --- | --- | --- | --- |
| Former Skyway Market property\* | Thai Investments, LLC | 12600 Renton Avenue S | 1.34 acres | In the central business district with access to transit. Site has existing building (25,000 sf), parking lot. Possible brownfield. | Religious facility |
| Former Fire Station #1\* | King County Fire District No. 20 | 11619 84th Avenue S  Parcel | .50 acres | Next to Bryn Mawr Elementary. Small parcel, with existing building, former fire station (3,750 sf) | Fire district for equipment storage. |
| Former Operation Emergency Center\* | JTA LLC | 11410 Renton Avenue S | .96 acres | On main road, with access to transit, at border with Seattle. Site has existing building (2,384 sf), small parking lot. | Not currently in use. |
| Skyway Park\* | King County | 12010 71st Avenue S | 22 acres | 22-acre community park, no structures beyond small restroom. Limited parking and access. Significant wetland constraints. | Community park |
| Brooks Village | King County | Renton Ave S & 68th Ave S | .56 acres | Undeveloped land.[[7]](#footnote-7) Significant wetland and access constraints. | Undeveloped land |
| Renton/Skyway Boys & Girls Club | King County | 12400 80th Ave S | 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. | Dimmitt Middle School property |

1. **Cost Estimates for a community center.** The Feasibility Study outlines the estimated construction costs included in the 2014 Conceptual Design Report, an estimate provided by DLS, and an estimate from the Park's capital project managers for a project similar to a community center. The cost estimates included in the 2014 Conceptual Design Report, using 2013 economics, were based on programming and support needs for a one-story facility that includes the following: flexible programming spaces for classes and small groups, basketball courts/gymnasium, swimming pool, reception hall, meeting rooms, kitchen area, administrative offices, restrooms and other building infrastructure. This estimated construction costs of approximately $10 million, $225 to $240 per square foot without a pool, and $350 per square foot with a pool.[[8]](#footnote-8) In 2019 this estimate was updated by Executive staff to reflect additional costs not considered during the development of the Skyway Community Center: Conceptual Design Report.[[9]](#footnote-9) This revised estimate is $20 million for base construction costs and a total cost of $41 million. This is within the range of $35 to $40 million in total project costs stated in the report as current conceptual estimates for community centers in King County.[[10]](#footnote-10)

1. **Barriers to development of a community center and methods to overcome those barriers.** The barriers identified in the report include:
   1. Lack of readily available location.
   2. Small population size for the Skyway-West Hill community[[11]](#footnote-11) compared to YMCA established criteria of "an eight-square-mile area with approximately 50,000 households as a reasonable service area to yield the level of participation necessary to sustain their facility and programs."
   3. Potentially need a conditional use permit depending on zoning.
   4. Cost of construction.
   5. Finding a service provider and/or operator to build and operate the center.
   6. Long-term operations and maintenance costs. YMCA estimated $4 - $5 million annual costs for a 14,000 square foot community center without a pool.

The methods to overcome barriers listed above are identified as:

1. Increase SWH community engagement with existing nearby[[12]](#footnote-12) community centers and existing programming.
2. Creating a "Community-Desired Amenities Program" incentivizing developers and property owners to invest in community facilities.
3. Achieving a conditional use permit if needed.
4. Regional aquatics recreation feasibility study produced that will "highlight the demand, need, and priorities for aquatic facilities" that could buttress efforts to site an aquatic center in or near the SWH community.
5. Acquiring grant funding through Federal Community Development Block Grants, Washington Recreation and Conservation Office grants, Department of Commerce grants, King County Parks' Community Partnerships and Grants, etc.
6. Public-private partnerships for funding, construction, and operations.

*Equity Impact Analysis*

The Skyway-West Hill Community Service Area (SWH CSA) Subarea Plan includes an addendum in Appendix E, Equity Impact Analysis Report (EIA Report). The Equity Impact Analysis was completed by a third-party consultant, BERK Consulting. The consultant reviewed and produced their analysis based on the Public Review Draft of the SWH CSA Subarea Plan and associated land use and zoning map amendments that were released for public review and comments during July 2019.

The following summarizes the key findings from BERK Consulting’s Equity Analysis:

1. **Community Engagement.** The analysis evaluates the Executive’s community engagement activities for each of the following stakeholder groups and population of concern: (1) Language Communities; (2) Racial and Ethnic Groups; (3) Youth; (4) Seniors and Elderly; (5) Persons with Disabilities; (6) Neighborhoods; (7) Renters and Low-Income Households; (8) Businesses; and (9) Community Service Providers. In summary, the analysis has determined that Executive staff’s engagement with each stakeholder groups were not well documented and BERK Consulting could not verify whether engagement was conducted for each of the stakeholder groups and population of concern. Moreover, despite facilitating community meetings for specific stakeholder groups, the analysis could not verify whether those community meetings were attended by the targeted community members or non-targeted community members.

The analysis also stated that Executive staff did not apply the County’s Equity Impact Review Tool until after most of the engagement was conducted. Therefore, efforts to reach some of the stakeholder groups were not well documented, and it is quite possible that some groups did not receive significant, or any, outreach or engagement.

1. **Need for Affordable Housing and Displacement.** The analysis states that based on King County market trends, housing costs in SWH will continue to rise which would 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. Over 70 percent of SWH residents are people of color, of which 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. The analysis states that there are significant racial disparities within SWH that impact vulnerability to land use change. For instance, about 73 percent of White households are owner-occupied compared to only 29 percent of Black households.
2. **No Guarantee of Affordable Housing.** The Subarea Plan includes new requirements to require that percentage of units in new residential buildings be affordable to low-income households, and incentives to provide additional community benefits. The analysis states that such changes are designed to influence the decisions of private developers or others who wish to build in SWH, however, the County cannot guarantee these outcomes since it is ultimately up to individual developers and landowners to decide whether to move forward with projects in SWH. The analysis also states that 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. Furthermore, comparison to neighboring jurisdictions indicates this could be a real risk and is deserving of continued analysis during the implementation phase.
3. **Implementation Phase.** The analysis states that the County would have 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 identifying community-desired amenities that can support the ability of vulnerable residents to remain in SWH and overcome barriers to success during the implementation phase. The analysis also states that 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 during the implementation phase.
4. **Youth and Cross-Generational Equity.** The County’s Equity Impact Review Tool states that cross-generational equity is a key framework for equity where the “effects of current actions on the fair and just distribution of benefits and burdens would impact future generations of communities and employees. Some examples include income and wealth, health outcomes, white privilege, resource depletion, climate change and pollution, real estate redlining practices, and species extinction.” The analysis states that nearly a quarter of SWH residents are younger than 18 years of age and one aspect of pursuing cross-generational equity is considering the unique needs and circumstances of children and teens.

The analysis also states that 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.

1. **Bryn-Mawr and Skyway.** 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. For example, the median household income for the “Mostly Bryn Mawr” tract is $86,318 with 56 percent of the households as renters and the median household income for the “Mostly Skyway” tract is $49,104 with 25 percent of the households as renters. The analysis states that the majority of the proposed SWH CSA Subarea land use changes are located in, or within close proximity to, the “Mostly Skyway” tract. In addition, there are three proposed amendments in the SWH CSA Subarea Plan 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.

The analysis also states that it would be important to engage with people from both census tract areas to collect input on priorities and concerns.

1. **Determinants of Equity.** The analysis evaluated the assessment of the potential direct and indirect impacts of implementing the SWH CSA Subarea Plan to the County’s Determinants of Equity[[13]](#footnote-13). The analysis states that the proposed SWH CSA Subarea Plan would not have direct impacts on any Determinants of Equity or directly address any community concerns. Instead, the impacts will be indirect because the County’s subarea plans are limited to consideration only of land use changes as directed by the 2018 Comprehensive Plan Work Plan Action 1 and does 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.
2. **Other Equity Impacts.**
   * Commercial Districts – The analysis states that the most significant risk to new commercial development is the loss of existing businesses valued by community members, and 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.
   * Community Character and Cultural Assets – The analysis states that given that the Community-Desired Amenities Incentives (SWH Action 4) are yet to be defined, BERK Consulting could not evaluate their potential effectiveness at encouraging for-profit developers to include community-desired amenities or preserve cultural assets in their development proposals.
   * Community Capacity Building – The analysis states that it is difficult for community members to understand the complexity of the land use planning process, what a land use plan is, and how it may or may not influence outcomes in their own neighborhoods and lived experience. The analysis discovered that some community leaders critiqued Executive staff for conducting outreach using complex jargon, providing unclear community impacts, and providing unclear direction on how community members could most effectively engage with the process. During the later stage of the subarea planning process, Executive staff engaged community group representatives in smaller group discussions.

*King County Comprehensive Plan Key Issues*

An initial briefing of the SWH CSA Land Use Subarea Plan was provided to members of the Mobility and Environment Committee at their December 3, 2019 meeting. In addition to providing the summary of the sections as they appear above, the briefing and staff report included key issues related to the comprehensive plan specifically. The council staff report that includes those key issues are included as Attachment 4 to this staff report.

**INVITED**

* John Taylor, Director, Department of Local Services

**ATTACHMENTS**

1. Proposed Motion 2019-0417
2. Transmittal Letter
3. Attachment F to Proposed Ordinance 2019-0413: Skyway-West Hill Community Services Area Land Use Subarea Plan – 2020 Update
4. Analysis sections from Council Staff Report for Proposed Ordinance 2019-0413 (Dated: 12-03-19) which include the following:
   1. Skyway-West Hill Community Center Feasibility
   2. Skyway-West Hill Equity Impact Analysis Report
   3. Skyway-West Hill Service Delivery and Facilities in Potential Annexation Areas Report

1. The 2019-2020 Biennial Budget required the due date as June 28, 2019. However, the 2019 1st Omnibus (Ordinance 18930) amended the due date to September 30, 2019. [↑](#footnote-ref-1)
2. Adopted in 1993 via Ordinance 11166. Only minor map and zoning amendments to the Community Plan have been adopted since 1993. [↑](#footnote-ref-2)
3. Included as Attachment J to the Executive’s transmitted 2016 KCCP. [↑](#footnote-ref-3)
4. Attachment F to PO 2019-0413, Page 53 [↑](#footnote-ref-4)
5. Attachment F to PO 2019-0413, Page 54 [↑](#footnote-ref-5)
6. Asterisks indicate the site was considered by the community during the 2014 Conceptual Design Report engagement sessions. [↑](#footnote-ref-6)
7. According to Executive staff this parcel was originally slated for development by King County, Dept. of Community & Human Services but is now under consideration for acquisition by DNRP due to the wetland constraints. [↑](#footnote-ref-7)
8. Skyway-West Hill Land Use Subarea Plan, Page 58 [↑](#footnote-ref-8)
9. According to Executive staff this includes, "design, project management, permitting fees, administration, and utility hook-up fees." Page 59. [↑](#footnote-ref-9)
10. Skyway-West Hill Land Use Subarea Plan, Page 58 [↑](#footnote-ref-10)
11. Approximately 18,500 residents [↑](#footnote-ref-11)
12. Within five miles of the SWH library [↑](#footnote-ref-12)
13. As per K.C.C. 2.10.210.A, "Determinants of equity" means the social, economic, geographic, political and physical environment conditions in which people in our county are born, grow, live, work and age that lead to the creation of a fair and just society. Access to the determinants of equity is necessary to have equity for all 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. There are fourteen determinants identified in K.C.C. 2.10.210.A. [↑](#footnote-ref-13)